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**TRANSIT-ORIENTED DEVELOPMENT:  
Lindbergh Center Station  
TOD Phase II Master Plan  
  
Technical Memorandum**

**Prepared for:  
Metropolitan Atlanta Rapid Transit Authority**

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## 1.0 INTRODUCTION AND EXECUTIVE SUMMARY

### 1.1 Introduction

#### 1.1.1 Project Background

In 2015, the Metropolitan Atlanta Rapid Transit Authority (MARTA) undertook this Transit-Oriented Development (TOD) Phase II Master Plan for Lindbergh Center Station. Lindbergh Center became MARTA's first major TOD project, and one of the preeminent first-generation TOD projects in the United States, through the 47-acre mixed-use project undertaken by master developer Carter & Associates, beginning in 1998.

MARTA has determined that it is appropriate to view the Carter & Associates project as Phase I of Lindbergh Center Station's development and to undertake this updated Master Plan for Phase II.

#### 1.1.2 Project Description and Location

Lindbergh Center is located at the juncture of MARTA's Red (North Springs) and Gold (Doraville) lines, and with some 23,000 average weekday boardings is MARTA's second-busiest rail station (surpassed only by the downtown inter-line transfer station at Five Points).

Lindbergh Center is a significant intermodal transfer point, with five MARTA and Georgia Regional Transit Authority (GRTA) bus routes feeding the MARTA rail system. Because of its adjacency to the interchange of I-85 and GA-400, Lindbergh Center is also an important park-and-ride access point, with some 1,100 weekday park-and-ride users.

The Master Plan relates to the Lindbergh Center Station area, which could be defined in several ways—by distance from the station; by land ownership (MARTA versus non-MARTA properties); or by perceived connection to the existing development surrounding the station. For this Master Plan, the station area is defined as a series of figurative “concentric circles”. The innermost, and the principal focus of this report, is the **MARTA TOD Area**—some 62 acres of land located west of Piedmont Road and east of the Norfolk Southern Railroad, within a quarter-mile walking distance of the station entrances.

As shown in Figure 1-1, the MARTA TOD Area consists of four distinct subareas:

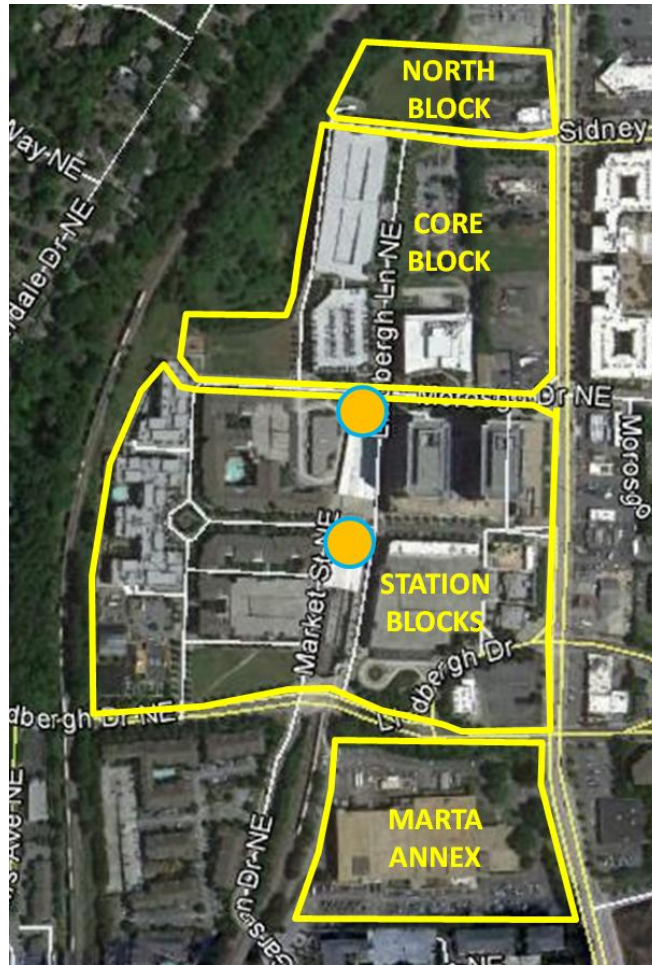
- The **North Block** is an area of roughly 3.8 acres, in mixed ownership, located north of Sidney Marcus Boulevard.
- The **Core Block** is an area of approximately 15 acres located between Sidney Marcus Boulevard and Morosgo Drive. About 7.1 acres are developable, and ownership is mixed here as well.
- The **Station Blocks** are the roughly 32-acre grid between Morosgo Drive and Lindbergh Drive. Except for the private parcel at the southeast corner (inside the “jughandle” roadway loop), the Station Blocks are owned or controlled by MARTA.<sup>1</sup> They contain the two station entrances and most of the completed Phase I TOD.

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<sup>1</sup> This property is included for planning purposes only; MARTA does not contemplate any involvement in the ownership or potential redevelopment of this site.

- The **MARTA Annex** is the 13-acre property (roughly 11 acres of it developable) located south of Lindbergh Drive. The Annex is owned and actively used by MARTA.

Figure 1-1: The MARTA TOD Area



The MARTA TOD Area must be understood in the context of Lindbergh Center Station's larger zone of influence. As illustrated in Figure 1-2, this consists of two geographically larger "concentric circles":

- An **Extended Station Area** of approximately 380 acres, bounded by the Norfolk Southern Railroad on the west, the I-85 and GA-400 expressways on the east, and the MARTA Rail Yard on the south. These are "hard" boundaries that visually separate the station area from its wider environs and interrupt the local road network.
- A **one-mile radius**, which captures important neighborhoods, transit and trail connections, and other features that have current or potential impacts on the MARTA TOD Area and the Extended Station Area.

**Figure 1-2: Extended Station Area and One-Mile Radius**



### 1.1.3 Purpose of This Master Plan

MARTA considers an updated Lindbergh Center Station TOD Master Plan to be timely for several reasons:

- Nearly two decades have passed since the original Lindbergh Center project was initiated, and a substantial volume of development was implemented as a result. Undeveloped parcels remain, however, in the area south of Morosgo Drive, while the area north of Morosgo Drive is largely a mix of undeveloped land and obsolete stand-alone commercial uses.
- TOD is an emerging market pattern in Metro Atlanta’s economic recovery, and MARTA has undertaken an ambitious TOD program. It is guided by MARTA’s comprehensive TOD Guidelines and Implementing Policies, adopted by MARTA’s Board of Directors in 2010.
- The proposed introduction of the Atlanta BeltLine and Clifton Corridor transit services to Lindbergh Center could expand the station’s TOD footprint, eventually including the large MARTA Annex property south of Lindbergh Drive.

- Extensive development is occurring east of Piedmont Road, on land within easy walking distance of Lindbergh Center Station but not yet drawn into its orbit due to lack of visual and pedestrian connectivity.

***The TOD Guidelines and Lindbergh.*** In November 2010, MARTA adopted its comprehensive TOD Guidelines and Implementing Policies. The Guidelines use a seven-category Station Typology to describe MARTA's 38 rail stations. Lindbergh Center is categorized as a "commuter town center station"—functioning both as regional-scale, mixed-use TOD community and a significant node of "feeder" and park-and-ride access.

The TOD Guidelines and Implementing Policies envision two distinct roles which MARTA may play in station-area development:

- For joint development—that is, development built on, connected to, or otherwise using MARTA property—MARTA is a TOD *sponsor*. The Carter & Associates master developer initiative of 1998 is a large-scale example of joint development.
- For all other station-area development, MARTA is a TOD *stakeholder*. It will participate appropriately in zoning reviews, zoning changes, Development of Regional Impact Reviews, Livable Centers Initiative (LCI) plans or plan updates, and other forums in which stakeholders are invited to comment.

Both of these roles apply to the undeveloped lands around Lindbergh Center Station, where MARTA is a principal property owner but several key parcels are owned by others. In addressing Lindbergh's future development, MARTA wishes to apply, in an appropriate fashion, the four "foundational principles" of transit-oriented development set forth in the TOD Guidelines:

1. *Station-area development that is compact and dense relative to its surroundings.* Compared to the surrounding areas, TOD seeks greater density, so that more people can live, work, shop, or go to school within walking distance of the station, driving less, using less gasoline, and saving money.
2. *A rich mix of land uses.* The clustering of uses allows people to combine everyday activities more conveniently and strengthens the link between transit and development, as station communities become "24/7" places where people use transit at night and on weekends. Mixed-use stations also allow the transit system to function more cost-effectively, carrying rush-hour commuters in both directions and serving more riders with the same fleet.
3. *A great public realm.* TOD is pedestrian-oriented development, especially within the quarter- to half-mile radius that many people will walk to a transit stop as part of a daily commute. In a TOD environment, a grid of human-scale blocks has sidewalks, attractive amenities, lighting, and way-finding. The sidewalks, plazas, and stations are safe, active, and accessible. There are no blank walls, and at street level shops, restaurants, and other active uses bring the public realm indoors. Bicycling is encouraged by the design of the street grid and by the provision of bicycle parking and amenities.
4. *A new approach to parking.* Even with high transit utilization, many people will come and go by automobile and need a place to park. But a defining characteristic of TOD is that it requires less dedicated parking than similar development in non-transit locations. Parking is shared as much as possible, taking advantage of dove-tailing

uses and reducing further the actual number of spaces provided. And the parking that is required is designed so as not to dominate the visual or pedestrian environment.

In MARTA's judgment, Phase I of the Lindbergh Center TOD program achieved, in part, the density and mixed-use goals of TOD. Greater density would be appropriate going forward, and the planned Main Street retail environment has yet to materialize in a commercially sustainable way. The public realm goals, as well, have been achieved only in part. If designed today the blank garage walls and deep front setbacks of some buildings would be avoided. It is in the area of parking that the Phase I results most plainly fall short of the stated principle; a challenge and opportunity in Phase II will be to use the over-built parking supply as a resource for new buildings and to mitigate the blank-wall character of the existing decks.

## 1.2 Executive Summary

The remaining sections of this report may be summarized as follows:

**Market Analysis (Section 2.0).** A market analysis was conducted in early 2015 by consulting team member Bleakly Advisory Group. It encompasses the residential, office, retail, and hotel sectors in a Lindbergh Center submarket defined as the Extended Station Area. For the next several years, the study developed the following demand projections:

- Rental apartments: 215-235 units annually.
- For-sale new homes: 100-150 units, priced between \$200,000 and \$300,000, absorbed at a rate of 40-45 annually.
- Office: slightly over 120,000 square feet total.
- Retail: modest shopping and restaurant demand, with a potential niche for a small specialty grocery store and a small chain drug store.
- Hotel: up to 400 rooms in the limited- or select-service product type, with room for two or even three hotels at the 100-150 room scale.

The analysis suggests that the residential, office, and hotel markets may all gravitate to Lindbergh Center as a mid-market location, with rental and sales prices below those of Midtown and Buckhead and one-seat (no-transfer) MARTA access to those markets as well as the airport.

**Parking Analysis (Section 3.0).** An integral aspect of the Phase II TOD strategy is to understand how the station's existing parking supply is used and the extent to which it could be repositioned to support future development. To the extent that it can, MARTA's Lindbergh Center properties may gain a competitive advantage in both economic and practical terms.

The built parking supply resulting from the Phase I Lindbergh Center development program consists primarily of three shared-use parking decks owned by MARTA—the Garson, City Center, and Sidney Marcus Decks, with a combined capacity of approximately 4,600 parking spaces.<sup>2</sup> While MARTA allows park-and-ride in all three decks, and today's

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<sup>2</sup> AT&T owns an additional deck ("Deck X"), in which MARTA has an allocation of spaces for staff and visitors. MARTA also operates a 120-space employee surface lot.



nominal park-and-ride capacity exceeds 2,000 spaces, average daily park-and-ride patronage is about 1,100.

The decks contain, in the aggregate, more parking than MARTA, AT&T, the Phase I retail, and the remaining Phase I development will need. Assuming all of the Phase I uses with parking allocations are built and occupied, the surplus parking capacity could approach 1,000 spaces. Significant Phase II parking demand could be accommodated through any or all of three strategies:

- The allocation of Office and Retail Parking Spaces in the City Center and Garson Decks could be revisited by MARTA, Carter & Associates, and the other Phase I parties.
- AT&T's surplus capacity on the upper floors of the Sidney Marcus Deck could be made available for new development through negotiations initiated by MARTA.
- MARTA could determine, based on an evaluation of overall costs and benefits, that it would be advantageous to shift some of its 1,100 occupied park-and-ride spaces to joint development use. A spreadsheet model prepared by the consulting team indicates that MARTA could realize a net gain in both ridership and revenue.

MARTA also has a potential interest in consolidating its park-and-ride operations into two decks. This could be achieved if park-and-ride capacity were reduced to 800 or 900 spaces. If MARTA's share of the Sidney Marcus Deck were freed up, a substantial portion of the parking requirement for future development in the North Block and Core Block could be addressed in this existing structure.

***The North Block and the Core Block (Section 4.0)***. These two subareas constitute the portion of the MARTA TOD Area north of Morosgo Drive. Between them, the North Block and the Core Block contain about 10.9 acres of developable land, owned mostly by MARTA but with five key parcels fronting on Piedmont Road owned by private parties. One—the owner of the former Shoney restaurant site—has indicated a specific, near-term interest in redevelopment. In addition to their developable acreage, the North Block and Core Block have access to any surplus parking capacity that MARTA can make available in the Sidney Marcus deck.

Detailed concepts were developed for both the North Block and the Core Block, with two alternatives—Concept A and Concept B—shown for each. An improved public realm template is common to both concepts, while the treatment of individual development sites varies. Each concept is a composite of different development approaches that could be “mixed and matched”; in general, the more conservative set of assumptions is represented in Concept A, the more aggressive set in Concept B.

The Master Plan concepts are consistent with the MARTA TOD Guidelines and with the anticipated rezoning of the entire North Block and Core Block as SPI-15.<sup>3</sup> Proposed building heights range from a baseline of six stories to a tower of eight to fifteen stories on the “100% corner” of Piedmont Road and Morosgo Drive. The Floor Area Ratios (FARs) implied by these concepts are compatible with SPI-15 limits.<sup>4</sup> The concepts are also

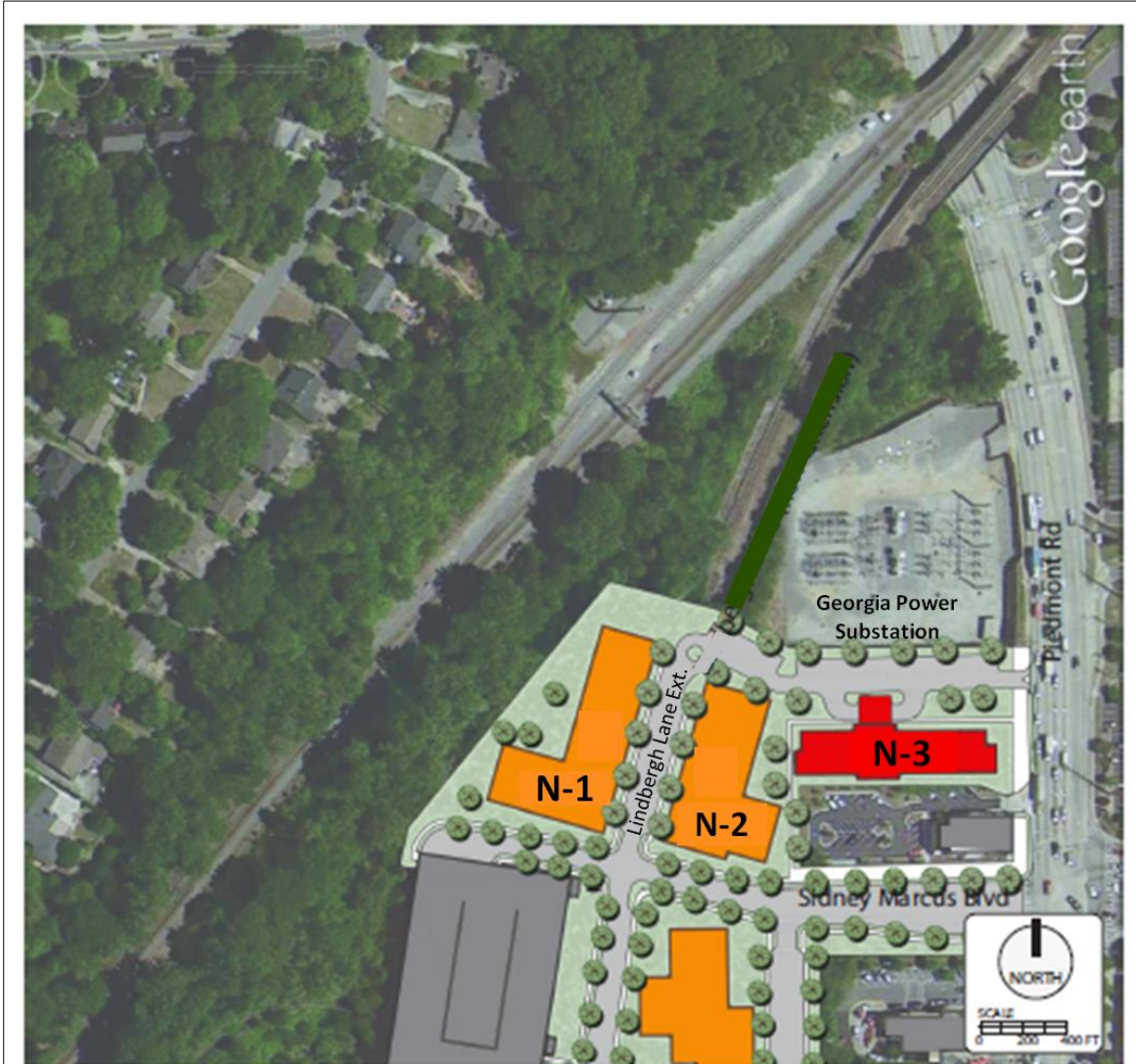
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<sup>3</sup> Currently, the MARTA properties are zoned C-3, the private properties fronting on Piedmont SPI-15.

<sup>4</sup> SPI-15 specifies FAR 4.2 for all-market residential projects; 8.2 for residential with at least 20% affordable units; 8.2 for mixed-use (4.0 commercial plus 4.2 residential), and 12.2 for mixed-use with 20% affordable units.

consistent with the market analysis presented in Section 2.0. Concepts A and B for the **North Block** are illustrated in Figures 1-3 and 1-4; Concepts A and B for the **Core Block** are illustrated in Figures 1-5 and 1-6.

**Figure 1-3: North Block, Concept A**



**Potential Buildings (sizes and composition are illustrative)**

**Site N-1**

- Multi-family residential: 6 stories; 21,500 sf/floor; total 129,000 sf (+/- 115-120 units)

**Site N-2**

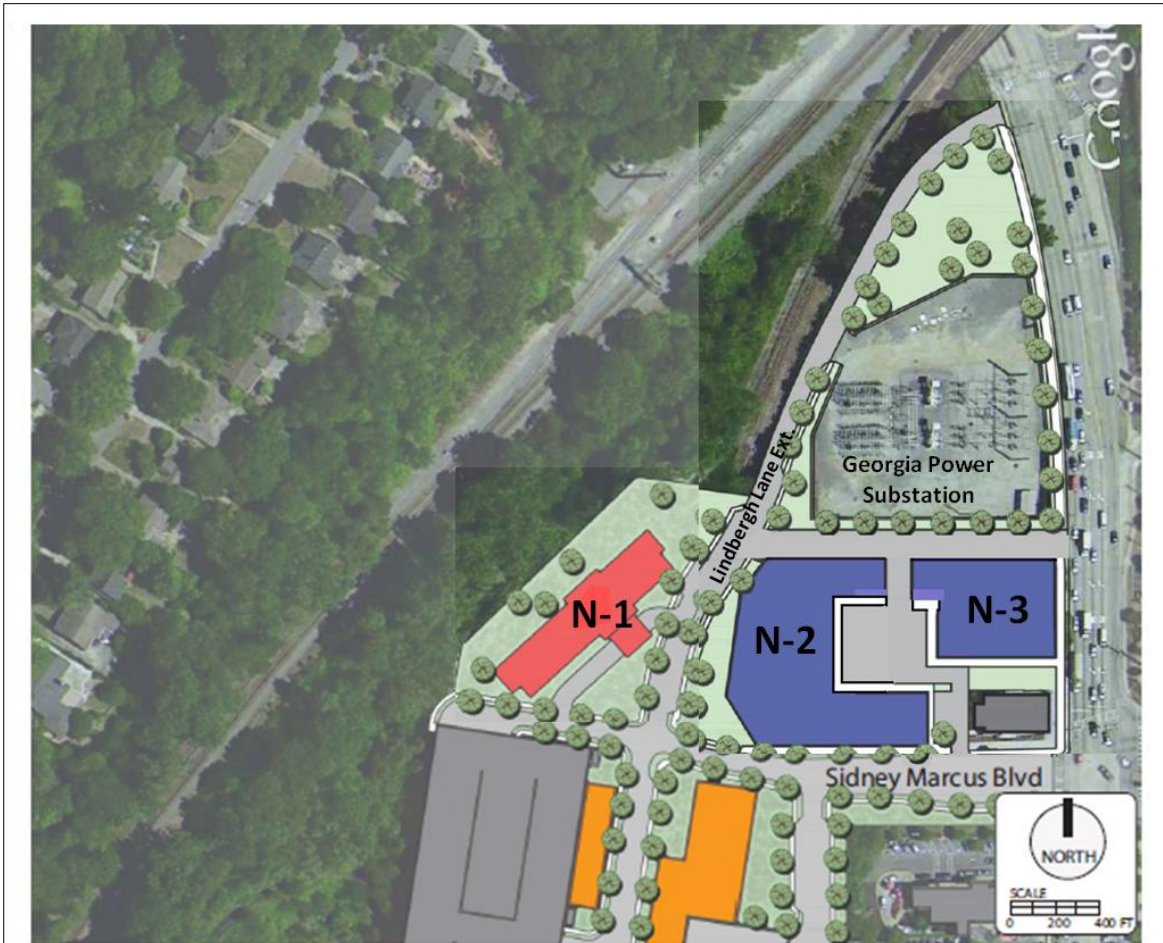
- Multi-family residential: 5 stories; 17,600 sf/floor; total 88,000 sf (+/- 75-80 units)

**Site N-3**

- Hotel: 5 stories; 14,000 sf/floor; total 70,000 sf (+/- 120 rooms)

**Note:** as illustrated here, the access from Piedmont Road requires the developer to acquire the privately owned bookstore parcel immediately south of the substation.

