

BOULEVARD
ATLANTA MEDICAL CENTER
SMALL AREA PLAN

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WORKING DRAFT



1. Project Background

The Atlanta Medical Center (AMC) Site is comprised of multiple parcels extending along Boulevard NE and Parkway Drive NE, roughly bounded by Ralph McGill Boulevard and Highland Avenue totaling approximately 22 acres. The former AMC property's large geographic footprint and location in the heart of the Old Fourth Ward neighborhood (O4W) present an opportunity for catalytic, transformational change that could shape the neighborhood's long-term trajectory. The primary goal of this plan is to create a roadmap for the future of the AMC Property. Specific objectives include:

- Identify potential uses that are both desirable and achievable.
- Create a vision reflective of the aspirations of the community.
- Develop recommendations for the AMC site that include:
 - Preferred uses
 - Urban design and physical space recommendations
 - Partnership opportunities
- Craft a plan for adoption by City Council.

2. Site History

AMC was originally founded as the Tabernacle Baptist Infirmary in downtown Atlanta along Luckie Street in 1901. The infirmary was purchased by the Georgia Baptist Convention in 1913 and renamed as Georgia Baptist Hospital. Following the Great Fire in 1917 that decimated the Boulevard area and displaced many area residents, Georgia Baptist Hospital relocated to the current site in O4W and became the first



Figure 1: Georgia Baptist Hospital in the 1957

new community institution in the neighborhood, a community anchor around which the neighborhood rebuilt (Figure 1). Construction of the Interstate system in the 1960s created a barrier between the neighborhood and downtown, which led to suburbanization and a decline in population within the area. Starting in the 1970s, Wingate Companies bought numerous properties along Boulevard, including Bedford Pine Apartments, and converted them to project based, Section 8 affordable housing. Additionally, over the last few decades, Tenet Healthcare purchased Georgia Baptist Hospital in 1997 and changed the facility's name to Atlanta Medical Center (AMC), and in 2016, AMC was sold to Wellstar Health System. Unfortunately, Wellstar was unable to secure partners and other financial resources to support AMC's aging infrastructure and challenged finances and closed AMC in November 2022.