Figure 1-4: North Block, Concept B



**Potential Buildings (sizes and composition are illustrative)**

**Site N-1**

- Hotel: 5 stories; 14,000 sf/floor; total 70,000 sf (+/- 120 rooms)
- Multi-family residential: 5 stories; 21,500 sf/floor; total 107,500 sf (+/- 95-100 units)

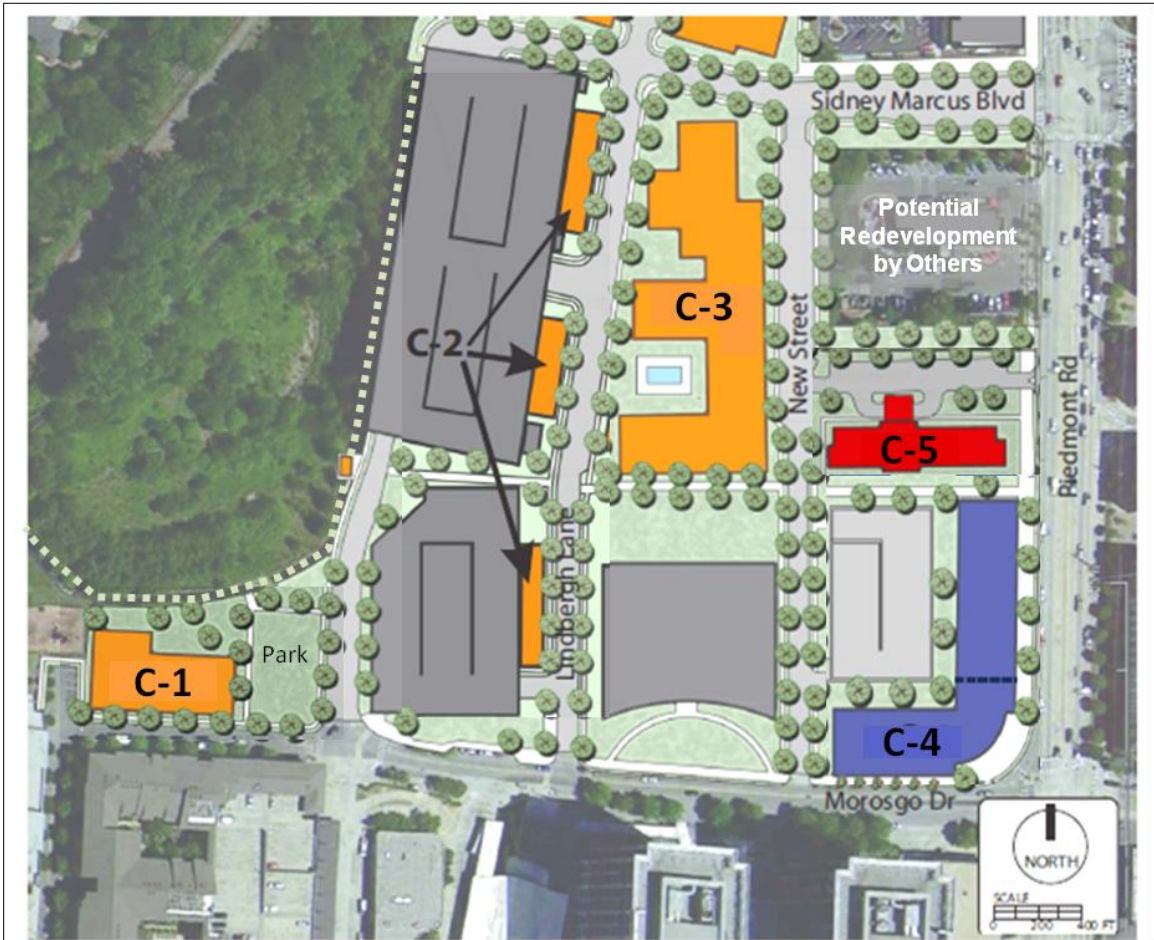
**Site N-2**

- Mixed-use, commercial and residential (up to 5 stories)
- Ground-floor commercial: up to 34,000 sf
- Multi-family residential: 5 stories; 34,000 sf/floor; total 170,000 sf (+/- 150-155 units)
- Alternative: hotel or office replaces part of residential

**Site N-3**

- Mixed-use, commercial and residential (up to 6 stories)
- Ground-floor commercial: up to 18,000 sf
- Multi-family residential: 5 stories; 18,000 sf/floor; total 90,000 sf (+/- 80-85 units)
- Alternative: small office building replaces the residential space (90,000 sf)

Figure 1-5: Core Block, Concept A



**Potential Buildings (sizes and composition are illustrative)**

**Site C-1**

- Multi-family or senior housing: 5 stories; 15,000 sf/floor; (+/- 60-65 units)
- New park; on-site surface parking for +/- half the units (remainder in AT&T deck)

**Site C-2**

- Multi-family “liner” units; 3-5 stories; 11,000 sf/floor; total 55,000 sf (+/- 40 units)

**Site C-3**

- Multi-family residential: 4 stories; 40,000 sf/floor; total 160,000 sf (+/- 140-150 units)
- On-site parking below, +/- 100 cars; remainder in Sidney Marcus Deck

**Site C-4**

- Mixed Use, commercial and residential
- Ground floor commercial on Piedmont, Morosgo: +/- 40,000 sf in two buildings
- Tower: multi-family; 7 upper levels; 20,000 sf/floor; total 140,000 sf (+/- 120-125 units)
- Mid-rise: multi-family; 5 upper levels; 30,000 sf/floor; total 150,000 sf (+/- 125-130)
- Alternative: offices in a portion of upper-level space
- Parking for hotel on Site C-5

**Site C-5**

- Hotel: 5 stories; 14,000 sf/floor; total 70,000 sf (+/- 120 rooms)

Figure 1-6: Core Block, Concept B



**Potential Buildings (sizes and composition are illustrative)**

**Site C-1**

- Multi-family or senior housing: up to 15 stories; 15,000 sf/floor; (+/- 200-205 units)
- New park; parking on-site and in AT&T deck

**Site C-2**

- Multi-family “liner” units; 3-5 stories; 11,000 sf/floor; total 55,000 sf (+/- 40 units)

**Site C-3**

- Multi-family residential: 6 stories; 40,000 sf/floor; total 240,000 sf (+/- 215-220 units)
- On-site parking below, +/- 100 cars; remainder in Sidney Marcus and/or Site C-4/C-5 deck

**Sites C-4 + C-5**

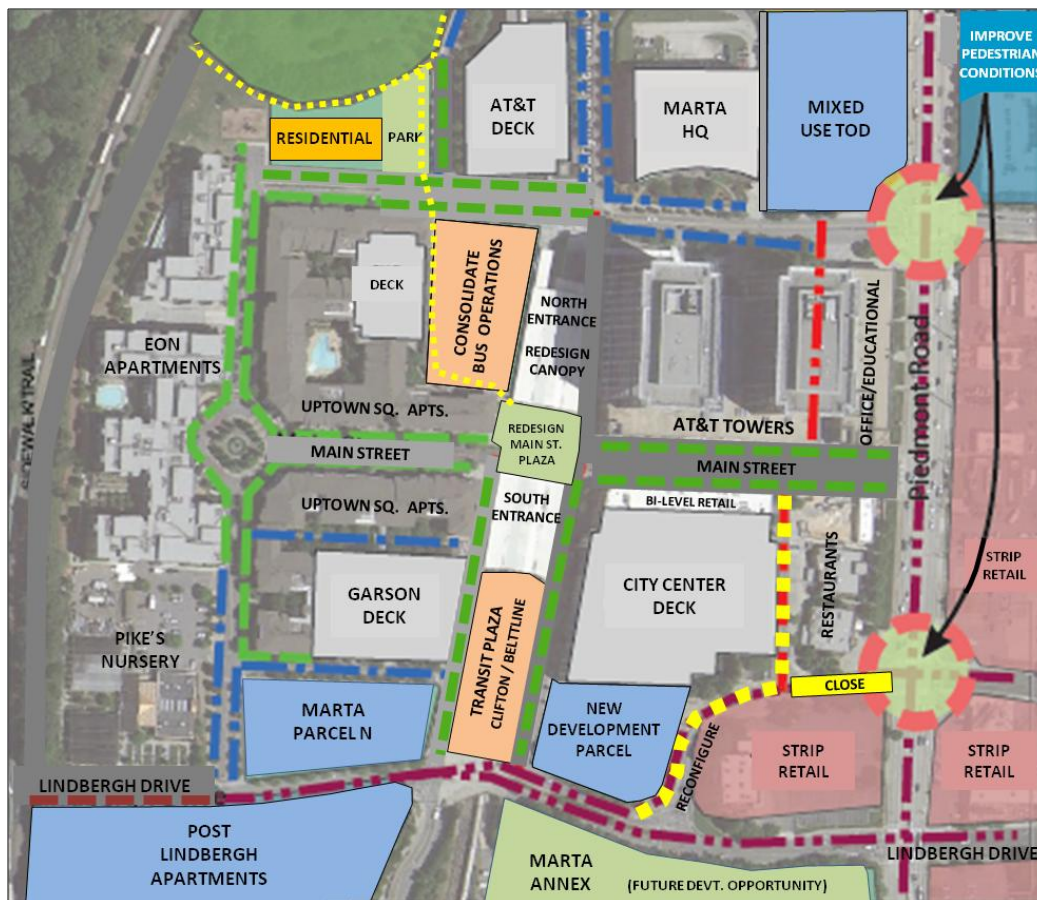
- Mixed Use, commercial and residential
- Ground floor commercial on Piedmont, Morosgo: +/- 50,000 sf in tower and mid-rise
- Tower: multi-family; 15 upper levels; 20,000 sf/floor; total 300,000 sf (+/- 260-270 units)
- Mid-rise: 5-7 upper levels; multi-family :117,000 sf (+/- 100-105 units); office: 100,000 sf
- Alternative distributions of uses
- Potential extra parking capacity for redevelopment of Chick-fil-A property

***The Station Blocks and the MARTA Annex (Section 5.0).*** The Station Blocks—the 32-acre grid bordered by Morosgo Drive, Piedmont Road, Lindbergh Drive, and the Norfolk Southern railroad—are the developed heart of the station area. As a result of the Phase I

TOD initiative, these blocks contain the AT&T office towers; an adjoining office and retail building; the Eon and Uptown Square apartment complexes; Pike’s Nursery; the multi-use City Center and Garson parking decks; the Main Street retail zone; and a trio of stand-alone restaurants along Piedmont Road. Although mostly developed, the Station Blocks are incomplete in two important ways:

- The built environment is “one-sided”, gravitating northward toward the station entrance on Morosgo Drive. Two parcels designated for development remain unbuilt: Parcel N and the air rights above the City Center Deck. The view from south of the station is dominated by the blank walls of the Garson and City Center Decks, undeveloped land flanking the open “boat section” of the MARTA tracks, and the suburban configuration of Lindbergh Drive with its “jughandle” intersection.
- Except for the Eon/Uptown Square residential area, the pedestrian environment is weak from a public realm, amenity, and connectivity perspective. It has yet to generate a diverse, commercially sustainable retail environment, particularly on Main Street and in the street frontage of the AT&T complex.

Figure 1-7: Station Blocks, Concept A



In the near term, MARTA will encourage the completion and enhancement of the Main Street retail zone and the development of the two unbuilt parcels. It is recommended that the allowed uses—retail on Parcel N, an office building on the parking deck air rights—be expanded, to make development more feasible and to create retail clientele south of Main Street sooner rather than later.

In the mid- to long-term, MARTA must address the Master Plan implications of Lindbergh Center as an intermodal hub. It is recommended that the two existing bus loops be consolidated into the north loop, freeing up the south loop real estate either as a new development parcel or as transit space to help accommodate the future Clifton Corridor and Atlanta BeltLine surface transit platforms. These two services, which will both approach Lindbergh Center Station from the south, must be accommodated in a way that is convenient for passengers, compatible with the street network around the station, and supportive of TOD.

Concept A (Figure 1-7) would create a “transit plaza” by decking over the open MARTA tracks, while Concept B (Figure 1-8) would place the plaza on the south bus loop site.

**Figure 1-8: Station Blocks, Concept B**

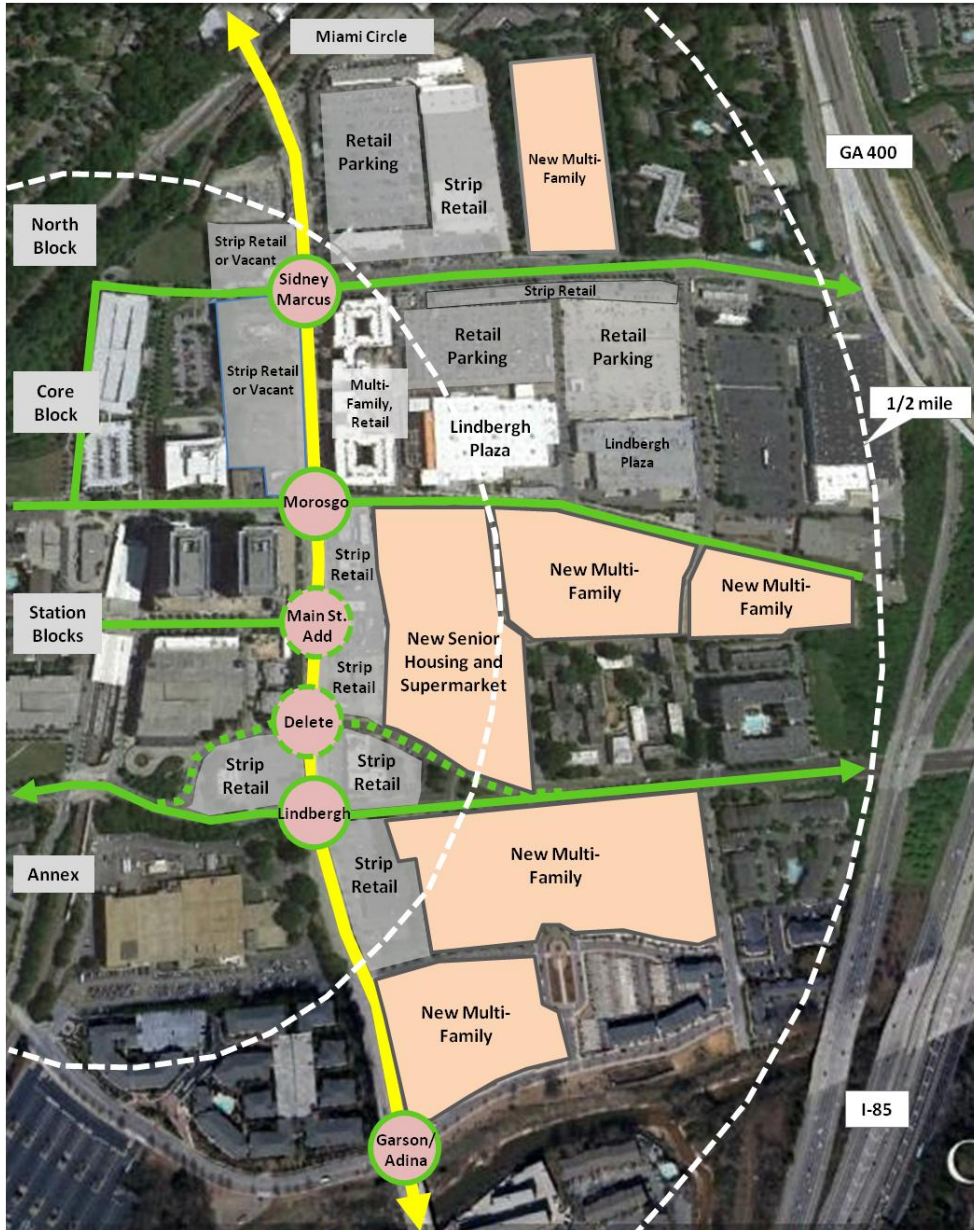


Section 5.0 also addresses the Annex, which in the long term represents an 11-acre TOD opportunity, in 100% MARTA ownership, within a quarter-mile walk of Lindbergh Center Station’s south entrance. When the BeltLine and Clifton Corridor services are operating next to the south entrance, and the Lindbergh Drive “jughandle” has been replaced by a normal urban intersection, the Annex will be well positioned for redevelopment.

**The Larger Context (Section 6.0).** This section places the MARTA TOD Area in the context of the Extended Station Area and a larger one-mile radius. The discussion begins with Piedmont Road, which defines the MARTA TOD Area’s eastern boundary and connects it to the neighborhoods north and south of Lindbergh Center. As shown in Figure

1-9, the privately owned land east of Piedmont Road, which lies entirely within a half-mile walk of the station (most of it closer), is being densely developed with new multi-family and senior housing that could support Lindbergh Center TOD. The Piedmont frontage, however, remains mostly in strip retail and surface parking use.

**Figure 1-9: Piedmont Road Corridor, Land Use and Intersections**



MARTA will work with the City of Atlanta, the Georgia Department of Transportation, the Buckhead Community Improvement District, and others to advance the recommendations of the 2007 Piedmont Area Transportation Study, which include:

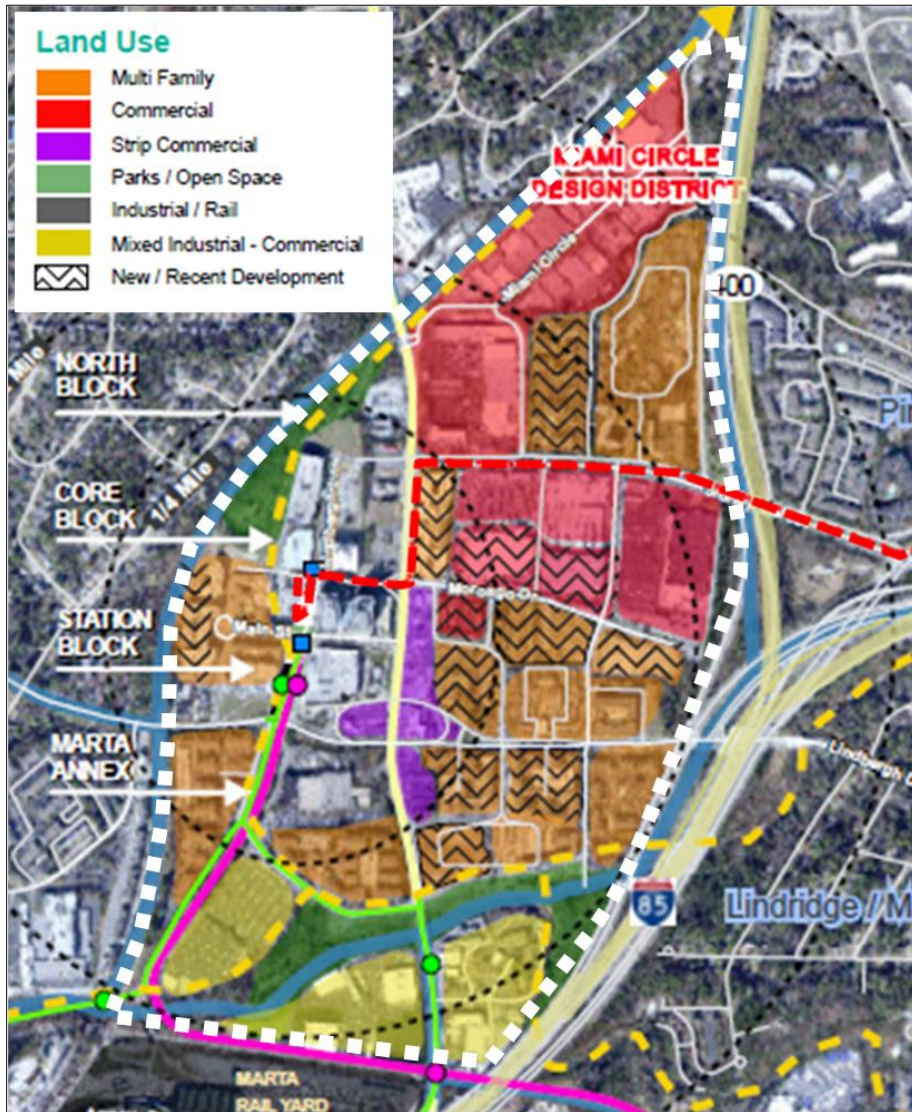
- widening Piedmont Road and converting it to a raised-median boulevard, with more ample sidewalks, amenities, and bicycle lanes;
- redesigning the Sidney Marcus, Morosgo, and Lindbergh Drive intersections;



- eliminating the Lindbergh Drive “jughandle”, replacing the superfluous intersection with a signalized turn and crossing at Main Street. The large private parcels inside the jughandle loops could be redeveloped as part of a normal street network.

Piedmont Road is the spine of the 380-acre Extended Station Area. Figure 1-10 illustrates the existing land use pattern, dominated by the multi-family residential developments built since the 1990s (several of them under development at present).

Figure 1-10: Extended Station Area Land Use



The non-residential areas have long-term TOD implications:

- The largely automobile-oriented commercial areas could be densified by consolidating their parking into decks.
- The strip commercial development fronting Piedmont Road could be redeveloped as pedestrian-friendly TOD, in response to the Piedmont Road improvements and MARTA’s own Phase II development.

- The aging industrial-commercial areas along Peachtree Creek could be redeveloped over time, for both employment and mixed uses, as recommended in the BeltLine Subarea 7 Master Plan.

Beyond the Extended Station Area, the one-mile circle around Lindbergh Center Station contains residential neighborhoods with limited vehicular access to the station and the MARTA TOD Area. Within that circle, however, are key mobility opportunities that can, over time, connect Lindbergh Center to surrounding areas. These include the planned Clifton Corridor and Atlanta BeltLine transit services, and a trail system connecting Lindbergh Center Station to the BeltLine, Peachtree Creek, the North and South Forks, and PATH400.

**Implementation Strategy (Section 7.0).** The final section addresses the critical question of how to plan, concretely yet flexibly, for the phased implementation of this Phase II Master Plan. The key strategic points are as follows:

- The plan was developed with implementation in mind. While still conceptual, individual components are designed to be realistically achievable in the near, mid, or long term. Equally important, the plan is structured such that all components are compatible and mutually reinforcing, but to the greatest degree possible, components do not sequentially depend on one other.
- The aggregate development capacity of the parcels identified in the Master Plan exceeds the more conservative projections of the market analysis. The difference is intentional: the market analysis is focused on the next several years, while the strategic opportunities outlined in this Master Plan represent a long-term exercise in city building.
- Successful implementation will demand that MARTA work closely and reciprocally with other agencies and jurisdictions, including the City of Atlanta, Invest Atlanta, Atlanta BeltLine, Inc., the Atlanta Regional Commission (ARC), the Georgia Department of Transportation (GDOT), the Buckhead Community Improvement District (CID), and the Georgia Regional Transportation Authority (GRTA).
- With respect to zoning, MARTA has stated its intent to seek the rezoning of the entire area east of the Norfolk Southern tracks as SPI-15 (a special district designed to support TOD in and around Lindbergh Center), and in the process to explore whether any modifications are worthwhile. It is important that the parking provisions reflect the strategies outlined in this Master Plan.
- It is a key premise of this Master Plan that surplus parking capacity in the existing decks be utilized, to the degree practicable and feasible, to absorb the needs of future TOD in the North Block, Core Block, and the remaining parcels in the Station Blocks. This will avoid the land and dollar cost of building more new garage capacity than today's market requires. To the extent that new parking is required, MARTA will make every effort to accommodate it in efficiently designed shared-use decks, rather than encouraging individual projects to include their own dedicated parking structures.

A critical component of the implementation strategy is MARTA's approach to procuring joint development partners. The solicitation of a **master developer** could be advantageous for a number of reasons. It is understood, however, that the redevelopment of the Shoney site, in combination with one or conceivably two abutting MARTA properties, could precede the engagement of a master developer, if the Shoney ownership is prepared to advance a

project of the scale and quality that MARTA wishes to see at this “100% corner”. As an alternative to a master developer, MARTA could select a **development advisor**.

Section 7.0 concludes by outlining potential funding and financing resources, which include but are not limited to:

- the Atlanta BeltLine Tax Allocation District (TAD), for affordable housing and transit infrastructure;
- a new Community Improvement District, similar to the nearby Buckhead CID, to finance street, trail, and other district infrastructure improvements;
- the Atlanta Regional Commission’s Livable Centers Initiative (LCI) program;
- applicable federal surface transportation funding and financing programs, including the expanded TIFIA loan mechanism.

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## 2.0 MARKET ANALYSIS

### 2.1 Introduction

In order to establish reasonable density expectations and a projected timeframe for absorption of future development in the Lindbergh Center Station area, the consulting team completed a comprehensive TOD market analysis for Lindbergh Center and its real estate submarket. The analysis included the retail, residential, hotel, and office markets.<sup>5</sup>

Through years of investments by MARTA and surrounding developers, a TOD district has begun to emerge where none existed previously. The Lindbergh Center area has attracted a mix of residents, employees and shoppers and is a key attractor in the city of Atlanta of a younger professional and older student population seeking an urbane and active lifestyle.

- Area residents are typically younger, more affluent, and more educated than residents of the city of Atlanta as a whole.
- Area employees typically earn somewhat higher salaries and commute farther distances than the typical Atlanta employee.
- The area has great appeal to price-conscious consumers seeking urban amenities but unable (or unwilling) to afford Midtown or Buckhead.
- Growth in the area has created potential demand for future retail offerings.

**Market Perspective: Keys to Success.** MARTA property is the prime real estate in the entire Lindbergh Center market area. Other developments are finding success nearby, but few have the highest-quality access to MARTA that residents, employees, and customers desire.

- An opportunity exists to enhance the Lindbergh Center area's lifestyle and attractiveness, through improvements to Main Street and through additional real estate development.
- The Lindbergh Center area found success prior to the Great Recession, leveled off during the down-cycle, and with the economic recovery underway, the opportunity for greater success is at hand. But the time is now, and the window for MARTA's next wave of development at Lindbergh Center is open.
- Fixing the "front door" is essential. The blighted properties along Piedmont Road prevent Lindbergh Center from reaching its full TOD potential. These parcels must be developed in a way that enhances the urban experience developing nearby.