3. Existing Conditions

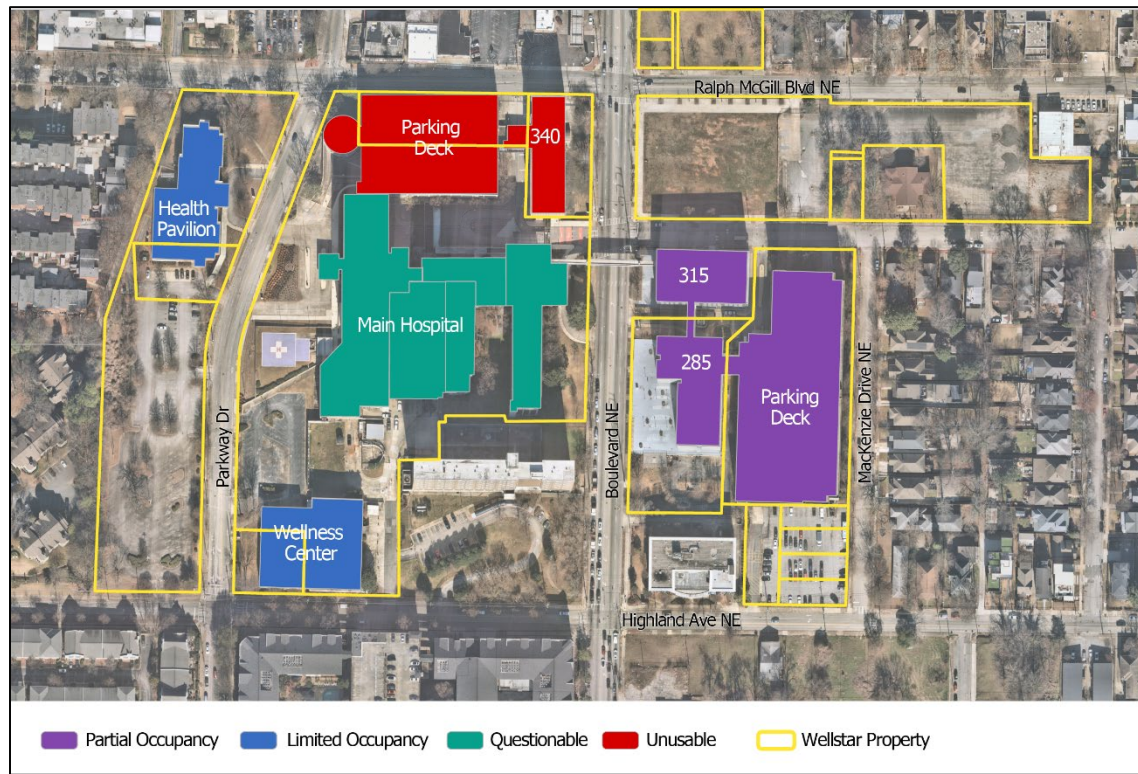


Figure 2: Status of existing buildings on site

An existing conditions analysis and preliminary site analysis evaluated the structures currently standing on the site, displayed in Figure 2. This high-level analysis was used to group buildings into general categories based on their structural condition and general suitability for redevelopment or reuse.

The general findings were as follows:

- The parking deck and adjacent building 340 shown in red along Ralph McGill Boulevard have reached the end of their useful lifespan. These buildings will require demolition and removal.
- The health pavilion and wellness center in blue are temporarily occupied (by the former morgue and a temporary housing initiative, respectively). The buildings may be difficult to redevelop for other uses. The Wellness center has potential to continue to function as a community recreation center with some refurbishment.
- Buildings east of Boulevard are partially occupied and are the most recently constructed. However, the dated urban form and poor street presence of these buildings may make them difficult to market. Building 315 is currently leased, but not owned, by Wellstar Health Systems.
- The main hospital buildings, shown in green, are the most challenging to assess. The buildings are all over 50 years old and have been assembled in a piecemeal fashion over decades. The front façade of the original hospital building in the center of the complex may have some architectural value, but the original building has been deconstructed, renovated, and added onto over several decades. The westernmost tower, constructed in 1972, has a double hallway structure and shows the most potential for reuse.



4. Public and Stakeholder Engagement

Throughout the planning process, public engagement was conducted to solicit feedback and direction from stakeholders and community members. A stakeholder advisory group was created that included neighborhood organization leaders and community members that are actively involved in the neighborhood. Two stakeholder meetings were held over the course of the project. The first, on March 12th, asked stakeholders to identify the most important factors to consider as part of the project and gathered feedback on the types of development and improvements that might be deemed most appropriate for the site and fill a need within the community. The second meeting on April 25th provided stakeholders an opportunity to provide feedback on preliminary concept plans and project direction.



Figure 3A: Community Open House in March



Figure 4B: Community Open House in March

Community Open Houses were held on March 28th and May 1st to provide opportunities for the general public to share their vision and desires for the AMC site. Community members were invited to identify preferred uses and development types for the area and to provide feedback on the preliminary development and transportation concepts. The project team also held regular touchpoints with property owner, Wellstar, and City staff and Council Members throughout the planning process to gather additional context and information about the property and discuss site potential.

Throughout the engagement process Wellstar, area stakeholders, and the community were in general alignment regarding the preferred direction for redevelopment of the site. Key stakeholder desires for the site included:

- Strike a balance between creating a neighborhood destination and regional destination.
- Incorporate a diversity of housing products at a variety of price points to address a lack of 'missing middle' housing options and provide opportunities for home ownership.
- Include a mix of uses and focus on opportunities to include local retail, restaurants, and neighborhood serving businesses.
- Maintain some form of medical use on the site by incorporating health care services into the project where feasible.
- Incorporate strategies to keep the project moving forward as expeditiously as possible, avoid leaving vacant unutilized properties on the site for extended periods of time.



Case Studies

Stakeholders and community members were asked to consider other places with elements that they felt best characterized the types of uses, development patterns, character, and scale appropriate for the future of the Atlanta Medical Center site. This feedback was used to identify case studies for the site and represent a variety of development patterns and contexts that have been successful in the Atlanta or similar markets. Elements evaluated included development types, square footages, ratios between uses, floor area ratios and development densities, and average market prices per square foot.

Old Fourth Ward, The Krog District, and West Midtown/Interlock were identified as the most analogous developments within the region, as shown in Figure 5. Atlantic Station and Avalon were also evaluated, and may be useful comparisons, but are less consistent with the vision for and context of the AMC site. Summaries for the 5 case studies are shown in Figure 6.