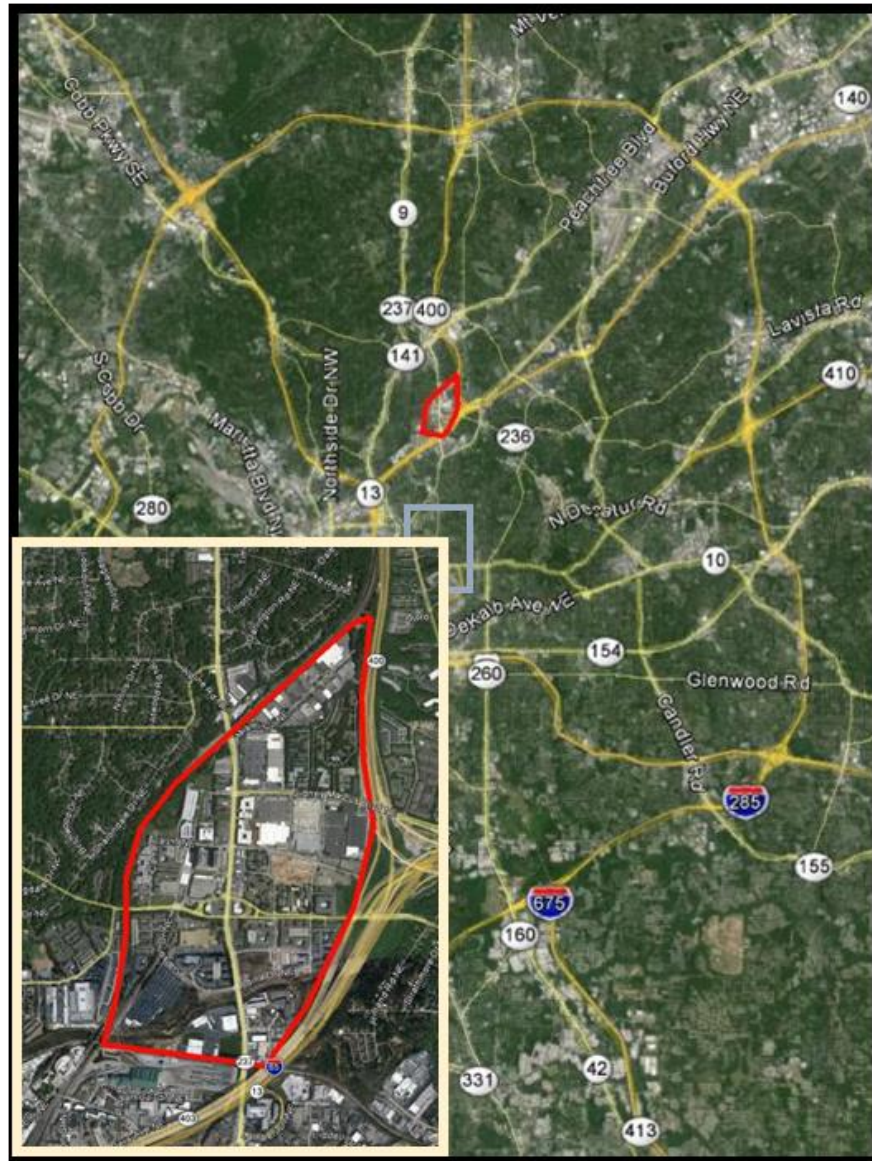
### 2.2 Market Area Summary

The market analysis is focused on the Extended Station Area (as defined in Section 1.1.2), where the great majority of Lindbergh-related demand will occur. This area features mixed-use commercial centers, a large number of multifamily residential units, and retail anchored by "big box" tenants. As explained previously, its boundaries are the Norfolk Southern rail corridor, the GA-400 and I-85 expressways, and the MARTA rail yard.

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<sup>5</sup> A detailed presentation of the market analysis is provided in Appendix A.

Figure 2-1: Lindbergh Center Market Area



**Demand Drivers.** The market analysis rests on a measurement of several key drivers:

*Demographics*<sup>6</sup>

- Currently, the market area has an estimated 5,682 residents and 3,311 households.
- The area is projected to grow at a faster rate than the city of Atlanta over the next five years to a total of 6,198 residents and 3,718 households by 2020, due to rapid expansion of the housing supply.
- The market area has a younger population than the city of Atlanta with a 2015 estimated median age of 32 compared to the city-wide median age of 34.

<sup>6</sup> These findings, summarized in Table 2-1, are from Nielsen demographic data.

- Nearly half of Lindbergh Center market area residents are Millennials (16-33), compared to one third city-wide.
- Millennials are more likely to live in apartments and take public transportation to work than any other age cohort and are thus attracted to the Lindbergh Center area.
- The market area is home to a more diverse population than the city of Atlanta overall.
- The Lindbergh Center area is home to a greater proportion of the population with a four-year college degree or higher than the city of Atlanta overall.
- Households in the market area tend to be smaller than city of Atlanta households, with a 2015 average size of 1.7 people per household compared to Atlanta's 2.1.
- Households in the market area tend to have a higher income than households city-wide.

**Table 2-1: Lindbergh Center Market Area Demographic Summary (Nielsen)**

<b>Population</b>	<b>Market Area</b>	<b>City of Atlanta</b>
2000 Census	5,343	418,156
2010 Census	5,036	420,003
2015 Estimate	5,682	451,577
2020 Projection	6,198	477,556
Growth Rate 2000-2015	0.4%	0.5%
Forecast	1.8%	1.1%
<b>Households</b>	<b>Market Area</b>	<b>City of Atlanta</b>
2000 Census	2,214	169,050
2010 Census	2,750	185,484
2015 Estimate	3,311	204,281
2020 Projection	3,718	220,188
Growth Rate 2000-2015	2.7%	1.3%
Forecast 2015-2020	2.3%	1.5%

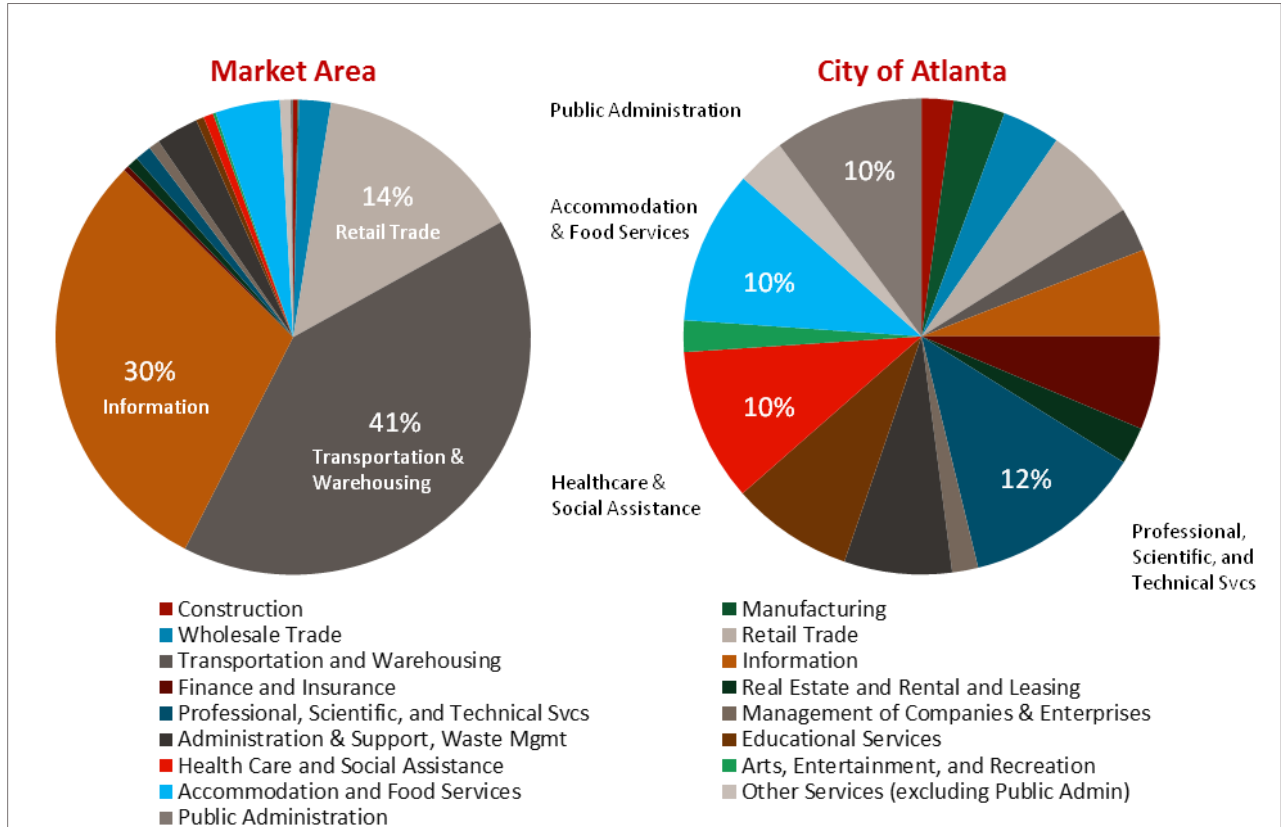
*Employment*<sup>7</sup>

- There are over 9,627 jobs in the immediate Lindbergh Center market area.
- Workers employed in the Lindbergh Center market area make up 2% of all city of Atlanta employees.
- A higher proportion of market area residents (18%) take public transportation to work than Atlanta residents (11%).

<sup>7</sup> These findings are from US Census and Bureau of Labor Statistics data.

- While workers in the city of Atlanta are distributed across a wide range of employment sectors, workers in the market area are largely employed in the transportation and warehousing and information sectors.

Figure 2-2: Employment by Sector (Bureau of Labor Statistics)



**Real Estate Supply.** The market area has seen significant enhancements over the past decade:

*Apartments*<sup>8</sup>

- Since 2000, 2,028 apartment units have been added in the market area.
- Apartment rents in the market area average \$1,322/month or \$1.46 per square foot.
- Eon at Lindbergh, located immediately west of the station, was built as a condominium and converted to rental. It garners the highest rents (\$1.65 per square foot).
- The area will be adding over 700 units (market-rate all-age) in the next 12-18 months, 19% of current inventory.

*For-Sale New Homes*

- Townhomes are the only new units to be sold in the market area since 2010.

<sup>8</sup> Residential market data are from smartREdata and Bleakly Advisory Group.

- Fifty-three new townhome units have sold over the last five years at an average sale price of \$286,138.
- The average townhome sale price has increased by 5% annually since 2010.
- From 2008 to 2010, 137 new condo units were sold at an average sale price of \$186,000. No new condo units have been sold in the market area since 2010.
- No new single-family homes have been sold in the market area in the last seven years.

#### *Retail*<sup>9</sup>

- The market area contains 1.5 million square feet of retail space and serves as a major commercial center for area residents.
- Over 500,000 square feet of retail was added from 2000 to 2007; since 2007 only 1,800 SF have been added.
- 102,447 square feet are currently vacant, resulting in a 6.8% vacancy rate.
- The vacancy rate has decreased 58% from its peak of 16% in 2009.

#### *Office*

- The market area contains 1.5 million square feet of office space in 12 buildings.
- There are currently 28,700 square feet vacant, resulting in a 1.9% vacancy rate.
- Vacancy rates have not exceeded 2% in the past 15 years, even at the height of the Great Recession. However, “soft” vacancies are known to exist in some area office spaces (that is, space that is still under contract but whose tenants have vacated).

#### *Hotel*

- Market area hotel properties range in size from 75 rooms to 230, and in age from 10 years to 40+ years. Except for the nearby DoubleTree, all are limited- or select-service.
- Occupancy ranges of the competitive set of hotels are between 70% and 82%, and average daily rate (ADR) ranges between \$94 and \$127.
- Holiday Inn Express and TownePlace Suites (located on Sidney Marcus Boulevard east of Piedmont Road) report the lowest ADR (<\$100).
- Extended stay hotels report the strongest occupancy levels, due to the nature of the guest and product design.

## **2.3 Future Real Estate Market Demand Analysis**

The market analysis provided the following projections with respect to demand and absorption over the next several years.<sup>10</sup>

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<sup>9</sup> Retail, office, and hotel market data are from CoStar and Bleakly Advisory Group.

<sup>10</sup> Market projections were developed by Bleakly Advisory Group.



### **Apartments**

- Sufficient future demand exists to begin planning for new units at Lindbergh Center to come on-line by 2017.
- The potential demand for the Lindbergh Center area is estimated at: 215-235 units annually. This represents 60% of recent peak absorption years and 140% of the recent 10-year average (which included the recession years).
- Potential new units on MARTA property must heed the delivery timing of other local new units in order to successfully meet market demand.

### **For-Sale New Homes**

- The potential will exist for a building of approximately 100-150 units, at prices ranging up to approximately \$300,000 and averaging approximately \$200,000-\$225,000. These units will appeal to price-conscious buyers seeking urban amenities but unable to afford new units in Midtown or Buckhead.
- Based on a statistical demand analysis, such a building could absorb approximately 40-45 units annually.
- This product could face competition from conversions of rental apartments to condominiums that may begin to occur in the coming years.

### **Office**

- Statistical office demand analysis applies future employment projections for the Lindbergh Center area to the actual ratio of office square feet per employee in the area.
- Assuming employment growth is sustained at 2002-2009 levels, demand exists for up to 121,500 square feet of new office space through 2020.
- This projection appears conservative, given that at 25,000 square feet of new office space annually through 2020, the Lindbergh Center area would sustain its historical fair share capture rate of office space in the City of Atlanta.

### **Retail**

- The existing retail space along Main Street at Lindbergh Center could be improved with contemporary urban retailing strategies, including: higher-visibility signage and store entrances; eliminating blank spaces that detract from the pedestrian experience; lively programming and activities on the street to attract residential and transit patrons; a tenant strategy that targets local brands, particularly restaurants that could attract patrons from beyond the immediate area.
- Given recent and anticipated residential growth in the Lindbergh Center area, additional retail potential exists. This potential may be limited by recent and future growth in big-box retailers, including the future new Kroger supermarket on the other side of Piedmont Road.
- Nevertheless, a smaller-scale specialty or discount grocer might be attracted by the new rooftops in the area, if an appropriate site is available. This type of grocer could

serve as a retail anchor on the west side of Piedmont and could spawn additional retailers nearby.

- A chain drug store could also have potential in the area, although demand support today is slightly below requisite levels.
- Additional restaurants could find success in the area, assuming concepts and execution that meet target market audience demand.
- Demand potential could be enhanced by additional local-serving office space, particularly medical clinics.

#### **Hotel**

- There appears to be market support for 400+ rooms in the limited- or select-service category.
- Major brand availability in this market area, however, is constrained by territory or impact clauses.
- Some available sites are complicated by shared parking structures and by mixed-use projects with high density requirements to support rising land and construction costs.

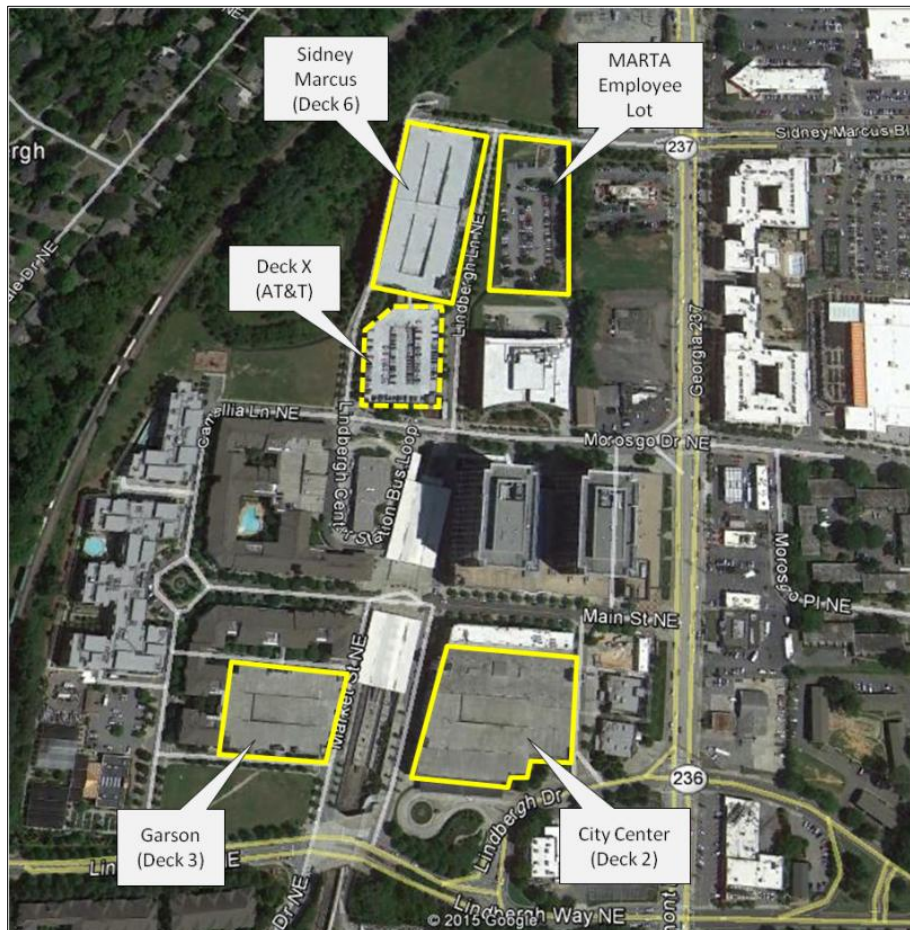
## 3.0 PARKING ANALYSIS

### 3.1 Introduction

A critical aspect of the Phase II Lindbergh Center TOD strategy is to understand how the station's existing parking supply is used and the extent to which it could be applied to future development. This is a key consideration, because structured parking is costly and the surface parking alternative is too land-consumptive to be used extensively on a long-term basis. To the extent that existing garage capacity can be used to support new development, MARTA's Lindbergh Center properties may gain a competitive advantage in both economic and practical terms.

The built parking supply resulting from the Phase I Lindbergh Center development program undertaken by MARTA, Carter & Associates, and BellSouth (now AT&T) consists of three shared-use parking decks owned by MARTA: the Garson, City Center, and Sidney Marcus Decks. The decks have a combined capacity of approximately 4,600 parking spaces. MARTA has an allocation of spaces in each deck, and also maintains a 120-space employee parking lot.<sup>11</sup>

**Figure 3-1: Lindbergh Center Parking Facilities**



<sup>11</sup> The smaller "Deck X" is owned by AT&T, with 200 spaces allocated to MARTA staff and visitors. These spaces are fully utilized and do not enter further into this analysis.

Future development planning must take into account three factors with respect to parking demand:

- The nature of transit-oriented development, a foundational principle of which is that parking ratios for development should be lower than in non-transit settings and that physical spaces should be shared as much as possible. This principle is embodied in MARTA’s TOD Guidelines.
- The allocation of parking spaces between MARTA and other users in the agreements governing the use of the three decks.
- MARTA’s current park-and-ride utilization and its best judgment as to the optimal future balance between park-and-ride and parking for TOD.

### 3.2 Existing Conditions

The City Center and Garson Decks are governed by the 2010 Amended and Restated Parking and Easement Agreement, while the Sidney Marcus Deck is governed primarily by the BellSouth Parking Agreement.<sup>12</sup> The current space allocations—which may be altered by mutual agreement among the parties—are as follows:

**Table 3-1: Parking Decks, Current Allocation per Parking and Easement Agreements**

	Office	AT&T	Retail	Residential	Hotel	MARTA	Total
Deck 2 (City Center)	600	0	596	0	0	409	1,605 <sup>13</sup>
Deck 3 (Garson)	0	0	177	195	0	423	795
Deck 6 (Sidney Marcus)	0	1,750	0	0	0	527	2,277
<b>Total</b>	<b>600</b>	<b>1,750</b>	<b>773</b>	<b>195</b>	<b>0</b>	<b>1,359<sup>14</sup></b>	<b>4,677</b>

MARTA offers free daytime parking in all three decks. In addition, overnight MARTA parking (at a current rate of \$8.00 a day) is available, primarily in the Sidney Marcus Deck. Daytime parkers in any deck must validate their garage tickets at machines inside Lindbergh Center Station and then have 30 minutes to exit the garage without being charged the otherwise applicable rate.

MARTA’s total current allocation of spaces under the governing agreements is 1,359. Until Carter & Associates or a successor builds the planned office air rights project above Deck 2, the 600 Office Parking Spaces are also available to MARTA. The same is true of unused Retail Parking Spaces in Decks 2 and Deck 3. Consequently, MARTA today has nominal use of over 2,000 spaces, a capacity far exceeding daily demand.

<sup>12</sup> First Amended and Restated Parking and Easement Agreement for Lindbergh CenterCity Center Project, Parking Deck #2 and parking Deck #3; February 1, 2010; and Amended and Restated Parking and Easement Agreement for Lindbergh CenterCity Center Transit-Oriented Development BellSouth Facility; August 1, 2003.

<sup>13</sup> The total number of spaces for Deck 2 (1605) includes 36 On-Street Spaces which are part of the retail allocation.

<sup>14</sup> In the First Amended and Restated Parking and Easement Agreement, MARTA is given a maximum allocation of 896 spaces in Decks 2 and 3 combined. However, the current allocations to other parties limit MARTA to 832 of these (409 plus 423). Arguably, MARTA’s total allocation could be stated as 1,423 (1,359 plus the 64 “missing” spaces in Decks 2 and 3). However, this distinction has no practical effect because MARTA, as explained in the next paragraph, has access to hundreds of Office and Retail Parking Spaces that are not yet being used for those purposes.

At this time, MARTA reports that its stabilized weekday park-and-ride utilization, including both daytime and overnight parkers, is approximately 1,100 spaces.<sup>15</sup> This means that counting only its 1,359 permanently allocated spaces, MARTA has a daily surplus of approximately 250 spaces.

MARTA also provides 120 employee parking spaces, with virtually 100% utilization, in the surface lot behind its headquarters building. This land, which occupies the core of the block formed by Sidney Marcus Boulevard, Piedmont Road, and Morosgo Drive, is integral to future joint development. Removing employee parking from this lot, without imposing a costly replacement parking burden on the eventual development, is critical. This could be done by absorbing the 120 employee spaces into MARTA's surplus capacity in one of the decks. After freeing up MARTA land for development, this move would still leave a small "net" surplus in MARTA's allocated deck capacity to support joint development.

**Table 3-2: MARTA Parking Capacity in Decks 2, 3, and 6**

Total MARTA Parking Space Allocation	1,359
Current Park-and-Ride Utilization (approx.)	1,100
MARTA Surplus Spaces (approximate)	259
Employee Spaces to be Absorbed	(120)
MARTA Net Surplus (approximate)	139

### 3.3 Potential Joint Development and Associated Parking

As part of this Lindbergh Center Master Plan, a real estate development market analysis was performed by Bleakly Advisory Group. It is summarized in Section 2.0 of this report. Its relevance for the parking analysis is the potential parking demand that would be generated by new development on MARTA land and its adjacent outparcels. Table 3-3 converts the estimates of potential new development through 2020 into approximate parking demand, based on the parking ratios assumed in the second column.

**Table 3-3: Potential New Development and Parking Demand**

Use	Spaces/unit or 1000 sf	Low Range		High Range	
		Units or sf	Spaces	Units or sf	Spaces
Apartments (Rental)	1.00/unit	300	300	600	600
Condominiums	1.00/unit	50	50	100	100
Office	2.00/1000	50,000	100	120,000	240
Retail + restaurant	2.00/1000	25,000	50	50,000	100
Hotel	1.00/key	125	125	400	400
Total Residential			350		700
Total Non-Residential			275		740
Total Spaces			625		1440

The parking ratios in Table 3-3 reflect the MARTA TOD Guidelines, the immediate proximity of the MARTA land to the station entrances, and the fact that, in the market,

<sup>15</sup> MARTA Research Department, April, 2015.

Lindbergh Center enjoys easily understood, one-seat MARTA access to Buckhead, Midtown, Downtown, and the Airport.

- For apartments, condominiums, and offices, the suggested ratios are consistent with the current parking provisions of the SPI-15 Zoning District, which MARTA and the City of Atlanta propose to expand over the entire station area.<sup>16</sup>
- For general retail and restaurants, the SPI-15 requirements are higher—3.7 spaces and 10 spaces per 1,000 square feet, respectively. However, the SPI-15 language encourages shared parking. The 2.00 spaces per 1,000 square feet assumed in the table are directed at weekday 9-5 demand; both the MARTA Spaces and the Office Spaces will be available to absorb the peak shopping and dining demand on evenings, weekends, and holidays.
- For hotels, which could be an important component of future Lindbergh Center development, the SPI-15 zoning requires 1.0 space per guest room, .50 space per employee, 3.00 spaces per 1,000 square feet of conference space, and the normal restaurant ratio if applicable. These requirements appear somewhat high for a transit setting, especially given the transit-accessible Buckhead/Midtown focus of Lindbergh Center as a hotel market. Through shared parking, and perhaps through reducing this requirement as part of rezoning, Table-3 assumes that the net requirement for hotel use can be held to one space per “key”.

The table thus provides a rough estimate of the parking requirements associated with “low” and “high” development scenarios that fall within the current market analysis. This estimate helps frame the question to which this parking analysis is addressed: to what extent could parking for new development be absorbed in the surplus capacity of the existing decks? The new parking requirement is broken into residential and non-residential subtotals, reflecting the likelihood that shared off-site parking for office, hotel, or retail use would be an easier “sell” than for residential.

The modest MARTA surplus identified above (roughly 250 spaces, of which 130 would be available after employee parking is consolidated) could accommodate a small portion of the new demand. Significantly more of this demand could be accommodated through any or all of three strategies, which are explored in the following sections:

- The allocation of Office and Retail Parking Spaces in the City Center and Garson Decks could be revisited by MARTA, Carter & Associates, and the other parties to the Parking & Easement Agreement.
- AT&T’s apparent surplus capacity on the upper floors of the Sidney Marcus Deck could be made available for new development through negotiations initiated by MARTA.
- MARTA could determine, based on an evaluation of overall costs and benefits, that it would be advantageous to shift some of its utilized garage capacity from park-and-ride to parking for joint development.

<sup>16</sup> There are *no* minimum parking ratios for residential and office use in the SPI-15 district. There are *maximums* instead: for residential, 1.0 space per bedroom up to two bedrooms and .5 spaces per bedroom thereafter; for office, 2.5 spaces per 1,000 square feet.  
[https://www.municode.com/library/ga/atlanta/codes/code\\_of\\_ordinances?nodid=PTIICOORANDECO\\_PT16ZO\\_CH18 OSP15LITRSTARSPPUINDIRE](https://www.municode.com/library/ga/atlanta/codes/code_of_ordinances?nodid=PTIICOORANDECO_PT16ZO_CH18 OSP15LITRSTARSPPUINDIRE)

### 3.4 Reallocation of Surplus Office and Retail Spaces

The City Center and Garson Decks are visibly underutilized today, largely because the uses that account for most of their parking space allocations are not operating. The office building which Carter & Associates has the right to develop on the Deck 2 (City Center) air rights has yet to materialize, and much of the retail space in the BellSouth tower podium is vacant. The key question is this: if the office building *were* in place and the retail areas fully leased, would their parking allocations be right-sized or excessive?

- In the case of the office building, the maximum rentable square footage allowed under the Office Facility Lease is 225,000. The maximum parking ratio for office space allowed under the proposed SPI-15 zoning is 2.5 spaces per 1,000 square feet. If that ratio were applied, a maximum of 563 spaces would be needed. If a ratio of 2.25 spaces per 1,000 square feet were used, the requirement would be 507 spaces. It is thus likely that when the office building is eventually developed, and the Office Facility Lease modified accordingly, at least a modest portion of its 600-space maximum parking allocation could be redirected to other purposes.
- The Retail Spaces are pegged to a parking ratio of 3.7 spaces per 1,000 square feet—specifically, a maximum of 636 spaces for the roughly 175,000 square feet contemplated in the Carter Retail Lease, and 137 for Wells REIT (which controls the roughly 37,000 square feet in the two BellSouth towers).<sup>17</sup> Even at full occupancy, it is questionable that retail in this location would occupy 3.7 spaces per 1,000 square feet *on an exclusive dedicated basis* Monday through Saturday from 6:00 AM to 6:00 PM (the Exclusive Use Period provided in the Parking Agreement). In the likely event that a lesser ratio would suffice during those hours on Monday through Friday, retail customers would have access to the MARTA and Office spaces at night, on weekends, and on holidays.
- The 2,277-space Sidney Marcus deck has separate entrances for MARTA's 527 spaces and AT&T's 1,750. At this time, MARTA is informed that AT&T has 1,188 spaces assigned to employees.<sup>18</sup> Even allowing for possible staffing growth and other AT&T-related use, there is an apparent surplus of several hundred spaces. (It is clear from repeated observation that the roof level, with approximately 240 spaces, is normally empty.) A permanently unused surplus in this deck is costing AT&T money every month.<sup>19</sup> MARTA could initiate a discussion about whether, and on what terms, it would be mutually beneficial for those spaces to be made available for joint development on MARTA lands directly across Sidney Marcus Boulevard and Lindbergh Lane.

### 3.5 MARTA's Park-and-Ride Capacity

MARTA's TOD Guidelines contemplate that as joint development opportunities arise at stations with significant park-and-ride capacity, the decision as to whether 100% of that capacity need be maintained will be decided case-by-case. The criterion is whether an

<sup>17</sup> First Amended and Restated Parking and Easement Agreement for Lindbergh City Center Project, Parking Deck #2 and parking Deck #3; February 1, 2010; esp. Attachment C. Carter's 636 spaces are reduced by the number of any spaces they build outside the garage to serve these retail leases.

<sup>18</sup> MARTA Research Department, April 2015.

<sup>19</sup> AT&T is 100% responsible for O&M (other than security, which is a MARTA responsibility), and for the preponderance of capital replacement costs.

alternative scenario with less park-and-ride would generate at least as much ridership and revenue—taking into account park-and-ride passengers, joint development passengers, and ground lease proceeds—as a scenario with the original parking capacity.<sup>20</sup>

A spreadsheet model has been developed which enables MARTA to compare its existing park-and-ride utilization at Lindbergh Center with three alternative scenarios involving different combinations of park-and-ride and joint development.<sup>21</sup> In the analysis summarized below, the upper part of the spreadsheet estimates the revenue which MARTA can expect to receive in a horizon year (currently set at 2020) under existing conditions—that is, if today’s park-and-ride utilization (roughly 1,100 spaces) is maintained. The spreadsheet allows the user to input the percentage of spaces used for daily and overnight parking, and the rate charged for each (currently zero for daily, \$8.00 for overnight).

**Table 3-4: Summary of Park-and-Ride / Joint Development Comparison Model**

<b>STATUS QUO: CURRENT STABILIZED PARK-AND-RIDE USAGE</b>			
<b>Total spaces controlled by MARTA</b>	1359		
<b>Total spaces utilized for park-and-ride</b>	1100		
<b>Annual MARTA trips from existing park-and-ride usage</b>	<b>505,484</b>		
<b>Net operating income attributable to park-and-ride</b>	<b>\$1,703,395</b>		
<b>ALTERNATIVE JOINT DEVELOPMENT SCENARIOS</b>			
	<b>Scenario A</b>	<b>Scenario B</b>	<b>Scenario C</b>
<b><u>Park-and-Ride</u></b>			
Number of garage spaces	1100	900	700
<b>Annual MARTA trips from park-and-ride</b>	<b>508,245</b>	<b>427,483</b>	<b>342,066</b>
<b>Net operating income attributable to park-and-ride</b>	<b>\$1,745,478</b>	<b>\$1,453,210</b>	<b>\$1,150,914</b>
<b><u>Joint Development</u></b>			
Residential (units)	350	350	700
Office (square feet)	50,000	50,000	120,000
Retail (square feet)	25,000	25,000	50,000
Hotel (rooms)	125	125	400
<b>Total annual MARTA trips from joint development</b>	<b>272,777</b>	<b>272,777</b>	<b>608,403</b>
<b>Annual net farebox revenue from TOD</b>	<b>\$623,780</b>	<b>\$623,780</b>	<b>\$1,391,285</b>
<b>Total annual NOI from P&amp;R + TOD</b>	<b>\$2,369,258</b>	<b>\$2,076,990</b>	<b>\$2,542,198</b>
<b><u>Development Lease Proceeds from Lot and Garage</u></b>			
<b>Annualized lease proceeds</b>	<b>\$432,000</b>	<b>\$847,500</b>	<b>\$1,263,000</b>
<b>Bottom Line: Summary Comparison</b>			
<b>A. Total Annualized Trips</b>	<b>781,021</b>	<b>700,259</b>	<b>950,469</b>
<b>B. Total Annualized Revenue (including land)</b>	<b>\$2,801,258</b>	<b>\$2,924,490</b>	<b>\$3,805,198</b>
<b>Compared to Status Quo:</b>			
<b>A. Net New Annualized Trips</b>	<b>275,537</b>	<b>194,775</b>	<b>444,985</b>
<b>B. Net New Annualized Revenue (including lease)</b>	<b>\$1,097,862</b>	<b>\$1,221,095</b>	<b>\$2,101,803</b>

<sup>20</sup> MARTA TOD Guidelines (2010), Chapter 4; Policies For Implementing MARTA TOD Guidelines (2010), Policy 3.

<sup>21</sup> The full spreadsheet model is provided in Appendix B.



The model calculates:

- the MARTA trips and associated farebox revenue generated by passengers who use the park-and-ride spaces;
- the revenue generated by MARTA's park-and-ride fees;
- the total revenue attributable to park-and-ride—that is, the combination of farebox and parking revenues.

The spreadsheet allows MARTA's operation and maintenance (O&M) cost per space to be deducted from park-and-ride revenues; however, at present MARTA has no O&M funding responsibility under the parking agreements governing the three decks.<sup>22</sup> There is also a line item for any ancillary revenue generated by retail and restaurant parking in the MARTA spaces during non-commute hours; at present that value is set at zero, since the MARTA spaces are segregated or separately accessed and there is already excess retail capacity.

The spreadsheet then allows the user to input key variables to create up to three alternative scenarios. In each scenario, the user may vary:

- The number of park-and-ride spaces to be retained by MARTA, and the daily and overnight rates to be charged for each.
- The number of residential units, square feet of offices, square feet of retail, and hotel rooms in each scenario. In this case, the scenarios all "fit" within the higher development scenario shown for Lindbergh Center in Table 3 above.

Both the park-and-ride spaces and the development are converted into MARTA trips and associated farebox revenues, and the parking rates are converted to revenue as well, just as in the existing conditions analysis. In the hypothetical scenarios shown in the spreadsheet, daily park-and-ride is assumed to remain free of charge, but the model allows any potential future rate to be input, as well as any future ancillary revenue from off-hours retail use of MARTA spaces.

The model calculates estimated ground lease revenues from the development, conservatively counting only the two sources directly attributable to the use of MARTA's excess garage spaces:

- the ground lease proceeds for the MARTA employee lot, since this parcel is freed up for development by transferring employee parking into surplus MARTA garage spaces;
- the payments the developer would make for the number of garage spaces leased from MARTA. While any lease terms are entirely hypothetical at this point, the model assumes that the developer would pay a negotiated annualized share of the capital cost per space (recovering a portion of MARTA's original capital investment), and that MARTA would retain a share of revenue collected from these spaces and/or charge the developer a share of the annual O&M cost. From the developer's perspective,

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<sup>22</sup> First Amended and Restated Parking and Easement Agreement for Lindbergh City Center Project, Parking Deck #2 and parking Deck #3; February 1, 2010; and Amended and Restated Parking and Easement Agreement for Lindbergh City Center Transit-Oriented Development BellSouth Facility; August 1, 2003.

paying only a fraction of the capital and operating cost of structured parking is a major pro forma advantage.<sup>23</sup>

The bulk of any future ground lease revenues—the payments which the developer(s) would make for the MARTA parcels other than the employee lot—are not counted in this model, thus maintaining a conservative view of the development *versus* park-and-ride comparison.

The hypothetical analysis shown here poses as its three scenarios:

- A. Retaining 1,100 park-and-ride spaces and attaining the “low” development scenario form Table 3-4.
- B. Reducing park-and-ride to 900 spaces and attaining the “low” development scenario.
- C. Reducing park-and-ride to 700 spaces and attaining the “high” development scenario.

At the bottom of the spreadsheet, the net new MARTA trips and net new MARTA revenues are calculated for each scenario—that is, the trips and revenues compared to those generated by today’s park-and-ride usage. While the scenarios are hypothetical and may be varied in any number of ways, and some of the values in the spreadsheet are still merely allowances or “plugs”, the overall result is clear:

- The MARTA transit trips resulting from a substantial Phase II joint development program would exceed those lost to a reduction in park-and-ride capacity.
- The revenues from those trips, and from only those lease revenues most directly associated with the shift of spaces from park-and-ride to joint development, would significantly exceed the revenues lost to the park-and-ride reduction. In the three hypothetical scenarios shown, the net new revenues to MARTA range from roughly \$1 million to \$2 million.

### 3.6 Conclusions

The summary conclusions of this parking analysis are two-fold:

1. The three shared-use Lindbergh Center decks contain more aggregate parking than MARTA, AT&T, the Carter and BellSouth (Wells REIT) retail, and the future Carter air rights office building will need. The excess parking, assuming the office building is developed and all Carter and BellSouth retail is fully built out and leased, is in the hundreds of spaces and may exceed one thousand.
2. MARTA has an allocation of 1,359 spaces in the City Center, Garson, and Sidney Marcus Decks, of which approximately 1,100 are currently utilized for park-and-ride. Some of this surplus can be used to absorb the employee parking that now occurs on the future development parcel behind MARTA headquarters. Additionally, if MARTA wishes to shift some of its spaces from park-and-ride use to joint development, it would realize a net gain in both ridership and revenue.

MARTA could continue to set aside 1,100 spaces for park-and-ride and require its future joint development designees to provide all of their own required parking in new garages.

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<sup>23</sup> While MARTA makes no O&M contribution, it is responsible for security in all three decks and for a pro rata share of capital maintenance and replacement costs. It also funds its own revenue collection staffing and equipment in the Sidney Marcus Deck. An O&M-related component of a developer lease would be appropriate.

However, there are three reasons that MARTA should strive to absorb both residential and non-residential parking from future joint development in the existing decks, to the greatest degree possible.<sup>24</sup>

1. The significant cost to developers of building and maintaining new structured parking would be reflected in lower ground lease payments to MARTA. To the extent that developers can instead lease existing surplus spaces from MARTA (or from Carter and AT&T through negotiations supported by MARTA), the avoided cost can be shared by the developer and MARTA. Moreover, to the extent that development projects do not require garage construction, the residential and commercial programs themselves become simpler to design and build; this reduction in total development cost would also be reflected in more favorable lease payments to MARTA.
2. The Lindbergh Center Station TOD has long been recognized (and criticized) as “over-parked”. Building more decks rather than using surplus built capacity would be an unfortunate planning outcome, either inviting excessive automobile traffic or perpetuating the excess capacity problem.
3. It may be cost-advantageous to MARTA, all things considered, to consolidate its park-and-ride operations from three decks into two. It appears that if designated park-and-ride capacity were reduced to the 800-900 range, park-and-ride could be consolidated into the City Center and Garson Decks, which enjoy superior access from Piedmont Road and Lindbergh Drive. If MARTA could remove park-and-ride operations from the Sidney Marcus Deck, the roughly 400 MARTA spaces left over once the employee parking lot is absorbed there could all be dedicated to new joint development north of Morosgo. If AT&T were also motivated to make some of its excess capacity available, much of the new development program could be parked in this existing deck

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<sup>24</sup> Note that the Residential Parking Spaces in the shared-use Garson Deck serve the Uptown Square apartments located next door. Residential development on the current MARTA employee lot or on the MARTA land immediately across the street from the northern end of the Sidney Marcus Deck could conceivably have at least some of its parking in that deck.

## 4.0 THE NORTH BLOCK AND CORE BLOCK

### 4.1 Introduction

Phase II of the Lindbergh Center TOD program will be focused on the area north of Morosgo Drive and west of Piedmont Road. The properties comprising this area are shown in Figure 4-1.

Figure 4-1: MARTA and Privately Owned Properties North of Morosgo Drive



While MARTA owns over 25 acres of land north of Morosgo Drive, much of it is either developed (MARTA Headquarters and the Sidney Marcus Deck) or preserved as woods and stormwater detention. The seven MARTA-owned sites outlined in red as potential development parcels total approximately eight acres.

As explained in Section 1.1, the subarea north of Sidney Marcus Boulevard is designated the **North Block**, and the subarea between Sidney Marcus Boulevard and Morosgo Drive is designated the **Core Block**. In each case, the Master Plan consists of two elements:

- the **public realm template**: the network of streets, sidewalks, and public spaces that defines the planning area, breaks it into appropriately sized development sites, and connects them to the station and the surrounding district;
- the **individual development sites** defined by the template.

Detailed Master Plan concepts are presented for both the North Block and the Core Block, with two alternatives—Concept A and Concept B—shown for each. The public realm template is common to both concepts, while the treatment of individual development sites varies between concepts. Each concept is a set of planning and development approaches that could be “mixed and matched”; in general, the more conservative assumptions are represented in Concept A, the more aggressive in Concept B.

The Master Plan concepts are consistent with the MARTA TOD Guidelines and the anticipated rezoning of the entire North Block and Core Block as SPI-15.<sup>25</sup> Proposed building heights range from a baseline of six stories to a tower of eight to fifteen stories on the “100% corner” of Piedmont Road and Morosgo Drive. The Floor Area Ratios (FARs) implied by these concepts are compatible with SPI-15 limits.<sup>26</sup>

The concepts are also consistent with the market analysis performed for this Master Plan (Section 2.0). That analysis suggests that, notwithstanding the large recent influx of residential development east of Piedmont Road, there is potential Lindbergh Center market area demand for about 200 units per year, starting as early as 2017. The market study also supports Lindbergh Center as a niche hotel market easily reached on MARTA from Midtown, Buckhead, and the airport; with discrete product types, two or conceivably three hotels in the 100-125 “key” range might be achievable. Under current conditions and trends, there are modest markets for retail and office space. All of these uses are represented in the Master Plan concepts, in mid-range densities that would allow a near-term market response. Building out all of the developable land in the North Block and Core Block is not a single project but a multi-year, multi-project exercise in city building.

The uses and massing proposed for individual development sites are intended to be illustrative and flexible. Sites fronting on Piedmont Road are described as mixed-use, meaning that any combination of retail, residential, hotel, office, civic, or institutional use would be appropriate. Other sites are designated as residential, because of their location on interior streets rather than Piedmont Road. Specific hotel sites are identified, with the understanding that hotels could instead be built as part of one or more mixed-use projects.

A over-arching planning consideration is the surplus supply of existing parking spaces and the potential to concentrate much of this surplus in the Sidney Marcus Deck. (The parking analysis is presented in Section 3.0.) This plan strives to accommodate the parking needs of the North Block, and of the westerly residential buildings of the Core Block, in existing garage space to the greatest extent feasible. This would reduce the cost of these

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<sup>25</sup> Currently, the MARTA properties are zoned C-3, the private properties fronting on Piedmont SPI-15.

<sup>26</sup> SPI-15 specifies FAR 4.2 for all-market residential projects; 8.2 for residential with at least 20% affordable units; 8.2 for mixed-use (4.0 commercial plus 4.2 residential), and 12.2 for mixed-use with 20% affordable units.

developments, enable them to build more residential or commercial square footage in the available envelope, and take strategic advantage of what is broadly recognized as an excess of parking constructed as part of the original Lindbergh Center TOD. For the same reason, to the extent that new parking deck capacity is needed, this plan seeks to develop it in shared-use structures rather than individual structures for single parcels.

## 4.2 The North Block

The North Block is bounded by Sidney Marcus Boulevard on the south, Piedmont Road on the east, the Georgia Power substation on the north, and the stream buffer along the MARTA-owned wooded area on the west. The North Block has an approximate area of 3.8 acres, and includes:

- the large, roughly triangular MARTA property on the west side of the block, at the head of Lindbergh Lane (approximately 2.2 acres);
- the rectangular MARTA lot containing the former Coverdale house and fronting on Piedmont Road (.64 acres);
- the recently constructed Chase Bank branch and its surface parking lot, at the corner of Sidney Marcus and Piedmont (.65 acres);
- the narrow rectangular parcel containing an adult bookstore (.32 acres).<sup>27</sup>

An obvious challenge in planning the development of the North Block is the fragmented land ownership along Piedmont Road, resulting in MARTA's rectangular lot being sandwiched between the bank and bookstore parcels. Master Plan Concepts A and B differ primarily in how they respond to this property ownership constraint. Countervailing the fragmented land ownership are two advantages:

- the proximity of Lindbergh Center Station, less than a quarter-mile away with a direct walking route on Lindbergh Lane;
- the availability of surplus parking in the Sidney Marcus Deck, with the potential to absorb much of the parking required by the North Block development.

Concepts A and B are shown in Figures 4-2 and 4-3, respectively. The key feature of the **public realm template** is an extension of Lindbergh Lane across Sidney Marcus Boulevard and into the North Block. In addition to breaking up the block and providing interior access, "Lindbergh Lane Extension" protects MARTA's below-grade train tunnel box. Because of the portal located immediately to the north, it is MARTA's intent to avoid vertical construction above the tunnel box; hence its value as a midblock street.

### 4.2.1 North Block Concept A

In Concept A, the land ownership pattern along Piedmont Road is assumed to remain generally as it is today, with the possible exception of MARTA's designated developer acquiring the narrow adult bookstore parcel; this would expand MARTA's rectangular lot from .64 acres to a full acre, facilitate access and circulation, and help buffer Site N-3 from

<sup>27</sup> Land areas are from the Fulton County Property Records Parcel Map website ([http://qpublic9.qpublic.net/qpmap4/map.php?county=ga\\_fulton&layers=parcels+roads+lakes&mapmode](http://qpublic9.qpublic.net/qpmap4/map.php?county=ga_fulton&layers=parcels+roads+lakes&mapmode)). Acreage of parcels that have defined boundaries within the developable area are taken from the individual property record; estimated acreage for development sites that are part of larger legal parcels are estimated using the website's area measuring tool.

the electrical substation. Site N-3 could accommodate a hotel in the 100-120 key range, of the product types identified in the market analysis. The hotel footprint, copied from a similar-sized hotel in a nearby district, would fit on this site and enjoy a Piedmont Road address. If the bookstore parcel cannot be secured, a hotel could be accommodated on the MARTA property alone, with access from Lindbergh Lane Extension.

Figure 4-2: North Block Concept A



**Potential Buildings (sizes and composition are illustrative)**

**Site N-1**

- Multi-family residential: 6 stories; 21,500 sf/floor; total 129,000 sf (+/- 115-120 units)

**Site N-2**

- Multi-family residential: 5 stories; 17,600 sf/floor; total 88,000 sf (+/- 75-80 units)

**Site N-3**

- Hotel: 5 stories; 14,000 sf/floor; total 70,000 sf (+/- 120 rooms)

**Note:** as illustrated here, the access from Piedmont Road requires the developer to acquire the privately owned bookstore parcel immediately south of the substation.

Lindbergh Lane Extension terminates at the northern edge of the development area. Multi-family residential buildings are envisioned on either side of Lindbergh Lane Extension (Sites N-1 and N-2), with sidewalk frontage on both Lindbergh Lane Extension and Sidney Marcus. At five stories, a two-building development in the 170-180 unit range, depending on unit mix and sizes, would fit the site comfortably, and residents could literally look down Lindbergh Lane to the station.<sup>28</sup>

Aside from the small amount of surface parking that would fit on-site, it is proposed that parking for this development occur in the Sidney Marcus Deck, where, as explained in Section 3.0, MARTA can potentially assemble some 400 surplus spaces under its control, and could explore whether AT&T is interested in making its surplus capacity available for development. Applying the TOD parking ratios used in Section 3.0, the program envisioned in Concept A would require about 320 spaces.<sup>29</sup> This arrangement would likely require that the residential spaces be physically dedicated within the northern portion of the garage and that a secure on-foot entry be created at that end for residential users.

#### 4.2.2 North Block Concept B

Concept B is illustrated in Figure 4-3. To the west of Lindbergh Lane Extension, Site N-1 could accommodate a hotel, as shown here, or a residential structure as shown in Concept A. East of Lindbergh Lane Extension, Concept B assumes that MARTA's designated developer would be able to negotiate a more ambitious consolidation of property with the abutting owners. In this scenario, not only the bookstore parcel but Chase Bank's parking lot would be combined with the MARTA property. This would enable the entire area east of Lindbergh Lane Extension, except for the bank building itself and its pedestrian apron, to be treated as a single development site of roughly 2.3 acres. This mixed-use site could accommodate a market-driven combination of street-level retail, local services, and upper-floor residential, office, or hotel. Figure 4-3 suggests how this larger, more flexible site could be developed. Two buildings would provide frontage on both Piedmont and Sidney Marcus, with surface parking shifted to the interior of the block. The building footprint on Site N-2 could be configured to accommodate a small grocery store at street level.<sup>30</sup>

With 50,000 square feet of retail, 240 residential units, and a 120-room hotel, Concept B would require about 460 parking spaces, plus the 18 surface spaces currently provided by Chase Bank on its property. Surface parking for the bank and other drive-up retail would be provided on-site and at curbside on the new roadway connecting Piedmont Road to Lindbergh Lane Extension (buffering the development from the substation). The bulk of the parking would be absorbed, as in Concept A, in the existing surplus capacity of the Sidney Marcus Deck.

Concept B also contemplates that Lindbergh Lane Extension could be continued northward beyond the development site, running between the MARTA tunnel portal and

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<sup>28</sup> The rough estimate of gross square footage, listed in the table below the drawing, is 195,000 square feet for the two buildings. Assuming 90% efficiency, roughly 176,000 square feet would be available for net unit space. This plan will assume, as a convention, 90% efficiency and a unit mix with an average per-unit net area of 1,000 square feet.