Old Fourth Ward



The Krog District



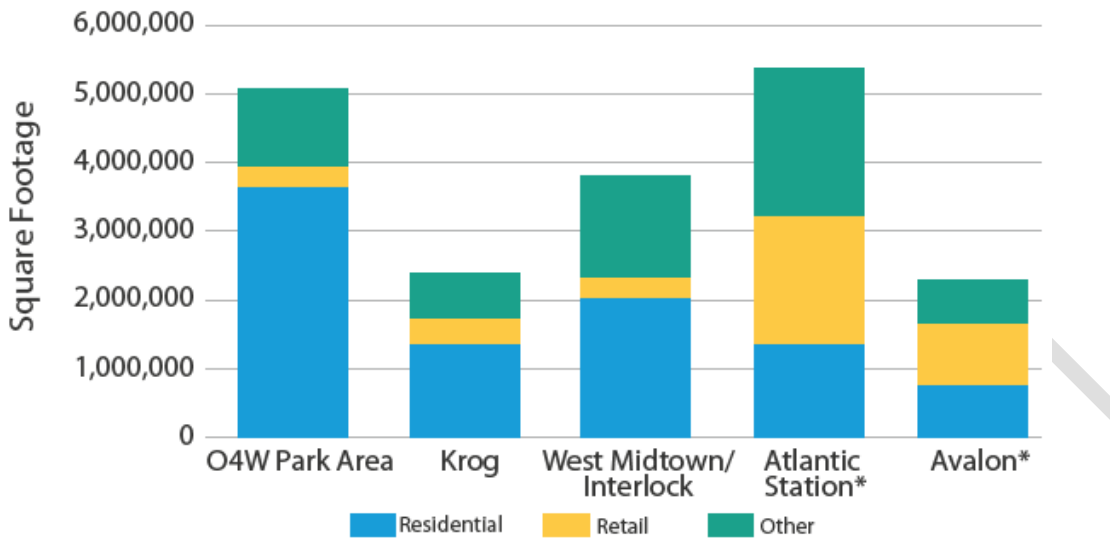
West Midtown / Interlock



Figure 5: Case Study Areas

WORKING





*Evaluated development for building densities rather than site composition/layout
 Figure 6: Square footages by land use type for case study areas

Findings from these case studies were used to develop a conceptual, planning-level development program for the Atlanta Medical Center Site. Market categories were classified into three main categories; residential, commercial/retail, and office/flex/institutional. The development program envisions a mix of residential with complimentary commercial/retail. Square footages (SF) for office/institutional include the former wellness center site and community-focused medical uses. The potential for additional office space is relatively limited in the current development environment. The development program estimates the following SF:

- Residential: 2.2 – 2.4 Million SF
- Commercial/Retail: 110K-120K SF
- Office/Flex/institutional: 190K-240K SF