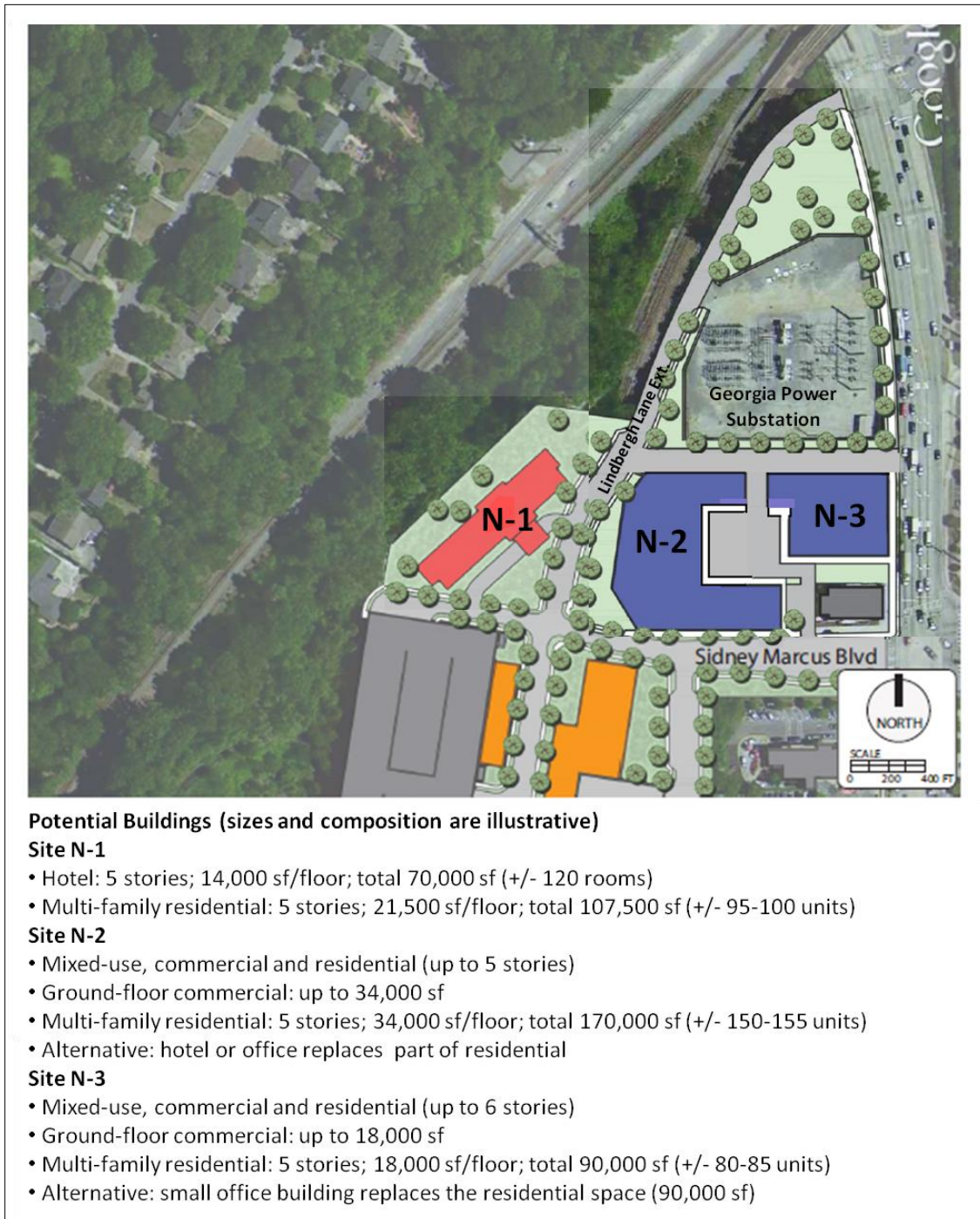
<sup>29</sup> The parking ratios developed in Section 3.0, reflecting the MARTA TOD Guidelines and anticipated SPI-15 zoning, are: residential, 1.00 spaces per unit; hotel, 1.00 space per guest room; office 2.00 spaces per 1,000 square feet; and retail, 2.0 dedicated spaces per square foot (assuming evening and weekend availability of MARTA commuter spaces to absorb additional peak retail and restaurant demand).

<sup>30</sup> If the Chase Bank ownership were interested in redeveloping their entire site, a new branch office could be incorporated into the street floor of a mixed-use building fronting directly on the corner.



the Georgia Power substation and intersecting Piedmont Road at its existing signalized intersection with Miami Circle. This through-route would provide a vehicular and bicycle connection from Miami Circle to the Lindbergh Center Station area, bypassing Piedmont Road. Further study would be required to determine whether the modified Piedmont intersection would have adequate sightlines from the north and whether MARTA owns sufficient land (or can gain sufficient easement rights) to accommodate this alignment. An alternative to a full street would be a pedestrian-bicycle route.

**Figure 4-3: North Block Concept B**



### 4.3 The Core Block

The Core Block is the area bounded by Sidney Marcus Boulevard on the north, Piedmont Road on the east, Morosgo Drive on the south, and the large wooded area owned by MARTA on the west. This land mass has an area of about 15.0 acres. However, half of this acreage consists of MARTA Headquarters, the AT&T and Sidney Marcus parking decks, and the existing right of way of Lindbergh Lane. The area available for development—approximately 7.1 acres—consists of the following (see the map in Figure 4-1):

- MARTA’s current employee parking lot (approximately 2.1 acres);
- MARTA’s rectangular lot fronting on Piedmont Road (the former Hubco property, approximately .87 acres);
- MARTA’s vehicle management building, located next to MARTA Headquarters on Morosgo Drive (approximately .34 acres);
- the vacant lot owned by MARTA on the north side of Morosgo Drive, west of the AT&T parking deck (approximately .87 acres); and three private properties:
- the Chick-fil-A restaurant at the corner of Sidney Marcus and Piedmont (1.19 acres);
- the Infusion restaurant and bar at the corner of Morosgo and Piedmont (.33 acres);
- the vacant former Shoney restaurant site fronting on Piedmont (1.39 acres).

As in the case of the North Block, two Master Plan concepts have been developed for the Core Block. Shown in Figures 4-4 and 4-5, they are composite and illustrative, with the more conservative assumptions reflected in Concept A. Here again, fragmented property ownership along Piedmont Road is an underlying challenge. Because of their differing circumstances, the three privately owned parcels are treated in different ways:

- The Chick-fil-A parcel is shown as unchanged, subject to “Potential Redevelopment by Others”. The restaurant is actively in business, and its owners have not proposed any redevelopment or change of use. That said, this Master Plan, by nature, would encourage a denser, less automobile-oriented use of this highly visible corner property, if market forces induce the owners to pursue redevelopment. At 1.19 acres, the parcel is large enough to be redeveloped on its own if it can share parking with an adjacent development. Alternatively, its owners could seek to combine their property with adjacent MARTA land.
- The former Shoney property, by contrast, is treated as a redevelopment site. This reflects the fact that the restaurant is closed and the property owners have, since 2011, repeatedly indicated to MARTA an interest in pursuing mixed-use redevelopment.
- The small privately-owned parcel at the corner of Piedmont and Morosgo is assumed to be included in the Shoney redevelopment. This parcel houses a one-story restaurant and bar, with surface parking directly on the “100% corner” frontage. This use is incompatible with the MARTA TOD Guidelines and non-conforming under the existing SPI-15 zoning.

The proposed **public realm template** for the Core Block includes three new features, all common to Concepts A and B:

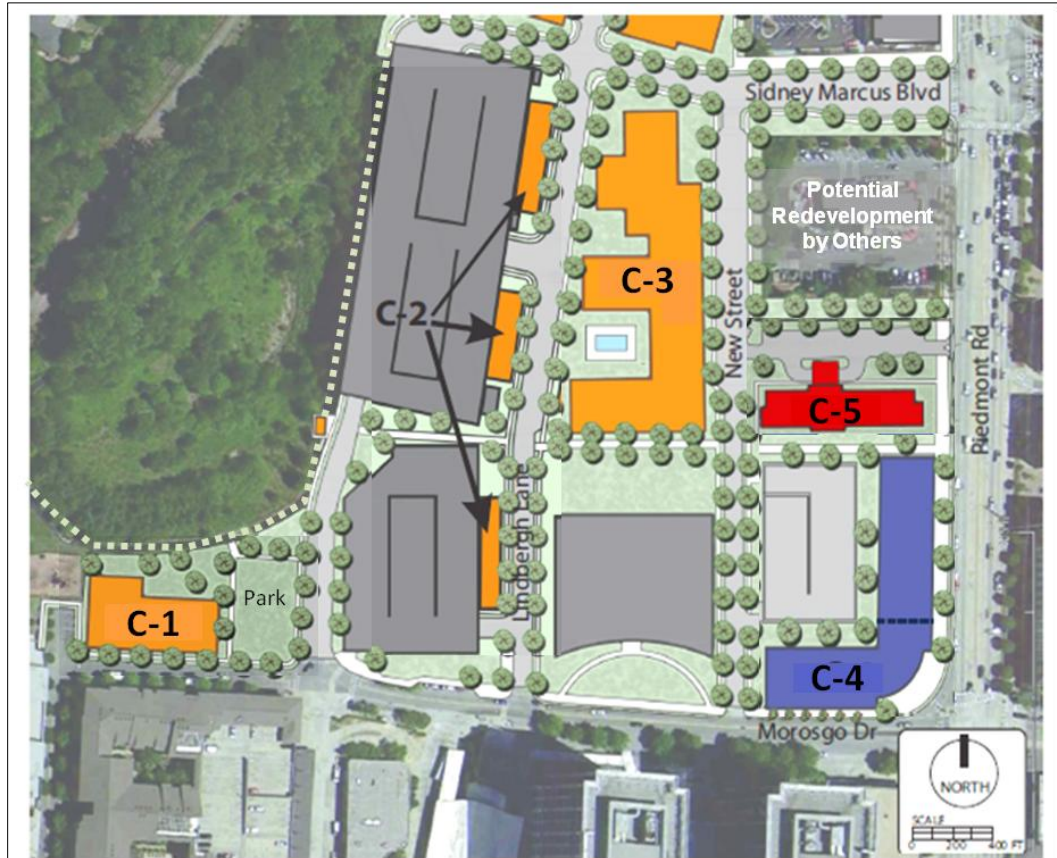
- A mid-block "New Street", running north-south parallel to Piedmont Road and Lindbergh Lane. Counting sidewalks on either side, New Street is approximately 45 feet wide. It connects Sidney Marcus Boulevard and Morosgo Drive, provides redundant north-south traffic circulation, and creates a small-block pedestrian grid appropriate for TOD. New Street leaves development parcels in excess of 200 feet deep along the entire 700-foot frontage of Piedmont Road.
- A cross-block pedestrian-bicycle corridor, connecting Piedmont Road and Lindbergh Lane. While the conceptual alignment of New Street is fixed, the ped-bike corridor can "slide" north or south, accommodating the size of the development parcels. If necessary, the ped-bike corridor could have a "jog" at New Street rather than a continuous axis. At Lindbergh Lane, subject to negotiations with AT&T, it might be possible to continue the ped-bike route westward, between the AT&T and Sidney Marcus Decks and out to Sidney Marcus Extension, where it could connect to the park and trail described next.
- A new park on a portion of Site C-1, consisting of a green space fronting on Morosgo Drive and accessing the MARTA-owned hiking trails in the wooded area west of the parking decks. These trails are isolated and under-utilized today, but the introduction of residential development at either end, their incorporation into a highly visible park on Morosgo, and their potential connection to other trails converging on the station (see Section 6.3) could make them a valued amenity. In the future, MARTA and other stakeholders could explore more elaborate improvements to the trails, such as overlooks, stairs leading down to the stream, and lighting along the Sidney Marcus Deck retaining wall.

#### 4.3.1 Core Block Concept A

Concept A is shown in Figure 4-4. It includes three development sites that are assumed, because of their location on interior streets, to be most appropriate for residential use.

- Site C-1, on Morosgo Drive west of the station entrance, combines the new park described above and a small residential footprint of approximately 15,000 square feet. This building could accommodate 60-65 units in five stories, and could satisfy half of its parking need in surface spaces on-site if the existing playground were relocated. The remaining parking could be provided in the allocation that MARTA controls in the adjacent AT&T deck.
- Site C-2 consists of three single-loaded "liner" structures on the Lindbergh Lane façades of the Sidney Marcus and AT&T parking decks. The decks are set back sufficiently from the sidewalk to accommodate this construction. In addition to adding roughly 40 units, the liner buildings would improve the streetscape on Lindbergh Lane and reflect the façade of the residential building on Site C-3 across the street.
- Site C-3 is the current MARTA employee parking lot. As described in Section 3.0, MARTA would free up this parcel by moving its 125 employee spaces into the Sidney Marcus Deck. A built-in advantage, unique to this parcel, is its topography, which declines significantly from north to south. The existing employee lot is several feet below sidewalk grade on Sidney Marcus Boulevard and Lindbergh Lane, and a level of parking holding about 100 cars could be inserted beneath the building with a minimum of excavation and potentially without mechanical ventilation. A four-story project of 140-145 units, as envisioned, could thus provide most of its parking on-site, with the remainder in the Sidney Marcus Deck directly across the street. This concept would allow pedestrian-scale frontage on Lindbergh Lane and New Street.

• **Figure 4-4: Core Block Concept A**



**Potential Buildings (sizes and composition are illustrative)**

**Site C-1**

- Multi-family or senior housing: 5 stories; 15,000 sf/floor; (+/- 60-65 units)
- New park; on-site surface parking for +/- half the units (remainder in AT&T deck)

**Site C-2**

- Multi-family “liner” units; 3-5 stories; 11,000 sf/floor; total 55,000 sf (+/- 40 units)

**Site C-3**

- Multi-family residential: 4 stories; 40,000 sf/floor; total 160,000 sf (+/- 140-150 units)
- On-site parking below, +/- 100 cars; remainder in Sidney Marcus Deck

**Site C-4**

- Mixed Use, commercial and residential
- Ground floor commercial on Piedmont, Morosgo: +/- 40,000 sf in two buildings
- Tower: multi-family; 7 upper levels; 20,000 sf/floor; total 140,000 sf (+/- 120-125 units)
- Mid-rise: multi-family; 5 upper levels; 30,000 sf/floor; total 150,000 sf (+/- 125-130)
- Alternative: offices in a portion of upper-level space
- Parking for hotel on Site C-5

**Site C-5**

- Hotel: 5 stories; 14,000 sf/floor; total 70,000 sf (+/- 120 rooms)

The Core Block's prime opportunity for dense, mixed-use development is the assemblage of the 1.39-acre Shoney property and the smaller adjoining parcels: MARTA's vehicle management shop and the one-story restaurant and bar. This combined footprint (Site C-4), comprising 2.06 acres at the "100% corner" of Piedmont Road and Morosgo Drive, is next door to the six-story MARTA Headquarters and across Morosgo from the 10-story AT&T towers—a target location for height, density, and visibility.

The build-out on this site will be driven by two factors: market conditions and parking capacity. Unlike the residential buildings envisioned along Lindbergh Lane, this location, because of its relative distance from the existing decks, is assumed to require its own parking supply. The site's depth will accommodate a two-bay park-on-ramp deck design with ample "wrapping" along Piedmont; the key variable will be the length of the deck from north to south.<sup>31</sup> The deck can be accessed from New Street as well as via a right-in/right-out driveway from Piedmont Road.<sup>32</sup>

At 2.06 acres, Site C-4 can accommodate a deck holding roughly 85 cars per level, or 420 cars on five levels—sufficient capacity to support the program envisioned in Concept A (Figure 4-4): roughly 40,000 square feet of street-level commercial space (allowing for lobbies serving the upper-level uses) and from 240 to 340 residential units.<sup>33</sup> The project could be phased, with the elements fronting on Morosgo and Piedmont built at different times and with physical separation, if desired. The tower element at the corner should be at least eight stories in height.

MARTA's Hubco parcel (Site C-5) could be developed separately as a hotel, with parking provided in the Shoney deck. Alternatively, this parcel could be held back until such time as the owners of the adjacent Chick-fil-A property are ready to explore redevelopment; if combined with the Chick-fil-A property, Site C-5 would enable MARTA to participate in a larger corner assemblage similar to that described here for the Shoney project.

### 4.3.2 Core Block Concept B

Concept B is shown in Figure 4-5. While generally retaining the public realm template and street grid of Concept A, it accommodates greater height and density, both on the residential side of the Core Block and on the mixed-use side along Piedmont Road. This is achieved largely by providing additional parking (at the TOD ratios assumed throughout this plan). It is unlikely that all of the denser building alternatives will materialize, for both market and site capacity reasons. However, as in the case of the North Block, Concept B provides a menu of higher, denser outcomes, which can be "mixed and matched" over time with elements of Concept A.

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<sup>31</sup> The Lindbergh CenterVista Apartments directly across Piedmont Road have a similar configuration on a site of similar depth.

<sup>32</sup> This driveway must be designed as right-in/right-out, because a four-way signalized intersection would not be feasible or desirable in between the signalized intersections at Sidney Marcus and Morosgo (themselves only 700 feet apart).

<sup>33</sup> At 240 units, there would be about 100 parking spaces left over. These could be used to shift some of the upper-floor space to office use (at the higher parking ratio of 2.0 per 1,000 square feet, compared to 1.0 space per residential unit), or to provide parking for a hotel on Site C-5 (see next paragraph).

Figure 4-5: Core Block Concept B



**Potential Buildings (sizes and composition are illustrative)**

**Site C-1**

- Multi-family or senior housing: up to 15 stories; 15,000 sf/floor; (+/- 200-205 units)
- New park; parking on-site and in AT&T deck

**Site C-2**

- Multi-family “liner” units; 3-5 stories; 11,000 sf/floor; total 55,000 sf (+/- 40 units)

**Site C-3**

- Multi-family residential: 6 stories; 40,000 sf/floor; total 240,000 sf (+/- 215-220 units)
- On-site parking below, +/- 100 cars; remainder in Sidney Marcus and/or Site C-4/C-5 deck

**Sites C-4 + C-5**

- Mixed Use, commercial and residential
- Ground floor commercial on Piedmont, Morosgo: +/- 50,000 sf in tower and mid-rise
- Tower: multi-family; 15 upper levels; 20,000 sf/floor; total 300,000 sf (+/- 260-270 units)
- Mid-rise: 5-7 upper levels; multi-family :117,000 sf (+/- 100-105 units); office: 100,000 sf
- Alternative distributions of uses
- Potential extra parking capacity for redevelopment of Chick-fil-A property

On the residential side of the Core Block, greater density could be achieved as follows:

- The building on Site C-1 is increased to as many as 15 stories and 200-205 units. This would require the repurposing of roughly that many parking spaces within the AT&T deck (although that number could be reduced if the surface parking assumed in

Concept A were retained, or if the target market for the building were seniors, enabling a parking ratio of less than 1.0 space per unit).<sup>34</sup>

- The multi-family building on Site C-3 (the MARTA employee lot) is increased to 215-220 units by securing additional parking in the Sidney Marcus deck or in the extended shared-use deck proposed for Sites C-4 and C-5 (see below). If it were feasible to add a second below-grade layer of on-site parking, building C-3 could be even larger, but that outcome is not assumed.

Concept B features a denser and more expansive version of the Shoney redevelopment project—one in which MARTA's Hubco parcel (Site C-5) is added to the assemblage to create a 2.93-acre development site. (In this assemblage, MARTA's share of land ownership exceeds Shoney's.) The larger footprint can accommodate a two-bay parking deck 360 feet long, creating a capacity of roughly 135 cars per level. If built to five levels, this deck would hold about 675 cars, enough to support an illustrative mixed-use program of 50,000 square feet of retail, 375 residential units, and 100,000 square feet of office space, or an alternative mix with similar parking demand. The tower element at the corner of Piedmont and Morosgo should be the tallest building in the station area, with a signature element of at least 15 stories encouraged.<sup>35</sup>

If a sixth level were added to the deck, the capacity would be approximately 810. The additional parking could support the redevelopment of the adjacent Chick-fil-A property, enabling that site to be redeveloped when market conditions dictate. The Chick-fil-A developer could fund its share of the parking or compensate MARTA for its use. This concept would optimize the height and density of the Shoney project while preserving the ability of the Chick-fil-A site—which also occupies a key corner—to redeveloped in a more intense, transit-oriented fashion.

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<sup>34</sup> MARTA might be able to accommodate the full parking need for this building within its own allotment of spaces in the AT&T deck; MARTA's use of those spaces, however, would presumably shift to the Sidney Marcus deck, reducing MARTA's surplus capacity in that facility. As noted previously, AT&T has its own parking surplus in the Sidney Marcus deck; if it were economically advantageous for AT&T to make those spaces commercially available to MARTA's joint development program, both the North and Core Blocks would benefit.

<sup>35</sup> Assuming adoption of SPI-15 zoning (Subarea 3, Piedmont Commercial), the maximum height would be 225 feet and the maximum mixed-use FAR 8.2. The residential-only maximum FAR is 4.2, and the non-residential only is 4.0. There are also bonuses available for affordable housing, public space, and other public benefits. For the SPI-15 parking provisions, see the Parking Analysis, Section 3.3.

[https://www.municode.com/library/ga/atlanta/codes/code\\_of\\_ordinances?searchRequest=%7B%22searchText%22:%22table%20of%20land%20use%20intensity%20ratios%22,%22pageNum%22:1,%22resultsPerPage%22:25,%22booleanSearch%22:false,%22stemming%22:true,%22fuzzy%22:false,%22synonym%22:false,%22contentType%22:%5B%22CODES%22%5D,%22productIds%22:%5B%5D%7D&nodeId=PTIIICOORANDECO\\_PT16ZO\\_CH18OSP15LITRSTARS\\_PPUINDIRE\\_S16-18O.028SPRECOSU](https://www.municode.com/library/ga/atlanta/codes/code_of_ordinances?searchRequest=%7B%22searchText%22:%22table%20of%20land%20use%20intensity%20ratios%22,%22pageNum%22:1,%22resultsPerPage%22:25,%22booleanSearch%22:false,%22stemming%22:true,%22fuzzy%22:false,%22synonym%22:false,%22contentType%22:%5B%22CODES%22%5D,%22productIds%22:%5B%5D%7D&nodeId=PTIIICOORANDECO_PT16ZO_CH18OSP15LITRSTARS_PPUINDIRE_S16-18O.028SPRECOSU).

## 5.0 THE STATION BLOCKS AND THE MARTA ANNEX

### 5.1 Introduction

The Master Plan concepts for the area north of Morosgo Drive presented in Section 4.0 must be seen in the context of the full station area, starting with MARTA's land holdings south of Morosgo. Successful TOD in the Core Block and North Block will both influence, and be influenced by, what happens in the Station Blocks and, in the future, the MARTA Annex.

- The Station Blocks, as defined in Section 1.1, are the territory between Morosgo and Lindbergh Drives. This area includes the station itself and most of the joint development that occurred under the Phase I Carter/BellSouth TOD initiative. As described below, there remain two (and potentially three) undeveloped parcels in the Station Blocks; an unfinished Main Street retail corridor; and future transit improvements that would significantly impact the station area from a development and connectivity standpoint. The Station Blocks are fully contained within the station's quarter-mile walkshed.
- Also within that walkshed is the MARTA Annex property, the 11-acre former Wachovia operations center which lies south of Lindbergh Drive and well below street grade. While today the Annex is virtually invisible from the station, it represents a significant, and potentially very valuable, long-term joint development opportunity for MARTA.

### 5.2 The Station Blocks

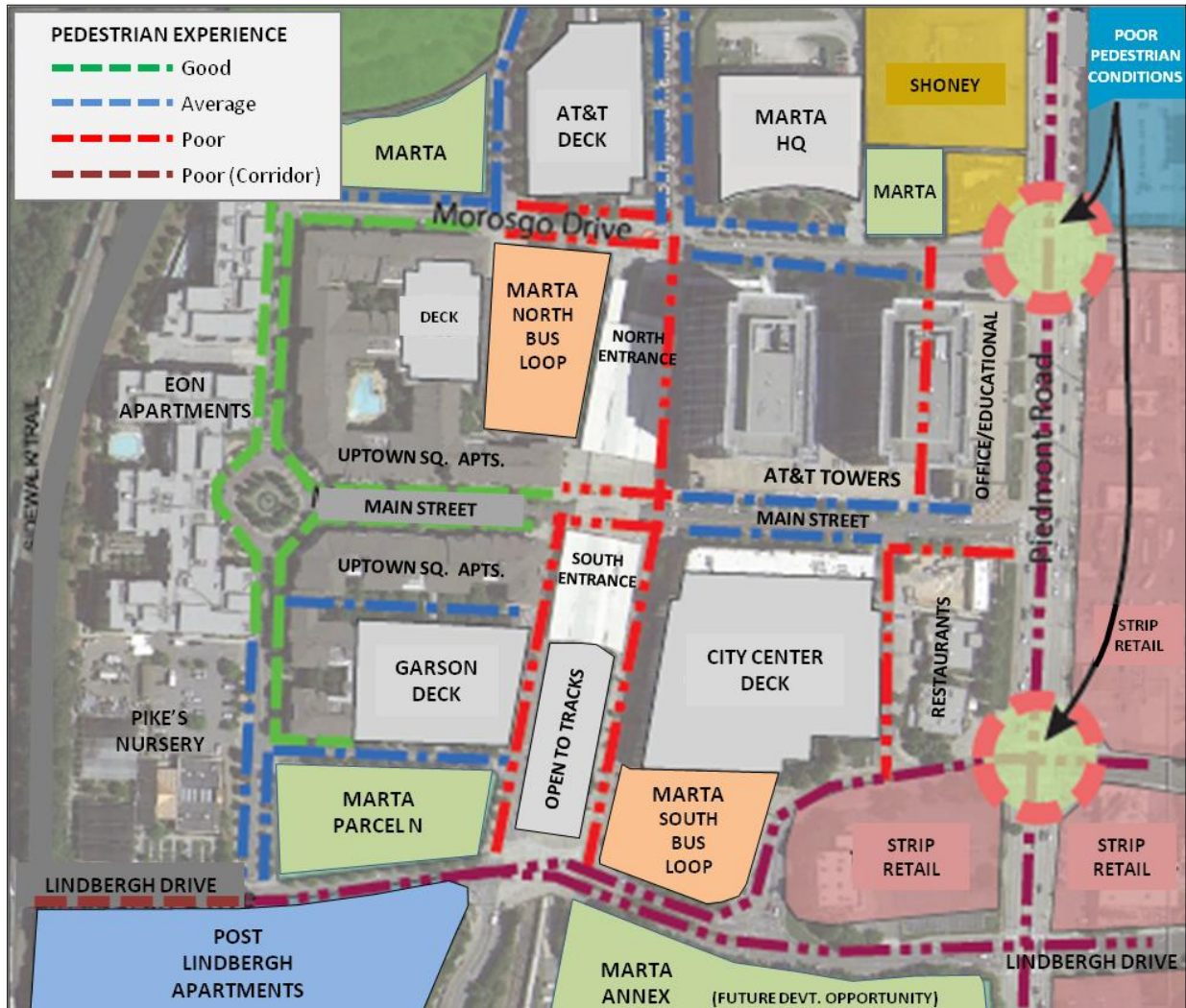
**Existing Conditions.** The 32-acre grid bordered by Morosgo Drive, Piedmont Road, Lindbergh Drive, and the Norfolk Southern railroad constitutes the developed center of the station area. In addition to the MARTA rail station, these blocks contain MARTA's north and south bus loops; the BellSouth (now AT&T) office towers; an adjoining office and retail building; the Eon and Uptown Square apartment complexes; Pike's Nursery; the multi-use City Center and Garson parking decks; the Main Street retail zone; and a trio of stand-alone restaurants along Piedmont Road.<sup>36</sup> Only two MARTA parcels currently designated for development remain unbuilt: Parcel N, located between the Garson Deck and Lindbergh Drive at the southern edge of the grid; and the air rights above the City Center Deck. The Station Blocks are shown in Figure 5-1. Although mostly developed, they are incomplete in two important ways:

- The built environment and its daily activity gravitate northward toward the station entrance on Morosgo Drive. The station entrance south of Main Street is little used by comparison. The view from south of the station is dominated by the blank walls of the Garson and City Center Decks, undeveloped land flanking the open "boat section" of the tracks, and the suburban configuration of Lindbergh Drive with its one-way "jughandle" intersection. This undeveloped Lindbergh Drive frontage constrains the pedestrian and retail environment on Main Street, and its "back of the house" condition is a potential barrier to the future redevelopment of the MARTA Annex.