5. Site Concept Plan

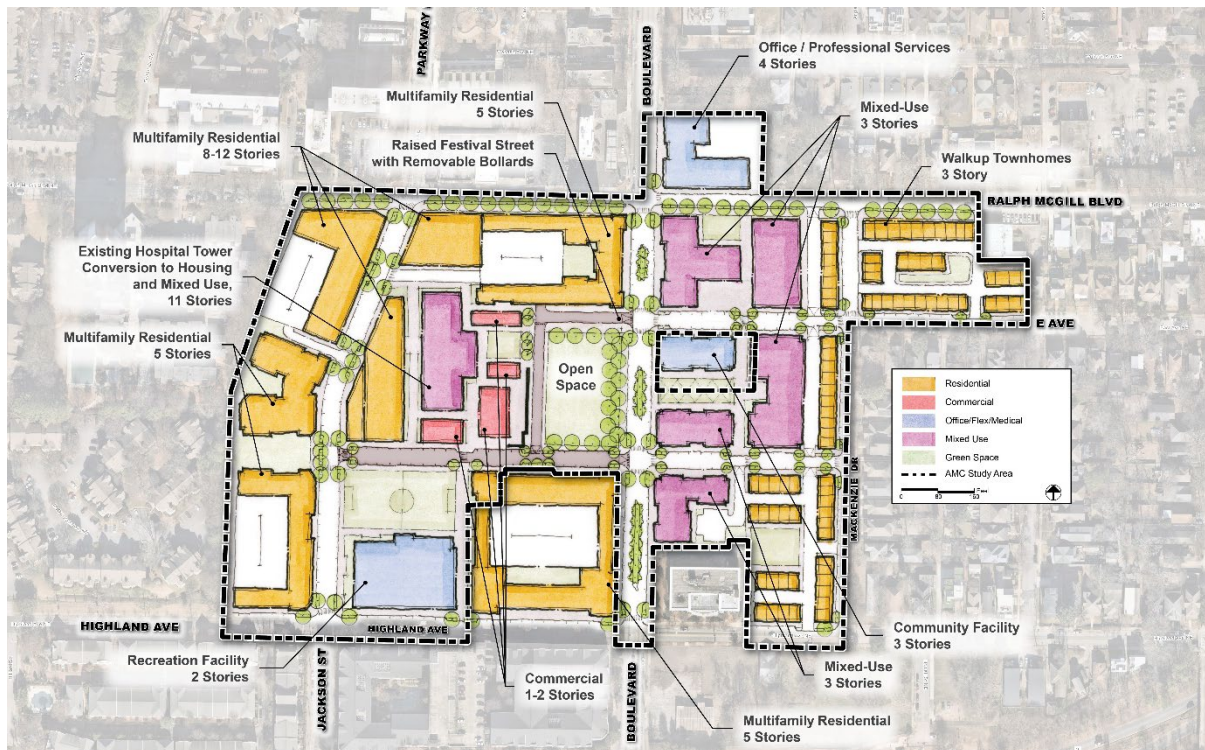


Figure 7: Conceptual Site Plan for Former AMC Site

The community process yielded a preferred development concept to illustrate how plan goals could be accomplished on the site and serve as a guide for future redevelopment. The site plan is oriented around a large central greenspace between Boulevard and the façade of the original Georgia Baptist Hospital building, which could be preserved as an artistic and architectural monument and an homage to the site’s history within the community.

Development intensity gradually increases from east to west, with walk-up lower scale housing creating a transitional buffer between existing single-family housing and the rest of the site. Commercial activity is centered along Boulevard in a walkable, village-style development pattern. Smaller residential buildings with ground floor commercial uses are integrated with a series of greenspaces and plazas that provide opportunities for vibrant public life. Medical offices and health facilities could be located in a new building on the northeast corner of Boulevard and Ralph McGill Boulevard, while the southeast corner of Boulevard and E Avenue provides space for a community facility such as a library or community center near the middle of the site.

Higher density residential development is located west of Boulevard, with five-over-one residential and public parking to the north and south of the central greenspace. The AMC’s west tower is reimaged as a residential tower with ground floor commercial spaces, and a series of one and two story commercial ‘jewel-box’ spaces at the base of the tower provide flexible spaces for restaurants or pop-up retail. The largest residential buildings are located north and west of the AMC tower along Parkway Drive and Ralph McGill; areas west of Parkway drive are already identified as High-Density Residential in Atlanta’s future land-use plan.



Key Features of the Concept Plan

- Potential preservation of the AMC west tower as housing, with commercial uses integrated into the ground floors. A future cost/benefit analysis will be required to better understand the potential for adaptive reuse compared with full replacement of the building.
- Preservation of the former wellness center/gym as a community recreation center
- Incorporation of higher-density housing along Parkway Drive to allow for greater variety in building massing across the site and low scale residential buffers adjacent to single family homes.
- Preservation of the original hospital’s Eastern Façade to anchor a large community green space.

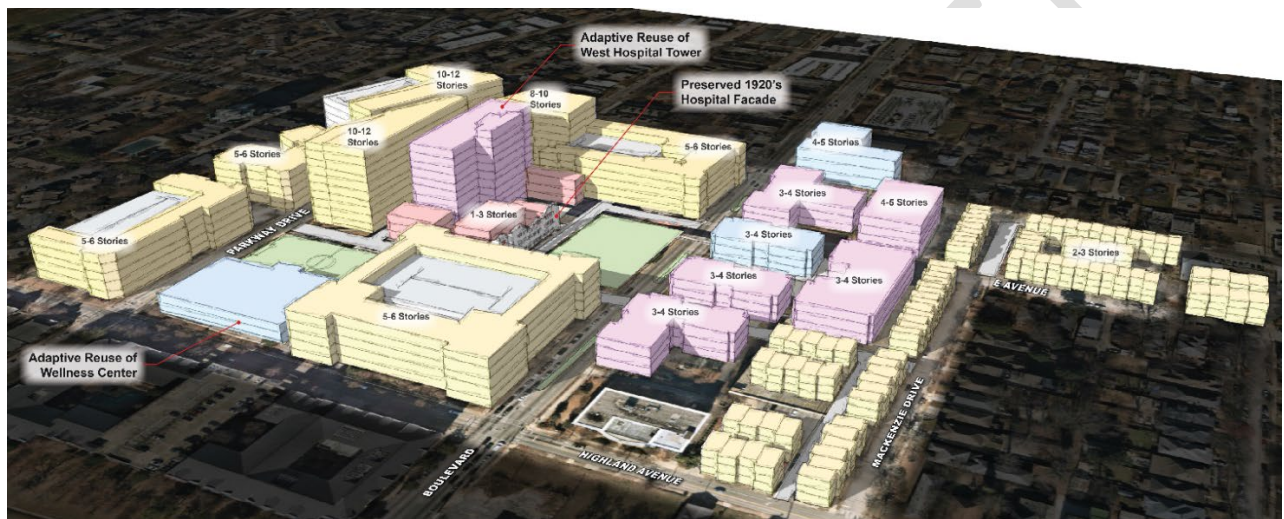


Figure 8A: Potential Massing

Precedent Imagery

The character of the site is intended to be walkable and pedestrian oriented, with distinct changes in massing and development intensity as one traversed the site from east to west. The following imagery represents the development character envisioned in each of the 4 character-areas outlined in Figure 8B.



Figure 9B: Proposed Character Areas





1. Transition Zone



Walkup Townhomes



Walkup Townhomes



Low-rise Apartments

2. Commercial Village



Residential over Commercial



Walkable Mixed-Use



Pedestrian Walkways



Local Commercial Spaces



Urban Green Spaces



Pedestrian Oriented Streets with Mixed-Use



Neighborhood Mixed-Use





3. Development Core façade



Preserved and Activated Facades



Original Baptist Hospital/AMC Façade



Mixed-Use with Neighborhood Grocery



Wrapped Mixed-Use Development

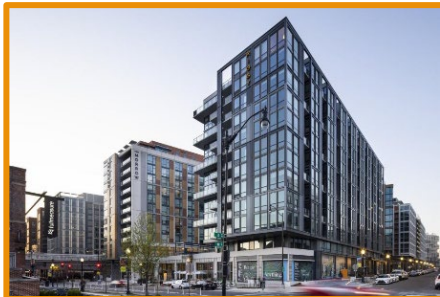


Adaptive Reuse of Historic Buildings



Walkable 'Jewel Box' Commercial

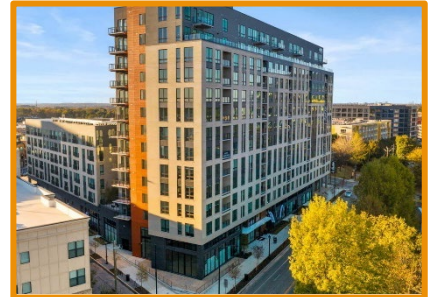
4. Midrise Residential



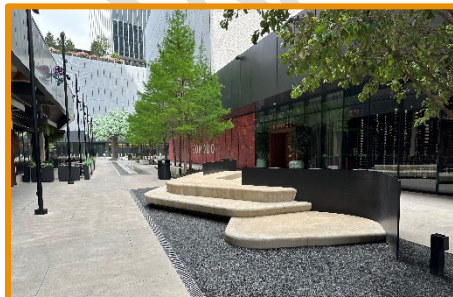
Midrise Residential / Mixed-Use



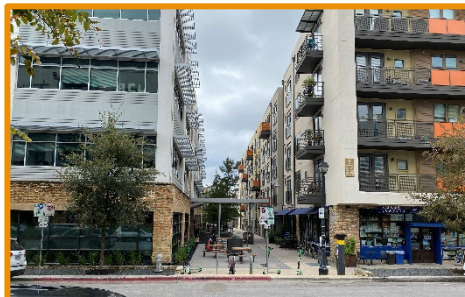
Wrapped Mixed-Use Development



Midrise Residential



Pedestrian Pocket Park



Public Space between Residential



6. Land Use and Regulatory Recommendations

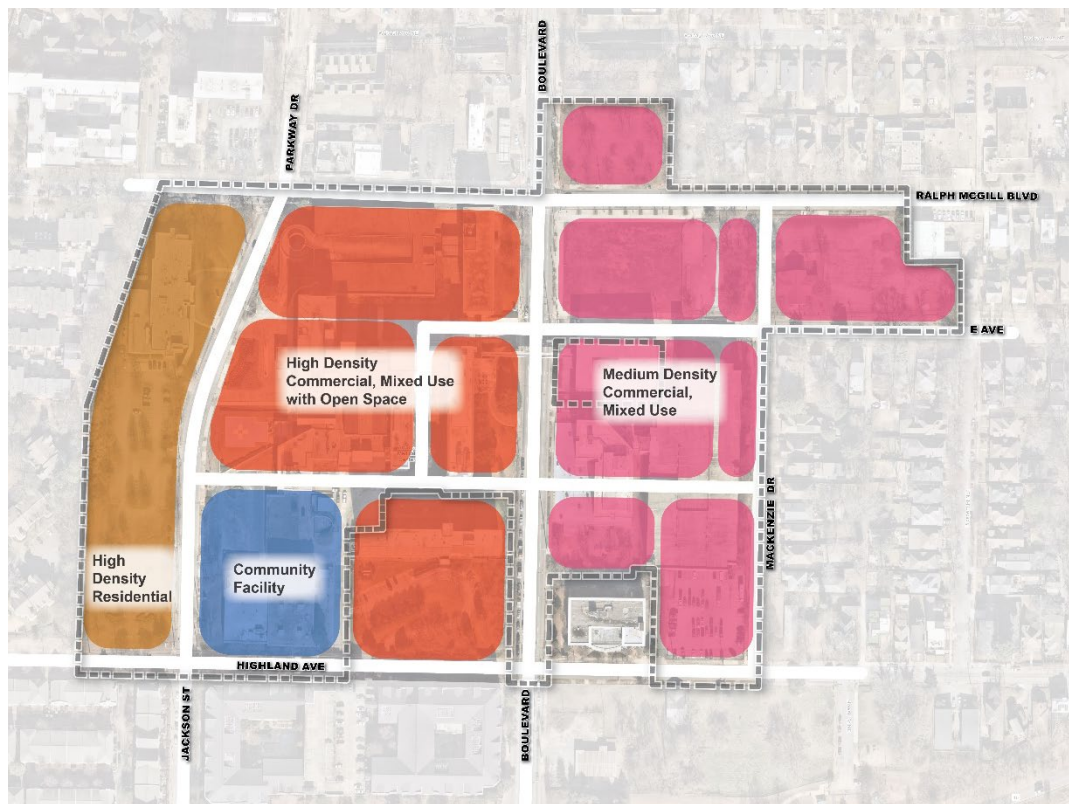


Figure 10: Proposed Future Land Use Changes

The City of Atlanta's Future Land Use Map categories identify appropriate development types for an area and support that development by governing allowable zoning categories. Changes to the land use designations within the project boundaries will be necessary to bring the AMC Small Area Plan vision to fruition and guide future redevelopment.

Future Land Use Maps Recommendations

- Parcels west of Parkway Drive are currently designated as future *High-Density Residential*, which is in alignment with the proposed plan.
- The current *Office/Institutional* designation for parcels east of East of Parkway Drive should be amended to categories that better reflect the plan vision as follows:
 - Inclusion of a *Community Facility* is an essential component of the site; this need could potentially be served by the existing AMC Wellness Center site.
 - Designate remaining parcels between Parkway Drive and Boulevard as *High-Density Commercial, Mixed Use* to support a mix of high-intensity commercial and residential uses.
 - Require a large community green space as part of the High-Density development area.
 - Designate parcels west of Boulevard as *Medium-Density Commercial, Mixed-Use* to support the mix of uses and medium densities identified in the plan, as well as walk-up townhomes as a buffer to existing single-family neighborhoods.