<sup>36</sup> The 32-acre area also contains the privately-owned night club parcel located within the Lindbergh Center "jughandle" loop, at the southeast corner of the Station Blocks. This property is included for planning purposes only; MARTA does not contemplate any involvement in the ownership or potential redevelopment of this site.



Figure 5-1: Station Blocks and Adjacencies, Existing Conditions



- Except for the residential area on the west, the pedestrian environment throughout the Station Blocks is weak from a public realm, amenity, and connectivity perspective. Despite the presence of MARTA trains and buses, hundreds of office workers, and hundreds of residential units on either side of Piedmont, it has yet to generate a diverse, commercially sustainable retail environment, particularly on Main Street and in the street frontage of the AT&T complex. This is attributable in part to the “one-sidedness” of the development pattern thus far, with very little foot traffic originating south of Main Street.

In the near term, Carter & Associates and the separate development entity responsible for the AT&T retail frontage are responsible for leasing and activating their respective spaces. The marketability of the City Center Deck air rights and Parcel N could be enhanced by allowing more flexibility of use. The garage air rights are currently reserved for an office building, but in the near to mid-term, residential or hotel uses may be more achievable. Parcel N, which is reserved for retail, might also be a more practical residential or hotel site. Those uses would begin to create depth and density on the south side of Main Street, as well as additional foot traffic for the existing retail space.

In the mid to long term, the pedestrian network, retail environment, and future development opportunities in the Station Blocks and MARTA's adjacent properties to the north and south are related to the station's intermodal facilities. Currently, Lindbergh Center Station has two bus loops, one of them barely used. The future integration of two proposed surface rail projects—the Clifton Corridor and the Atlanta BeltLine—is in the early planning stages.

**Intermodal Planning.** Lindbergh Center Station is currently served by five MARTA bus routes and one GRTA express route. The north bus loop is located immediately next to the station entrance on Morosgo Drive and handles virtually all existing bus operations. The station's traction power equipment is housed in the one-story building in the center of the loop; MARTA's police department also occupies a portion of this building. While affording intermodal passengers a convenient transfer between bus and rail, this loop impacts the pedestrian environment on Morosgo Drive.

The south bus loop is attached to the façade of the City Center Deck at the southern edge of the Station Blocks. This loop is isolated and minimally used. Unless future service planning dictates the need for two separate bus loops, MARTA should consider consolidating operations into one location. This decision is related to the future integration of the two surface rail projects.

The proposed Clifton Corridor line will have its western terminus at Lindbergh Center Station. The alignment will approach Lindbergh Center from the south, running along the east side of the MARTA tracks, crossing under Garson Drive, climbing to grade alongside the MARTA Annex, and crossing Lindbergh Drive at a signalized grade crossing to enter the Station Blocks.<sup>37</sup>

The Atlanta BeltLine does not yet have a firmly established Lindbergh Center alignment, but based on current project documentation, the most probable routing would enter and exit the station along Garson Drive and its continuation, Market Street, running along the west side of the MARTA tracks and, like the Clifton Corridor, crossing Lindbergh Drive at a signalized intersection.<sup>38</sup>

Absent an alternative, the two surface rail lines will locate their passenger platforms alongside the open “boat section” of the MARTA tracks at the southern end of the station. The Clifton Corridor platform (shown in Figure 5-2) is proposed for Lindbergh Lane, in front of an entrance to the City Center Deck. If the BeltLine platform were located on Market Street, on the opposite side of the boat section, it would be in front of an entrance to the Garson Deck. The platforms would likely preclude garage access at these points.

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<sup>37</sup> The Clifton alignment is illustrated in Section 6.3, Figures 6-3 and 6-4.

<sup>38</sup> The BeltLine alignment is discussed in further detail in Section 6.3 and illustrated in Figures 6-3 and 6-5.

Figure 5-2: Proposed Clifton Corridor Station



Two alternative planning concepts are proposed; they are illustrated in Figure 5-3 (Concept A) and Figure 5-4 (Concept B). Both concepts assume the consolidation of bus operations into the north bus loop. This would allow the land currently occupied by the south bus loop and its adjacent, underutilized green space to be repositioned either as a joint development parcel or as a transit plaza. It is important that the pedestrian route through the north bus loop area be improved, connecting the improved Main Street plaza with the new park and trail access proposed on the north side of Morosgo Drive (see Section 4.2).<sup>39</sup>

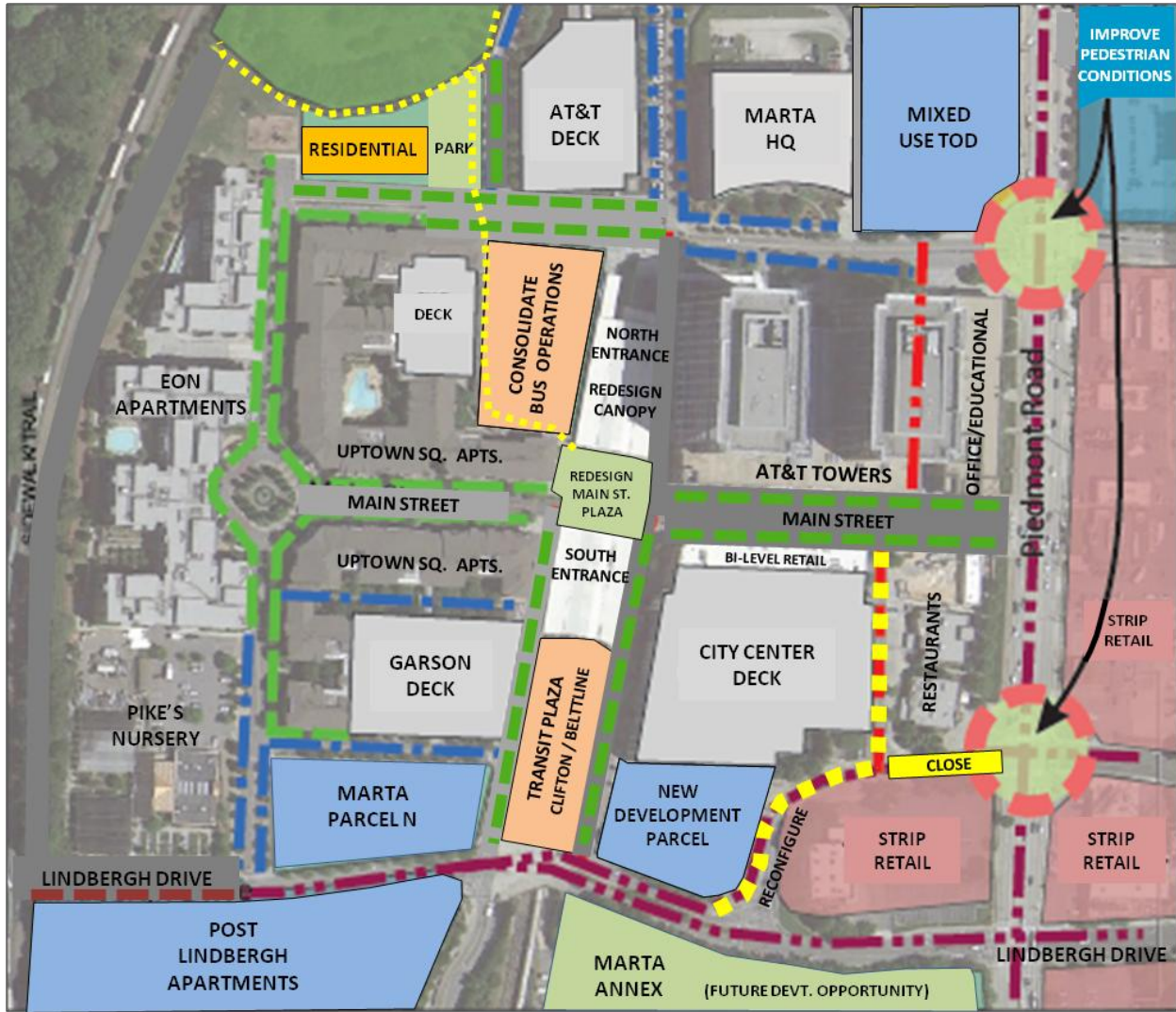
In **Concept A**, the south bus loop becomes a new development parcel. It would front on Lindbergh Drive, hiding the blank wall of the City Center Deck and, along with Parcel N, forming a symmetrical southern gateway to the station. The Clifton Corridor and BeltLine stops are located side-by-side on a transit plaza built by decking over the MARTA boat section. Subject to engineering feasibility analysis, this space—roughly 110 feet wide from curb to curb and 275 feet long—could accommodate both sets of tracks and platforms.<sup>40</sup> The transit plaza would provide more convenient transfers between the Clifton Corridor

<sup>39</sup> This link would also facilitate a connection between the Atlanta BeltLine's Lindbergh Center spur trail, which could be built in the next five years leading southward from the station, and the MARTA hiking trails leading northward from the proposed new park on Morosgo Drive.

<sup>40</sup> The Clifton Corridor and BeltLine platforms are specified at 200 feet in length, sufficient for two-car trains. Among the engineering questions to be addressed in evaluating the transit plaza/deck concept is whether the two alignments would have sufficient distance to cross Lindbergh Drive and transition onto the deck footprint, and whether the bridge carrying Lindbergh Drive over the MARTA tracks would need to be modified. If the entire track configuration operation could not be accommodated on the deck, alternatives might be explored in which light rail operations were partly on the deck and partly on the street.

and the Atlanta BeltLine, create more pedestrian “breathing room” around the platforms, and allow Lindbergh Lane and Market Street to continue accessing their respective garages.

Figure 5-3: Station Blocks, Concept A



In **Concept B**, the shared transit plaza is located on the south bus loop site. This alternative also requires engineering feasibility analysis. It would involve turning the Clifton Corridor alignment onto the bus loop site once it has crossed Lindbergh Drive, and routing the BeltLine on the sub-alignment that continues up Piedmont Road to Lindbergh Drive and then uses the Lindbergh Drive jughandle right of way (which would be closed to vehicular traffic under the proposed Piedmont Corridor improvements) to enter the plaza. (This BeltLine sub-alignment is shown in Section 6.3, Figure 6-5).

In either concept, MARTA would investigate whether a new, south-facing station entrance can be created near Lindbergh Drive. If feasible, this would provide more convenient Red and Gold Line access to Clifton and BeltLine passengers, as well as to the future TOD that will occur on Parcel N, on the new parcel replacing the south bus loop, and at the MARTA Annex.

Figure 5-4: Station Blocks, Concept B



**Lindbergh Drive.** Common to both planning concepts is an expectation that the “jughandle” intersection of Piedmont Road and Lindbergh Drive will be modified, so that automobile traffic on Lindbergh Drive follows a normal east-west route. On MARTA’s side of Piedmont Road, this would involve closing the jughandle leg connecting directly to Piedmont. The leg that connects Lindbergh Drive to Magnolia Lane (the narrow street accessing the City Center Deck and MARTA’s three tenant restaurants on Piedmont Road) would remain open, so that Magnolia Lane could remain a through-street. This leg could be reconfigured to accommodate the future redevelopment of the south bus loop site.

The introduction of at-grade light rail on the south side of the station and the reconfiguration of the Lindbergh Drive intersection would serve three TOD purposes:

- It would support development of Parcel N and, in Concept A, the south bus loop site.
- Transit and development together would create foot traffic south of Main Street, ease the perceived “one-sidedness” of the station area, and expand the market for retail on Main Street and at the ground level of the AT&T complex.

- The emergence of the area south of Main Street as an active transit and development zone would, in time, create the conditions for extending TOD across Lindbergh Drive and redeveloping MARTA's Annex property.

### 5.3 The MARTA Annex

At 11 acres, the Annex property is by far MARTA's largest contiguous holding at Lindbergh.<sup>41</sup> Despite its present isolation from the station and the existing TOD, the entire Annex property is within a quarter-mile of the south entrance, and the walk from its Lindbergh Drive frontage to the turnstiles ranges from 400 to 850 feet. Although almost invisible from Piedmont Road in its current condition, the property has 500 feet of Piedmont Road frontage and a Piedmont address. It also has a physical advantage, in that its setting well below the grade of Lindbergh Drive would enable parking and loading to be built below the ground floors of buildings, accessed from Garson Drive and Piedmont Road.

Redevelopment of the Annex is considered a long-term opportunity, for two reasons. In the near to mid-term, the market is likely to be attracted to the more immediate and visible opportunities in the Station Blocks, the Core Block, and the North Block. Second, MARTA's active use of the building's 220,000 square feet of space will require time to plan alternatives.

The intent of this Master Plan is to anticipate this opportunity and take steps in the near to mid-term to reinforce it. The planning concepts presented in the prior section, particularly with respect to future transit and development activity in the southern part of the Station Blocks, are meant to extend the station's active footprint to the northern edge of Lindbergh Drive. The proposed removal of the jughandle and normalization of the traffic pattern would help make Lindbergh Drive an urban street—albeit a busy arterial one—that people can imagine crossing at signalized intersections.

Because the Annex property is nearly the size of the Core Block, it will need to be developed in phases even when MARTA and the market are ready to proceed. The division of the site into blocks and parcels is a future exercise, made more complex because of the grade change and the lack of direct mid-block access on the west side (bordering the MARTA rail alignment). However, it is important to understand that because the physical building is set back 150-250 feet from Lindbergh Drive, and the site's Lindbergh Drive frontage is 600 feet long, there is sufficient depth to develop a substantial initial phase while the Annex building is still in use.

Figure 5-5 assumes that a north-south mid-block street would extend the line of the jughandle leg connected to Magnolia Lane, and that an east-west mid-block street would be accessed by a right-in/right-out curb cut acceptably distant from the Lindbergh-Piedmont intersection. The two conceptual development sites outlined in red would be roughly 1.0 acre and 1.25 acres in size. These sites would front on Lindbergh Drive, relate to the Station Block street grid, and enjoy close proximity to the south station entrance and the future BeltLine and Clifton Corridor platforms.

<sup>41</sup> MARTA's full contiguous ownership, including its own operating right-of-way along the western edge of the property, is 13.1 acres. Allowing for the Clifton Corridor tracks, the developable site is roughly 11 acres. Fulton County Board of Assessors website ([http://qpublic9.qpublic.net/qpmap4/map.php?county=ga\\_fulton&layers=parcels+roads+lakes&mapmode](http://qpublic9.qpublic.net/qpmap4/map.php?county=ga_fulton&layers=parcels+roads+lakes&mapmode))

Figure 5-5: MARTA Annex Future Development Opportunity



## 6.0 THE LARGER CONTEXT

The MARTA TOD Area discussed in the preceding sections of this Master Plan—consisting of the North Block, Core Block, Station Blocks, and Annex—lies within a quarter-mile of Lindbergh Center Station. To fully understand the TOD opportunity, it is essential to look at the larger context in which the station and its immediate surroundings are embedded. This section examines three figurative concentric circles:

- the Piedmont Road Corridor, which directly borders the MARTA TOD Area;
- an Extended Station Area of 380 acres, defined by prominent transportation barriers;
- a one-mile radius, containing outlying neighborhoods and important regional street, transit, and trail connections.

### 6.1 The Piedmont Road Corridor

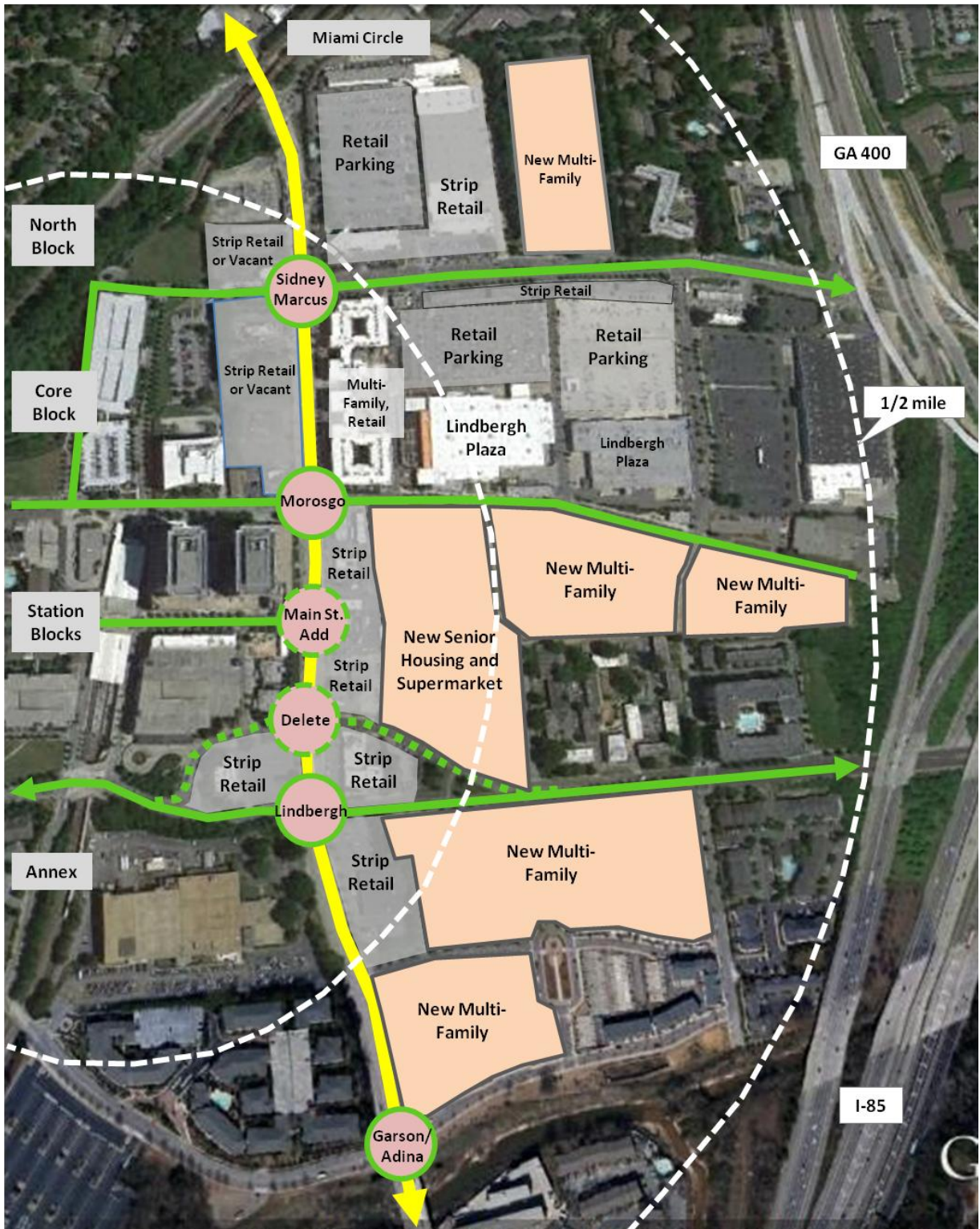
Piedmont Road forms the eastern edge of the MARTA TOD Area. The developing area immediately east of Piedmont Road extends out to the I-85 and GA-400 expressways, a half-mile from the station. Bringing this development into the pedestrian orbit of Lindbergh Center Station, and creating a walkable TOD environment on both sides of Piedmont Road, is critical not only for capturing ridership but for successfully developing MARTA's side of the street. Today, there are two realities.

- The Piedmont Road corridor, from the Norfolk Southern and MARTA rail bridges near Miami Circle to Peachtree Creek and beyond, is a high-volume, suburban-style, arterial highway lined almost entirely with strip retail and other low-density, automobile-oriented uses, creating a poor pedestrian environment. Figure 6-1 shows that of the four components of the MARTA TOD Area, today only the Core Block looks across Piedmont Road to contemporary, TOD-style development (the multi-story Lindbergh Vista Apartments, which also include street-floor retail and services). The North Block, Station Blocks, and Annex all look across Piedmont to traditional strip retail.
- At the same time, in the blocks behind the Piedmont frontage hundreds of units of multi-family and senior housing are recently built, under construction, or in the pipeline. These new and recent developments extend out along Sidney Marcus, Morosgo, Lindbergh Drive, and Adina Drive nearly to the station area's "natural" boundary, the I-85 and GA-400 expressways. This entire development area lies within a half-mile of the station (most of it closer) and provides a reservoir of potential transit users, retail customers, and office workers. But with the exception noted above, this development does not show its face to Piedmont Road.

The challenge for the public stakeholders—GDOT, the City of Atlanta, MARTA, and others—is to guide the evolution of Piedmont Road to become less of a visual and pedestrian barrier between east and west, and to provide a more pedestrian- and bicycle-friendly north-south route without exacerbating traffic congestion. The most detailed study was the Piedmont Area Transportation Study, undertaken in 2007 by the Buckhead Community Improvement District. For the segment in the Lindbergh Center Station area, the study proposed several actions over time:



Figure 6-1: Piedmont Road Corridor, Land Use and Intersections



- Between the Sidney Marcus and Lindbergh Drive intersections, widen Piedmont Road (using donated right-of-way) to create a median-separated boulevard. The new pattern would include a raised median, turning lanes, and 15-foot sidewalks with an additional

five-foot amenity zone. The roadway would provide sufficient width for five-foot bicycle lanes in both directions; when the Norfolk-Southern Bridge near Miami Circle is replaced, allowing that segment of Piedmont to be widened, the north-south bicycle lanes would be captured by restriping.

- Redesign pedestrian conditions at the Sidney Marcus, Morosgo, and Lindbergh Drive signalized intersections.
- Eliminate the “jughandle” traffic pattern at the Lindbergh Drive intersection, as described previously. This would allow the land-locked private properties within the two jughandle loops to become development parcels served by a normal street grid. It would also allow the more northerly of the two Lindbergh Drive signals on Piedmont to be eliminated and replaced with a signal at Main Street.<sup>42</sup> This would support the effort to inject more pedestrian traffic onto Main Street and enhance its retail character; it would also support the transition of the strip retail on the east side of Piedmont, on axis with Main Street, to a more pedestrian and TOD-friendly use.

These design improvements would help planners and developers tap into the arts and design aesthetic that exists at Miami Circle, the Atlanta Decorative Arts Center, and other nearby design businesses to create a theme or “brand” for the corridor.

## 6.2 The Extended Station Area

Lindbergh Center Station, the MARTA development areas, the Piedmont Road Corridor, and the developed land east of Piedmont Road are hemmed in by man-made transportation barriers. These include the Norfolk Southern railroad on the west, the I-85 and GA-400 expressways on the east, and the MARTA rail yard on the south. These boundaries define a land area and local street network of approximately 380 acres, which is defined as the Extended Station Area.