Zoning on the site is currently a mix of various commercial designations that include C-1-C, C-1, C-2 and C-4, which may allow for many of the uses identified in this plan. However, the City of Atlanta is currently in the process of updating its zoning and land-use designations. The land use and zoning designations in the project area should be reevaluated both during and following the conclusion of this process to ensure that designations for parcels on this site support successful implementation of the Plan.

Regulatory Recommendations

- The City should explore the possibility of expanding the BeltLine Overlay from areas west of Boulevard to include the entire site. While the Overlay relies heavily on underlying zoning and is not overly specific with regard to uses and massing, it does eliminate parking minimums. It also prohibits some limited uses that are incongruent with a strong pedestrian realm, such as drive throughs, fuel stations, and motor vehicle related services. However, the overlay does place some limitations on the demolition of structures over 50 years old that could create obstacles for substantial redevelopment, so demolition of desired buildings before the overlay extension is recommended.
- Incorporate strategies to promote construction of for-sale units as part of the development plan to create avenues for long-term household wealth-building in the community, as affordable, for-sale units were strongly desired and advocated for by project stakeholders
 - Consider single-family townhome units that are for sale on the eastern edge of the site.
 - Require that some apartments are constructed to the same building standards as condominiums to facilitate the future sale of individual units to foster home ownership.
- Identify and implement mechanisms to support affordable housing elements as part of the development. Strategies could include:
 - Extension of the BeltLine Overlay to require 25% of units be designated as affordable, with 15% of units set at 80% AMI and 10% of units set at 60% AMI
 - Consider the creation or utilization of a Public Land Trust with privately held townhomes or condominiums to create permanently affordable housing.