In Figure 6-2, the land uses in the Extended Station Area are color-coded. Notably, there is no color for mixed-use development. Aside from the mutual proximity of the residential and office components of MARTA’s Phase I TOD program, and the ground-floor retail on Main Street and in the Lindbergh Vista Apartments, there is no existing mixed-use development. The opportunity to create it lies on MARTA’s remaining developable land and on the private lands along Piedmont Road. The existing land use categories are as follows:

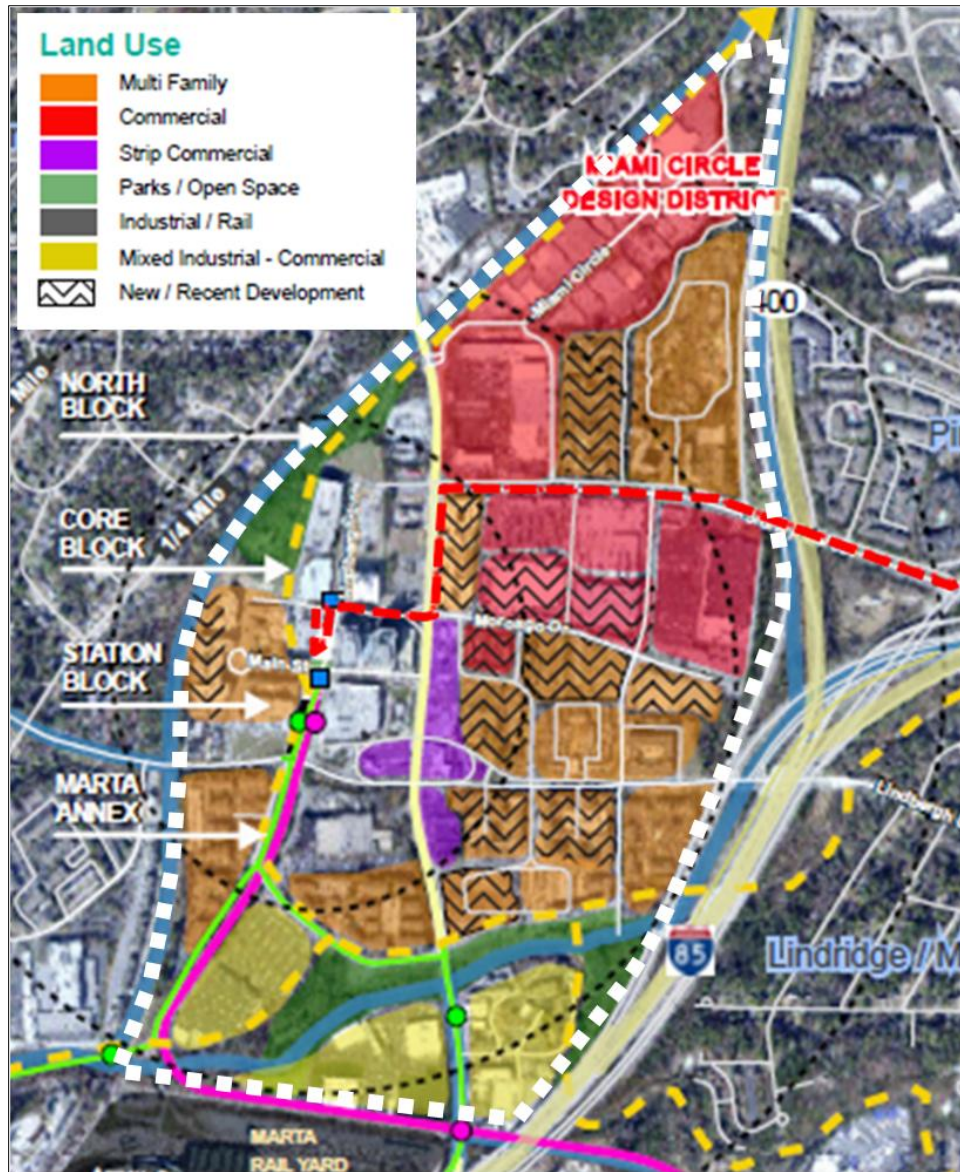
- Multi-family housing (shaded tan) occupies the most acreage. It includes four developments on the west side of Piedmont, including two (Eon at Lindbergh and Uptown Square) that were part of MARTA’s Phase I TOD program. There has been extensive multi-family development east of Piedmont, some dating back to the 1990s but much of it (indicated by the hatch marking) developed since 2008, including several projects now in or awaiting construction. The senior housing market is just now reaching the Lindbergh Center area.
- Commercial development (shaded red) is generally automobile-oriented, including the renovated Lindbergh Plaza shopping center. These commercial properties are served by expanses of surface parking, fronting on Piedmont Road (directly opposite MARTA’s North Block development area) and Sidney Marcus Boulevard. Over time, as

<sup>42</sup> Piedmont Area Transportation Study, Final Report (2007), pp. 80ff.

station area land values appreciate, the market may elect to free up some of this land for densification, by consolidating retail parking into private parking decks.

One key commercial concentration is the Miami Circle Design District. Although parts of Miami Circle are nearly a mile from Lindbergh Center Station, its presence can reinforce other station area development. There would be value in connecting Miami Circle more effectively to MARTA's Phase II TOD, including via the Lindbergh Lane Extension described in Section 4.2 if that connection proves feasible.

Figure 6-2: Extended Station Area Land Use



- The areas shaded yellow, at the southern end of the Extended Station Area, are in mixed industrial-commercial use. These include the former Home Depot Expo building, now used as a church, located between Garson Drive and Peachtree Creek, as well as the industrial and automobile-oriented businesses on the south side of Peachtree Creek, flanking Piedmont Road. In the BeltLine Sub-Area 7 Master Plan, these areas are envisioned as redeveloped, over time, with dense multi-family development at the

Home Depot Expo site and multi-story mixed-use development (and some retained industrial businesses) on the lands south of the Creek.<sup>43</sup>

These potential redevelopment areas are mostly within a half-mile walk of Lindbergh Center Station's south entrance, if the quality of that walk were sufficiently inviting. The development would benefit from the amenity of Peachtree Creek and its planned trail network, as well as from the Piedmont Road improvements described in Section 6.1. Redevelopment would also be supported by the proposed Atlanta BeltLine and Clifton Corridor connections described in below in Section 6.3.

- For the reasons discussed in Section 6.1, the strip commercial frontage along Piedmont Road has an outsized strategic importance. The properties shaded purple are located on the east side of Piedmont, directly opposite MARTA's Station Blocks and Annex, and in the loops of the jughandle intersection at Lindbergh Drive. The "hinge" position of these properties is obvious in this larger view, as is the potential benefit that mixed-use, pedestrian-scale redevelopment would bring both to MARTA's TOD efforts and to the amenity value of the residential developments east of Piedmont.

### 6.3 A One-Mile Radius

The 360-degree, one-mile circle surrounding Lindbergh Center Station contains 2,010 acres of land. The 380-acre Extended Station Area just described represents just 19% of that circle. The land in the remaining four-fifths of the circle has only limited roadway connections to the station:

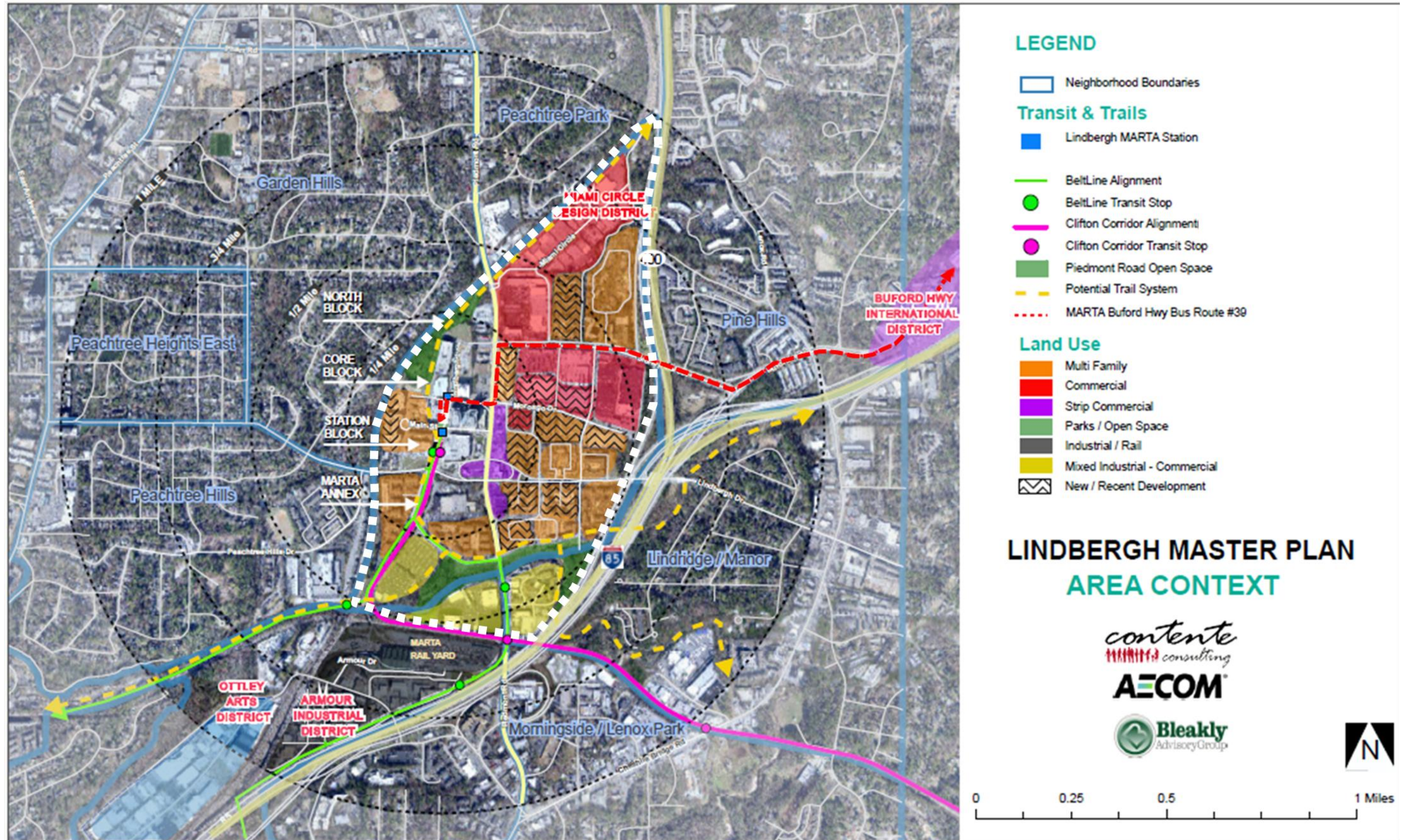
- Piedmont Road provides connectivity to the Peachtree Park and Garden Hills residential neighborhoods north of the station area, and the industrial-commercial area to the south.
- To the east, Lindbergh Drive and Sidney Marcus Boulevard cross beneath the expressways, connecting to Pine Hills, Lindridge Manor, and other residential neighborhoods. Sidney Marcus Boulevard also connects to Buford Highway and its International District.
- To the west, only one vehicular street, Lindbergh Drive, crosses the Norfolk Southern rail line to reach the expansive residential areas of Peachtree Hills and Peachtree Heights. These neighborhoods generate some MARTA ridership and potential clientele for station area businesses, but they are plainly on the other side of a physical and perceptual barrier.

This geographic reality raises the stakes on creating dense, mixed-use TOD within the MARTA TOD Area and along Piedmont Road, and on connecting the station as effectively as possible to other parts of the Extended Station Area—the new development east of Piedmont, the future redevelopment areas along Peachtree Creek, and Miami Circle.

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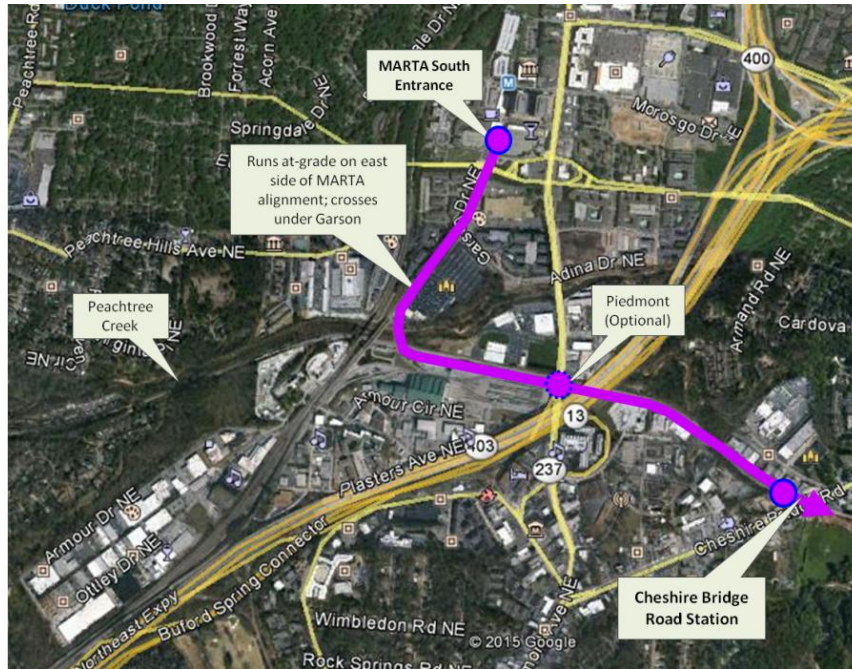
<sup>43</sup> Atlanta BeltLine Master Plan, Sub-Area 7 (2009); pp. 2-34 ff.

Figure 6-3: Lindbergh Center Station area, One-Mile Context



**Transit Connections.** Lindbergh Center’s position as a transit and TOD location is defined by MARTA’s Red and Gold Lines, which connect Lindbergh Center to the entire MARTA rail system. Of particular importance are the one-seat ride connections to the airport, downtown, Midtown, and Buckhead. In the future, the planned Clifton Corridor and Atlanta BeltLine will connect Lindbergh Center, by high-capacity surface rail, to the entire northern and eastern quadrants of the MARTA system.

**Figure 6-4: Clifton Corridor, Lindbergh Center Alignment**



The Clifton Corridor, whose alignment is shown in purple in Figure 6-3 and detailed in Figure 6-4, will connect Lindbergh Center to Emory University, the Centers for Disease Control, its associated medical complex, and adjoining neighborhoods. The station at Cheshire Bridge Road is just a mile from Lindbergh Center Station, and the area it would serve—a mixed industrial-commercial district where the BeltLine’s Sub-Area 6 Master Plan envisions significant improvements—could provide a work commute destination for Lindbergh Center residents.<sup>44</sup>

As noted previously in Section 5.2, the BeltLine does not yet have a firmly established alignment in and around Lindbergh Center Station, but based on current project documentation, the route shown in green in Figures 6-3 and 6-5 is believed to be the most probable at this time.<sup>45</sup> Approaching from the southeast, this alignment runs along Piedmont Road and Garson Drive west of the MARTA tracks, crossing Lindbergh Drive at-grade and entering the Station Blocks on Market Street. Departing toward the

<sup>44</sup> The Clifton alignment is as shown in the Clifton Corridor Locally Preferred Alternative Report (MARTA, 2014). Its platform and track configuration, and that of the BeltLine, are discussed in Section 5.2.

<sup>45</sup> The green alignment was used to represent the BeltLine in the 2014 Urban Land Institute/Livable Centers Coalition study of the Lindbergh Center Station area; it reflects the Preferred Alternatives in the 2009 Georgia Environmental Protection Act Final Decision and the 2013 Federal Transit Administration Record of Decision. The sub-alignments illustrated as dotted yellow segments were shown as alternatives in the Record of Decision.

southwest, the alignment runs back along Garson Drive, crosses Peachtree Creek near the Atlanta Decorative Arts Center, and continues to the west.

**Figure 6-5: Atlanta BeltLine, Potential Lindbergh Center Alignments**



The BeltLine’s proposed stations on Piedmont Road would directly support the redevelopment areas along Peachtree Creek that were identified in the Sub-Area 7 Master Plan (the areas shaded in yellow in Figure 6-3). As shown in Figure 6-4, there is also the potential for a future Piedmont Road infill station on the Clifton Corridor, should conditions warrant. The long-term opportunity thus exists to develop a mixed-use, transit-rich area at the nexus of Piedmont Road and Peachtree Creek, accessible to Lindbergh Center Station on foot or by streetcar and with a one-seat ride to any point on the Clifton Corridor or the BeltLine.

Lindbergh Center Station’s other regional transit connection is the MARTA bus route which runs along Sidney Marcus Boulevard and Buford Highway to Doraville Station. As shown in Figure 6-3, this route serves the Buford Highway International District, an important commercial corridor that is both a workplace and a shopping destination for Lindbergh Center residents.

**Trail Connections.** Numerous existing or proposed pedestrian-bicycle trails traverse the Lindbergh Center area. While it is not practical to show all of them in this plan, it is important to recognize that several key trail segments converge at Lindbergh Center Station. With collaborative planning, Lindbergh Center could become a trail hub, attracting transit users, fitness-conscious residents, and businesses. The elements of this potential network, shown in Figure 6-6, include:

- MARTA's existing Lindbergh Center trails, located to the west of the AT&T and Sidney Marcus parking decks and accessible from both Morosgo Drive and Sidney Marcus Boulevard. As discussed in Section 4.3, these trails represent an untapped amenity for existing and future TOD and are woven into this Master Plan.
- As suggested in Section 4.2, it would be desirable to extend Lindbergh Lane northward to the intersection of Piedmont Road and Miami Circle—if not as a vehicular street, at least as a ped-bike connection. This trail segment would connect at Miami Circle with PATH400, the five-mile north-south trail system being developed in phases by the Buckhead Community Improvement District, Livable Buckhead, and the Path Foundation.<sup>46</sup> PATH 400 will run east of the station, between and parallel to Piedmont Road and the I-85/GA-400 viaducts. The Lindbergh Lane Extension would integrate the station itself and the MARTA trails into this system.
- To the south, the Atlanta BeltLine plans to bring a branch of its Peachtree Creek Spur Trail up Garson Drive, alongside the planned BeltLine streetcar alignment, and into Lindbergh Center Station. The northern end of the BeltLine trail and the southern end of the MARTA trails would be separated only by Main Street, the north bus loop, and Morosgo Drive. With proper way-finding, amenities, and lighting, this connection can be easily made.<sup>47</sup>
- There are long-term concepts to create continuous linear trail systems along both the North and South Forks of Peachtree Creek, which meet just west of I-85.<sup>48</sup> The Cheshire Farm Trail, which is the initial segment along the South Fork at the I-85 crossing, opened in 2013. These future trails would converge with PATH400 and the BeltLine's Peachtree Creek Spur Trail.

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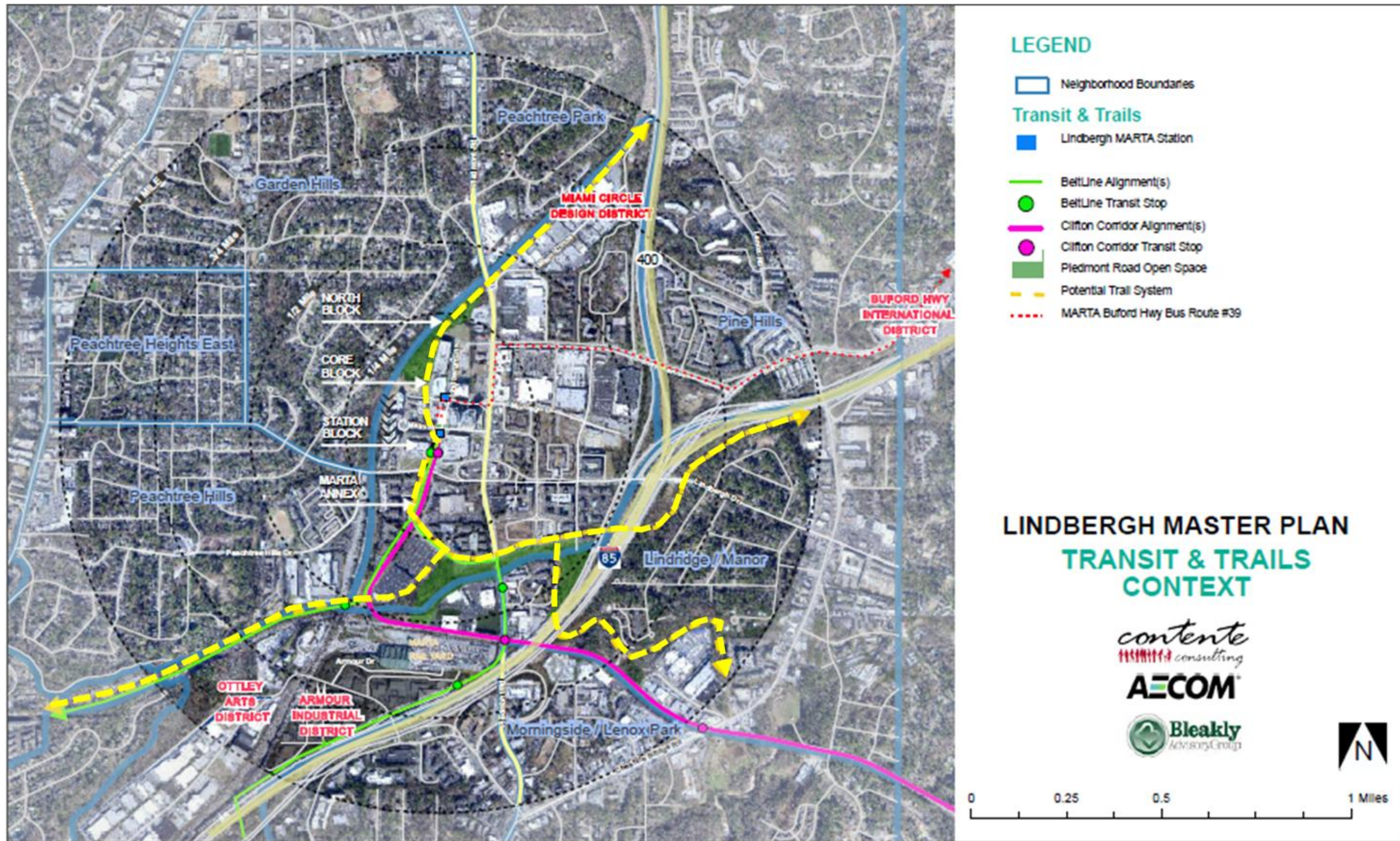
<sup>46</sup> <http://www.buckheadcid.com/projects/path-400-greenway-trail/>

<sup>47</sup> Atlanta BeltLine Sub-Area 7 Master Plan, p. 24.

<sup>48</sup> See, among many relevant sites: <http://northforkconnectors.org/faq/>; <http://pathfoundation.org/trails/south-peachtree-creek-trail/>; and <http://buckheadview.com/2014/07/08/cheshire-farm-trail-opens-along-peachtree-creek-south-fork-under-i-85-flyover-ramp/>.



Figure 6-6: Lindbergh Center Station, Transit and Trails Context



## 7.0 IMPLEMENTATION STRATEGY

### 7.1 Introduction

The preceding sections of this Phase II TOD Master Plan provided the following information:

- a market analysis of the Lindbergh Center Station area and its real estate submarket, covering the residential, retail, office, and hotel sectors;
- a parking analysis, measuring the aggregate excess capacity that currently exists in the City Center, Garson, Sidney Marcus, and AT&T decks;
- detailed Master Plan studies, including a public realm template and alternative land use concepts, for the largely undeveloped area west of Piedmont Road and north of Morosgo Drive. This includes the “North Block” (north of Sidney Marcus Boulevard) and the “Core Block” (between Sidney Marcus and Morosgo);
- a conceptual plan for the area south of Morosgo Drive—including the “Station Blocks” (focus of the original Phase I TOD initiative) and the MARTA Annex;
- an examination of the 380-acre Extended Station Area, bounded by the Norfolk Southern railroad, the MARTA rail yard, I-85, and GA-400, and of a larger context extending a mile out from the station entrances.

This final section turns to the crucial topic of implementation. Several broad strategic directions can be stated at the outset:

- A. The Phase II TOD Master Plan has been developed with implementation in mind. While still conceptual, individual components are designed to be realistically achievable in the near, mid, or long term. Equally important, the plan is structured such that all components are compatible and mutually reinforcing, but, to the greatest degree possible, do not sequentially depend on one other.
- B. There are four strategic TOD opportunities:
  - Near- to mid-term***
    - Launching the development of the North Block and the Core Block.
    - Concluding the development of the Station Blocks and strengthening the retail environment on Main Street.
  - Mid- to Long-Term***
    - Transforming the south side of the Station Blocks through major public investments: the Clifton Corridor and BeltLine passenger facilities and a redesigned Lindbergh/Piedmont intersection.
  - Long-Term***
    - The redevelopment of the MARTA Annex property.
- C. The aggregate development capacity of the available parcels identified in the Master Plan exceeds the somewhat conservative findings of the market analysis. This is true of Concept A, the more conservative, lower-density approach to the North and Core Blocks, and more true of Concept B, the more ambitious, higher-density approach. The

difference is intentional: the market analysis is focused on the next several years, while the strategic opportunities outlined in this Master Plan represent a longer-term exercise in city building.

- D. Successful implementation will demand that MARTA work closely and reciprocally with other agencies and jurisdictions. These include, but are not limited to:
- the City of Atlanta for zoning and for coordination with surrounding neighborhoods;
  - Invest Atlanta for economic development and affordable housing incentives;
  - Atlanta BeltLine, Inc., for the coordination of transit, trails, affordable housing, and community development;
  - the Atlanta Regional Commission (ARC) for surface transportation and Livable Centers Initiative funding;
  - the Georgia Department of Transportation (GDOT) for the redesign and reconstruction of Piedmont Road;
  - the Buckhead Community Improvement District (CID) for the Piedmont Road initiative and other potential CID involvement in transportation, trail, and connectivity projects;
  - and the Georgia Regional Transportation Authority (GRTA) for the coordination of bus services.
- E. With respect to zoning, the station area east of the Norfolk Southern railroad corridor is currently divided between the SPI-15 (Lindbergh Center Station area Special Public Interest) and C-3 (Commercial-Residential) districts. Both are generally supportive of dense, mixed-use TOD. MARTA has stated its intent to seek the rezoning of the entire area east of the Norfolk Southern tracks as SPI-15, and in the process to explore whether any modifications are worthwhile. It is important that the ultimate parking provisions reflect the strategies outlined in this Master Plan.
- F. It is a key premise of this Master Plan that surplus parking capacity in the existing decks be utilized, to the degree practicable and feasible, to absorb the needs of future TOD in the North Block, Core Block, and Station Blocks. This will avoid the land cost and the dollar cost of building more new garage capacity than today's market requires. It is not suggested that all of the new joint development could be "parked" in the existing surplus, but this approach should be a point of departure, especially for the early parcels.