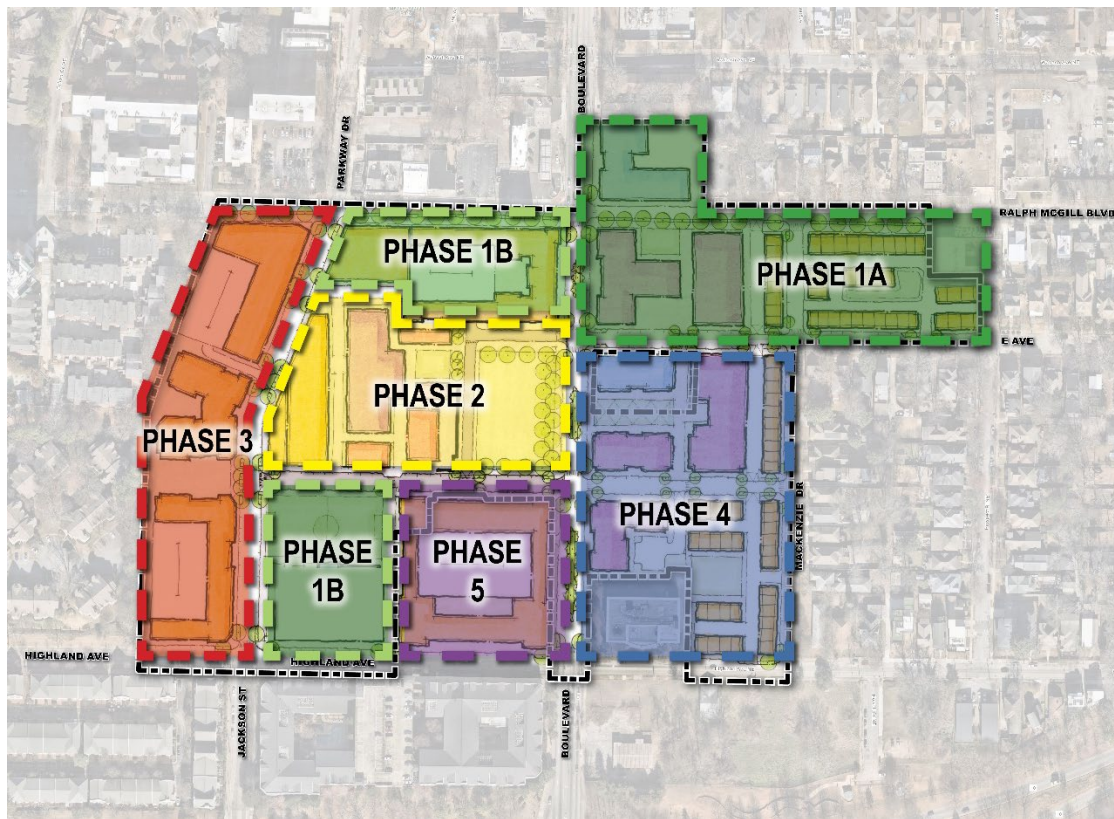


Figure 11: Preliminary phasing concept

A preliminary phasing concept was created for redevelopment based on both existing site conditions and the site concept plan. Recommendations include:

Phasing

- *Phase 1A* – The lots in this phase sit at the intersection of Boulevard and Ralph McGill and are largely vacant, and thus have the lowest up-front costs to prepare them for redevelopment.
- *Phase 1B* – The refurbishment of the former wellness center, as well as redevelopment of the condemned parking structure and building along Ralph McGill, would complement Phase 1A.
- *Phase 2* - This area comprises the bulk of the original hospital site and the core of the redevelopment area, which may require a greater degree of remediation.
- *Phase 3* – The parcels west of Parkway Drive are mostly surface parking, with a single building that may require removal.
- *Phase 4* – The parking deck could continue to function to support parking needs on site until the rest of the project is built out. Because the current office buildings are partially occupied and still relatively functional, this area could continue to operate until the rest of the site is redeveloped.
- *Phase 5* – This property is not currently part of the AMC campus, but the existing building is the former nursing dormitory for Georgia Baptist Hospital. The current structure is in poor condition and may be suitable for inclusion as a final phase of the project.



7. Greenspace Networks

Integration of public space throughout the site is a key component of the plan. The Old Fourth Ward Neighborhood has many parks and community spaces distributed throughout the fabric of the neighborhood, a pattern which should be continued on the AMC site. The site itself is only a few blocks from several marquee greenspaces, including Central Park to the north, Old Fourth Ward Park to the East, and Freedom Parkway to the south and east. While the detailed component of the proposed greenspace network are subject to change, redevelopment of the site should seek to include a central gathering space, a historical component that recognizes the site's history, and a series of connected green spaces that facilitate pedestrian connectivity throughout the site.