## 7.2 Parking

The parking analysis in Section 3.0 concludes that:

- The Lindbergh Center decks contain, in the aggregate, more parking than MARTA, AT&T, the Carter and AT&T retail areas, and the future City Center air rights office building will need. The excess capacity, assuming the office building is developed and all Carter and AT&T retail is fully built and leased, is in the hundreds of spaces and may exceed one thousand. If, as suggested in Section 5.2, the air rights development were converted to hotel or residential use, its parking requirement would fall well short of the current 600-space allocation and the long-term excess capacity would increase.

- MARTA has a park-and-ride allocation, across the three public decks, of 1,359 spaces, of which about 1,100 are typically used. If MARTA chose to reduce its park-and-ride supply to a still-substantial 700-900 spaces, it could increase the surplus capacity available for joint development by 200-400 spaces and realize a net gain in both ridership and revenue.

Based on the development approaches outlined in Sections 4.0 and 5.0, the following parking strategies are contemplated:

***To Free Up Core Block Site C-3 (the MARTA Employee Lot) for Development***

- Move MARTA's employee parking from its current surface lot into available capacity in the Sidney Marcus Deck.

***To Create Additional Excess Garage Capacity***

- Consider reducing park-and-ride capacity over time to 700-900 spaces.
- Explore AT&T's interest in making its excess spaces in the AT&T Deck available, on commercially reasonable terms, for joint development.

***To convert Excess Garage Capacity to TOD Use***

- Strategy A: consolidate park-and-ride operations into the City Center and Garson Decks, leaving about 400 MARTA-controlled spaces in the Sidney Marcus Deck to accommodate North Block and Core Block development.
- Strategy B: depending on the sequence of projects, retain park-and-ride in the Sidney Marcus Deck, leaving capacity in the Garson Deck for the Parcel N development and in the City Center Deck for the proposed south bus loop development.

In addition to exploiting the existing surplus deck capacity, MARTA should make every effort to accommodate any required new parking in **efficiently designed shared-use decks**, rather than encouraging each individual project to include its own dedicated parking structure.

### **7.3 A Joint Development Strategy**

The North and Core Blocks contain roughly 10.9 acres of developable land (3.8 acres in the North Block and 7.1 in the Core Block), a majority of it owned by MARTA. These MARTA holdings are not subject to the Carter & Associates master lease structure. The North and Core Blocks have Piedmont Road frontage and lie within a quarter-mile radius of the Morosgo station entrance. The Station Blocks contain an additional 3.7 acres of undeveloped land owned by MARTA and lying within a quarter-mile of the Main Street station entrance.

MARTA's TOD Guidelines and TOD Implementing Policies (adopted in 2010) define development on MARTA land as **joint development**. MARTA's process for soliciting developers, responding to unsolicited proposals or requests from adjacent property owners, and entering into joint development agreements is described in Policy 1 of the TOD Implementing Policies. MARTA's general intent with respect to parking, affordable

housing, and sustainable building practices in its joint development projects is set forth in Policies 3, 4, and 5, respectively.<sup>49</sup>

A threshold decision for MARTA is how to package and manage the several development parcels which it controls. One method would be to competitively procure a **master developer**, who would be awarded control of the development rights for most or all of the MARTA-owned parcels. A master developer typically manages the overall development program, undertakes necessary site improvements, develops some of the parcels on its own account, and procures development partners for others. In the case of Lindbergh Center, a master developer might be expected to:

- participate in the building, and ideally in the financing, of infrastructure and site work;
- negotiate directly with the owners of the several “out-parcels” on MARTA’s side of Piedmont Road as to whether and how their land might be combined with MARTA’s to create the most attractive development sites;<sup>50</sup>
- determine where in the portfolio of parcels one or more hotels could be successfully located, as suggested in the market analysis;
- work with MARTA to determine strategically which buildings can best take advantage of existing surplus garage capacity;
- bring a developer’s perspective to the intangibles of branding, identity, and market niche.

In soliciting a master developer, MARTA should be clear that it intends to retain design review of individual projects, as well as the right to review and approve development partners which the master developer proposes to add to the overall structure or to specific projects. It is also crucial that a master developer agreement anticipate the appreciation in land values over time and allow MARTA to participate appropriately in that “upside”, if and when it materializes.

For reasons discussed below, it is uncertain whether the Shoney redevelopment project or the remaining development parcels in the Station Blocks would be included in a master developer portfolio. It is also possible, depending on the duration of the current real estate cycle, that MARTA might project a greater overall yield by waiting to procure developers for the choicest parcels until they are ripe for dense development. In these circumstances, MARTA might instead choose to solicit a **development advisor**, who would advise MARTA on the timing and packaging of developer RFPs, manage the developer selection and negotiation process at MARTA’s direction, and represent MARTA in the Shoney redevelopment, should that be ready to advance.

**The Shoney Site.** The proposed redevelopment of the Shoney restaurant site would be undertaken by the private owner’s development team. As described in Section 4.3, the Shoney redevelopment is an opportunity to anchor the Morosgo/Piedmont intersection with

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<sup>49</sup> The TOD Policies are found at:

[http://itsmarta.com/uploadedFiles/About\\_MARTA/TOD/MARTA%20TOD%20Implementation%20Policies%20Adopted%20Text%20November%202010\(1\).pdf](http://itsmarta.com/uploadedFiles/About_MARTA/TOD/MARTA%20TOD%20Implementation%20Policies%20Adopted%20Text%20November%202010(1).pdf).

<sup>50</sup> Once a master developer had been selected through an open, competitive process and been awarded MARTA’s development rights, it would have greater freedom to enter into such negotiations than MARTA would likely have on its own account.

a robust mixed-use development project influenced by the height of the MARTA and AT&T buildings; depending on site configuration and market conditions, the Shoney project could be the tallest project, and the largest in gross floor area, in the North and Core Blocks.

It is MARTA's intent that the project extend to the corner, encompassing the current MARTA fleet management parcel and the adjacent private restaurant and bar; the latter could be acquired either by the Shoney team or by MARTA. As explained in Section 4.3, it is also possible that MARTA would make its Hubco parcel (Site C-5) available to create a larger footprint for the Shoney project; this expanded footprint would allow more parking, which would in turn support greater density.

The inclusion of MARTA property in this privately-driven redevelopment project could occur either through negotiations undertaken by MARTA's master developer if that entity has been selected, or through a separate Request for Proposals for the parcels in question, to which the Shoney ownership could respond. The latter approach would make sense if the Shoney group were prepared to advance a project of appropriate density and viability in the near term. As part of the joint development agreement, MARTA would secure appropriate site plan and design review of the development. The project would require construction of the southern end of the new north-south midblock street.

As discussed in Section 4.3, the decision on whether to include the Hubco parcel in the Shoney project could also influence the redevelopment of the Chick-fil-A property, in either of two ways. If the Hubco parcel is included in the Shoney assemblage, the larger parking deck that would result could be sized to accommodate the separate Chick-fil-A project. Alternatively, MARTA could hold the Hubco parcel back, preserving the option for it to be combined with the Chick-fil-A property in a future assemblage.

***Strategic Phasing in the North and Core Blocks.*** The buildout of the North and Core Blocks will unfold in phases, over a period of time to be determined by market conditions. A key strategic choice will be to identify an early phase of development (aside from the Shoney project) that would be impactful in its own right while setting the stage for subsequent phases of greater density and higher land values.

One example of a strategic early-action phase is the proposed set of residential buildings grouped around the Sidney Marcus Deck. These could include Sites N-1 and N-2 in the North Block, and Sites C-1, C-2, and C-3 in the Core Block, as shown in the left panel of Figure 7-1. Together, these buildings represent an undertaking of several hundred units and several years' absorption; the buildings would themselves have to be implemented in phases. The developer would determine the optimal sequence of buildings, and, in collaboration with MARTA, the extent to which they can be "parked" in the Sidney Marcus Deck. In addition to the timely transfer of MARTA's employee parking into the Sidney Marcus Deck, this cluster of development would require construction of the new north-south street, the cross-block ped-bikeway, and the new park on Site C-1.

An alternative early phase, shown in the right panel of Figure 7-1, could consist of the entire North Block. This would make sense if discussions with the private parcel owners indicated that Concept B—combining the private parcels with the larger MARTA holdings—were viable. This cluster would require construction of the Lindbergh Lane Extension and an outlet to Piedmont Road.

Figure 7-1: Potential Early Phases, North and Core Blocks



**Completing the Station Blocks and Main Street.** MARTA’s Phase II TOD opportunity is focused on the North and Core Blocks. However, the Station Blocks—where the Phase I TOD initiative was centered and most of the land has been developed—requires attention as well. The Station Blocks remain incomplete, in two ways:

- Two parcels under lease to Carter & Associates remain unbuilt—Parcel N and the City Center Deck air rights. As explained in Section 5.2 of this report, the creation of a third parcel (unlinked to Carter & Associates) could be created on the site of the current south bus loop. Together, as shown in Figure 7-2, these sites, with a total surface area of roughly 3.7 acres, represent a key subset of MARTA’s land holdings south of Main Street.
- A vibrant, pedestrian-oriented retail corridor on Main Street has yet to materialize—partly because much of the intended retail space is still vacant (the AT&T ground floor) or unbuilt (the City Center Deck “loft retail”); and partly because the retail that does exist, constrained by the “one-sidedness” of the development to date, has not attained a lively, footstep-driven quality.

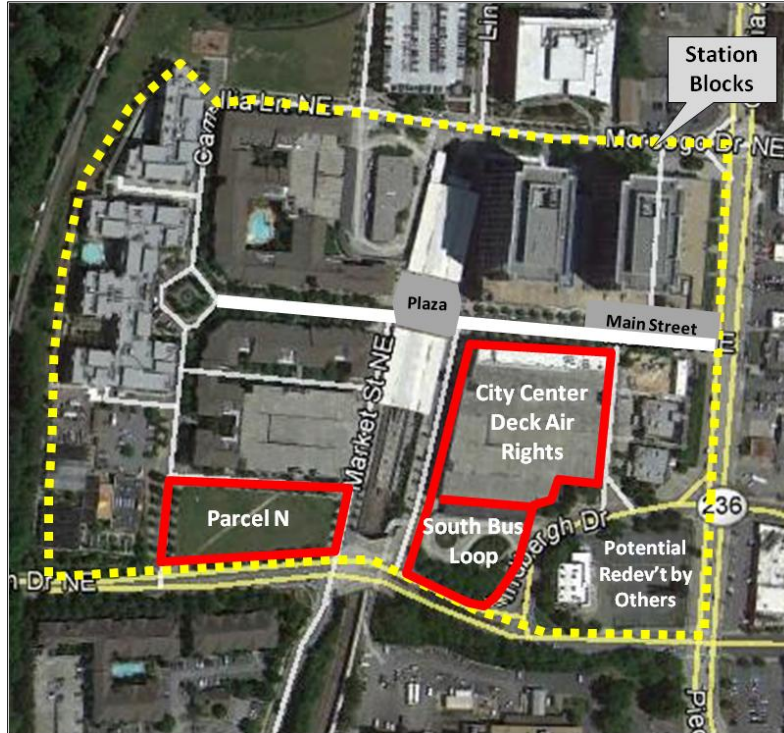
In the long term, the introduction of the Clifton and BeltLine streetcar platforms, the redesign of the Lindbergh/Piedmont intersection, and the redevelopment of the MARTA Annex will extend the active station area toward the south. In the near- to mid-term, the following strategies are proposed:

- **Determine Carter’s intention and capacity with respect to Parcel N and the City Center Deck air rights.** This is an appropriate time for MARTA to ascertain Carter’s interest in continuing to control the development rights for these two parcels. If Carter does not wish to retain control, it would give MARTA the opportunity to remarket these parcels in the same time frame as the North and Core Blocks.<sup>51</sup> With the help of its

<sup>51</sup> Carter has described several unsuccessful attempts to identify development partners to create retail on Parcel N and office space on the City Center Deck. Carter has also indicated that it has explored residential development (thus far

master developer or development advisor, MARTA would need to ensure that the completion of the Station Blocks and the launch of the North and Core Blocks are staged so as to complement rather than compete with one another. MARTA would also gain the opportunity to optimize the allocation of surplus parking capacity across all three MARTA decks to new joint development projects.

**Figure 7-2: Station Blocks, Remaining Development Parcels**



- **Expand the permitted uses.** Regardless of who controls the development rights to Parcel N and the City Center Deck air rights, MARTA should allow a broader set of potential uses for both of them. Not only does a hotel or residential use appear more marketable for Parcel N, but these uses would help create demand for the retail on Main Street. While office development atop the City Center Deck would also help Main Street, there is no reason to preclude housing or a hotel if the market so prefers. There are other potential office locations in this Master Plan (the North Block, the Shoney development, and the proposed new parcel on the south bus loop). Moreover, as long as the air rights remain undeveloped, the “loft retail space” (which fronts on Main Street at the second level of the deck structure) will go undeveloped as well.
- **Determine the future use of the south bus loop site.** As described in Section 5.2, the potential benefits of consolidating bus operations into the north loop are compelling, both for passenger convenience and for the alternative uses that this key site could accommodate. Presently, only five MARTA routes use the north loop and a single GRTA route uses the south loop, but future service expansions must also be anticipated. MARTA should undertake the necessary operations analysis to test whether a north loop consolidation will work and then, in collaboration with Atlanta

without success) for the City Center Deck air rights and has received interest from hotel developers for Parcel N—uses not currently permitted under the applicable leases.



BeltLine, Inc., determine whether or not the south bus loop site is likely to be needed for the BeltLine/Clifton Corridor transit plaza. If not needed for transit purposes, the south loop and the adjoining little-used green space should be designated a development parcel.

- **Undertake near-term improvements on Main Street.** The plaza where Main Street crosses over the MARTA station should be redesigned to create a more attractive pedestrian space, better integrated with the retail sidewalks to the east and the residential sidewalks to the west. This plaza also connects pedestrians on Main Street to the north bus loop and to the proposed new park site across Morosgo Drive, a connection that is currently not well designed.

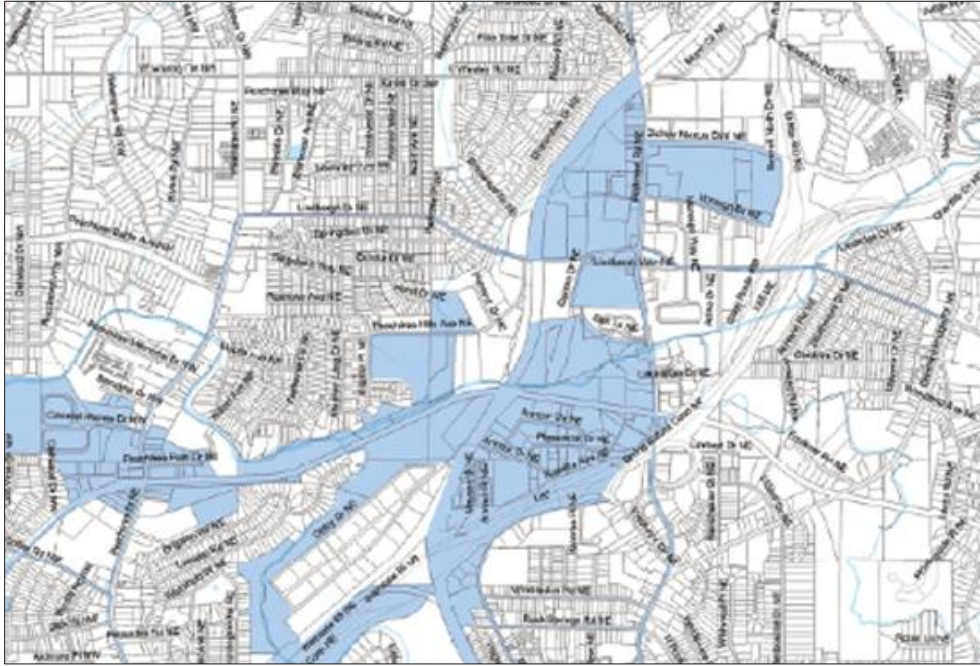
A second opportunity is transactional. In 2017, AT&T's lease with the lessor/developer of its ground-level retail space (Wells REIT) will be up for renewal. This space remains largely vacant, deadening the north side of Main Street. MARTA should encourage AT&T to enter into a more productive retail partnership.

## 7.4 Implementation Funding: Infrastructure and Affordable Housing

There are a number of funding and financing options that MARTA may consider in implementing Phase II of the Lindbergh Center TOD.

**The BeltLine TAD.** The City of Atlanta created its largest-ever Tax Allocation District (TAD) to support development of the Atlanta BeltLine, the innovative 22-mile ring of trails, parks, housing, community development, and transit connecting over 45 of the city's neighborhoods. The TAD is Georgia's form of tax increment financing. As new development occurs around the BeltLine and property values increase, the property taxes generated from incremental values (above the baseline established determined when the district was formed in 2008) flow to a dedicated investment fund. TAD dollars are used for infrastructure, land assembly, parks, trails, public art, and affordable housing. As shown In Figure 7-3, much of the Lindbergh Center Station area—including the entirety of the North Block, Core Block, Station Blocks, and Annex—is included in the BeltLine TAD, which is shaded light blue.

- **Affordable Housing.** The BeltLine has set aside 15% of its TAD funding to support the creation and preservation of up to 5,600 affordable housing units. The BeltLine's affordable housing commitment could generate up to \$40,000 per affordable unit constructed. The BeltLine affordable housing policy is designed to encourage a minimum of 20% affordable units in mixed use housing developments and can serve as a supplement to the Low Income Housing Tax Credit (LIHTC) in financing projects with a significant affordable component. The BeltLine has found it challenging, in high-cost locations, to find developers interested in doing mixed market-rate and affordable projects. The Lindbergh Center area, where market rents are at more modest levels, could provide a significant opportunity to tap into the BeltLine Affordable Housing Trust Fund. This could be a win-win-win opportunity for the BeltLine, for MARTA (whose joint development policy contemplates at least 20% workforce or affordable units on average), and mixed income housing advocates.

**Figure 7-3: Atlanta BeltLine TAD Boundary, Northeast Segment**

- Transit Infrastructure.** It is expected that the TAD will fund a major portion of the costs of the BeltLine transit system, in conjunction with other local and federal funds. This will include the extension of the future transit line into Lindbergh Center Station. As described in Section 5.2, this will likely be a costly and complex undertaking, with implications for station-area traffic and pedestrian connections and a possible integration with the Clifton Corridor passenger platform. BeltLine funding from the TAD would help reduce MARTA's share of this multi-modal interface.
- The MARTA Annex.** The entire 11-acre MARTA Annex property is located within the BeltLine TAD. Although a longer term opportunity, the eventual redevelopment of the Annex could be supported by TAD funds. If the site were used for mixed income housing it could be eligible for the BeltLine Affordable Housing Trust Fund. The TAD could also potentially help with site preparation related to affordable housing or to the BeltLine infrastructure itself; the Annex site will need a street grid connecting to Lindbergh Drive, Garson Drive, and Piedmont Road, and ped-bike connections to the BeltLine station that safely negotiate the north-south grade change and the Lindbergh Drive crossing.

The location of so much of the Lindbergh Center Station area in the BeltLine TAD could represent a key implementation mechanism. In return, the mixed use development envisioned in this Master Plan—much of it on MARTA land currently producing no property tax revenue at all—has the potential to generate significant incremental tax revenue for the BeltLine. It would be useful for MARTA's TOD leadership and the BeltLine to begin exploring how the TAD could be used to in a coordinated fashion to accomplish key objectives of both organizations as they expand transit options and TOD.

**Creation of a Community Improvement District.** Another potential financing option that should be considered by MARTA is the creation of a Lindbergh Center Community Improvement District (CID). Community Improvement Districts are an increasingly common

form of special purpose taxing district in Georgia, used to fund infrastructure and community improvements in designated commercial areas. CIDs date back to the 1980s, with the Cumberland CID in Cobb County and the Perimeter CID being two of the earliest and best known examples. Today there are over 20 CIDs in the Atlanta region, addressing a wide range of needs and projects. In the City of Atlanta there are three large CIDs—the Downtown Improvement District, the Midtown Improvement District, and the Buckhead CID

CIDs are self-taxing districts established by a vote of the area’s commercial property owners to impose additional property tax millage on such properties.<sup>52</sup> The funds raised are used to pay for infrastructure improvements, transportation projects, sidewalks, streetscapes, beautification, and security. To establish a CID takes a positive vote of owners representing 51% of the commercial properties and 75% of the commercial property value in the proposed district. Once established, all commercial property owners must pay the annual assessment. Every five years there is an election of the commercial property owners to determine if they wish to continue the CID or sunset its operations.

The benefits to the Lindbergh Center area from creation of a CID could be significant. It would provide a financing vehicle for making streetscape and transportation improvements throughout the Master Plan area, and could be of particular importance in improving the Piedmont Road corridor. It could also provide a source of funding for other improvements, which would enhance the pedestrian experience throughout the station area. A great advantage of a CID is its ability to generate matching funds for federal, state, and Atlanta Regional Commission grants.

The creation of a Lindbergh Center CID would likely encompass the entire 380-acre Extended Station Area, reaching eastward to GA-400 and I-85, northward to Miami Circle, and southward to the MARTA rail yard. A CID would require MARTA’s support and advocacy.<sup>53</sup>

***The Atlanta Regional Commission Livable Cities Initiative.*** MARTA should also consider asking the Atlanta Regional Commission to “grandfather” the updated Lindbergh Center TOD Master Plan into the Livable Cities Initiative (LCI) program. The LCI has been operational since 2000, and more than 100 locations throughout the region have been designated. The benefits are two-fold. First, ARC provides planning funds to study the potential of the area for TOD and smart growth; since MARTA has already undertaken this updated Master Plan, LCI funding would not be applicable in the near term but might be available for follow-on studies and plans. The second benefit is ARC’s provision of significant capital funding for implementation of recommended infrastructure improvements. Grandfathering the updated Master Plan would require the support of the City of Atlanta, which administers the LCI program with the city limits.

***Federal Transportation Programs.*** It is expected that in due course both the BeltLine transit system and the Clifton Corridor will seek funding through the Federal Transit Administration’s New Starts Capital Investment Grant program. Either pursuit, if successful, would likely be limited to 50% of project costs, with the balance to be funded by MARTA,

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<sup>52</sup> Residential property can be included in the CID but no additional millage is paid by residential property owners, and they have no say in the CID’s operations.

<sup>53</sup> The alternative of adding the Extended Station Area to the existing Buckhead CID, whose boundary is to the north at the intersection of Pharr and Piedmont Roads, does not appear feasible at this time.

TAD, CID, or other non-federal funds. The integration of the BeltLine and Clifton Corridor tracks and platforms into the complex environment of Lindbergh Center Station, including the possible creation of a shared transit plaza, would be part of this funding structure. Several other federal programs could prove relevant to this Master Plan:

- **The Federal Highway Administration's core programs.** These include the National Highway Performance Program, which could fund improvements to the eligible portion of Piedmont Road, and the set of highly flexible programs allocated through Metropolitan Planning Organizations like the ARC (Surface Transportation Program, Congestion Mitigation and Air Quality, Highway Safety Improvement Program, and Transportation Alternatives).<sup>54</sup> These programs are already used, in part, to fund ARC's Livable Centers Initiative grants described previously.
- **The TIFIA program.** TIFIA (Transportation Infrastructure Finance and Innovation Act) is a federal loan mechanism which can be used to help finance virtually any surface transportation project that would be eligible for federal highway or transit funding. TIFIA loans provide below-market interest rates (at the Treasury's cost of money), amortization terms of up to 40 years, a five-year grace period, and several other advantageous features. The dedicated stream of non-federal revenues required to service a TIFIA loan may include, among other things, tax increment (TAD) or special assessment (CID) proceeds. A TIFIA loan can finance up to 49% of project costs; the minimum project size is \$50 million, which would likely qualify the BeltLine and Clifton Corridor-related improvements at Lindbergh Center Station.<sup>55</sup>
- **The TIGER program.** TIGER (Transportation Investment Generating Economic Recovery) is a discretionary and highly competitive grant program funded by Congress since 2009 through annual appropriations. The seventh round of TIGER grants will be awarded in 2015. These are generally in the \$10-25 million range and can be used for a wide variety of roadway, transit, and ped-bike projects. (Atlanta's previous TIGER grant was for the initial phase of the Atlanta Streetcar.) TIGER grants are well aligned with the public infrastructure side of TOD initiatives, since the primary selection criteria include livability, sustainability, and economic competitiveness. A package of Lindbergh Center TOD infrastructure improvements would make a credible TIGER application, assuming the program or a comparable successor continues to be funded.

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<sup>54</sup> A summary description of these programs is provided in Congressional Research Service, Surface Transportation Funding and Programs under MAP-21: Moving Ahead for Progress in the 21st Century Act (P.L. 112-141), 2012. The segment of Piedmont Road from Morosgo southward is on the National Highway System and thus eligible for the National Highway Performance Program.

<sup>55</sup> Ibid.