Key Components of the Potential Greenspace Network:

- A large central greenspace where the lawn of the original 1923 hospital building stood to provide flexible space for community events.
- Potential preservation of the front façade of the original hospital as a cultural and historic landmark, with historic markers highlighting the history of the site
- A multi-use field adjacent to the former AMC Wellness Center.
- A small plaza adjacent to the AMC Hospital's west tower to provide a smaller programmable space.
- A series of public spaces integrated into the mixed-use development along the east side of Boulevard to provide opportunities for public life to occur.

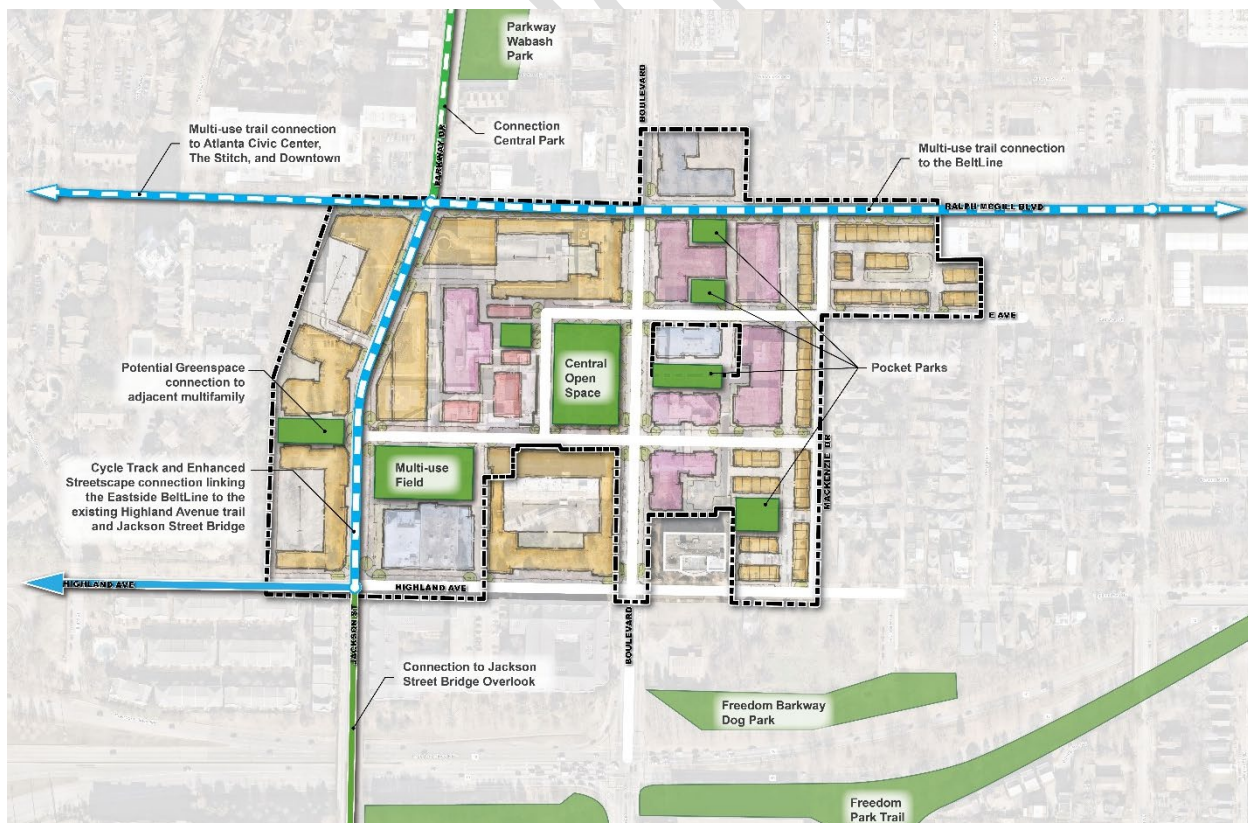


Figure 12: Proposed Green Space Network

8. Connectivity

Several multimodal improvements have been identified in the Atlanta Transportation Plan, One Atlanta Strategic Transportation Plan, Connect Atlanta Plan (including the Phase 1.0 and Phase 2.0 supplements), and Monroe/Boulevard Complete Street Projects, which are shown below in Figure 6. These projects are intended to build upon existing transportation assets in the area, including Freedom Park Trail and Jackson Street bicycle lanes to the south and the Highland Avenue Multi-use trail to the west. Because these recommended improvements are parts of several different plans, it is imperative that the City of Atlanta identify a unified platform to track and coordinate the different recommendations for long-term success.

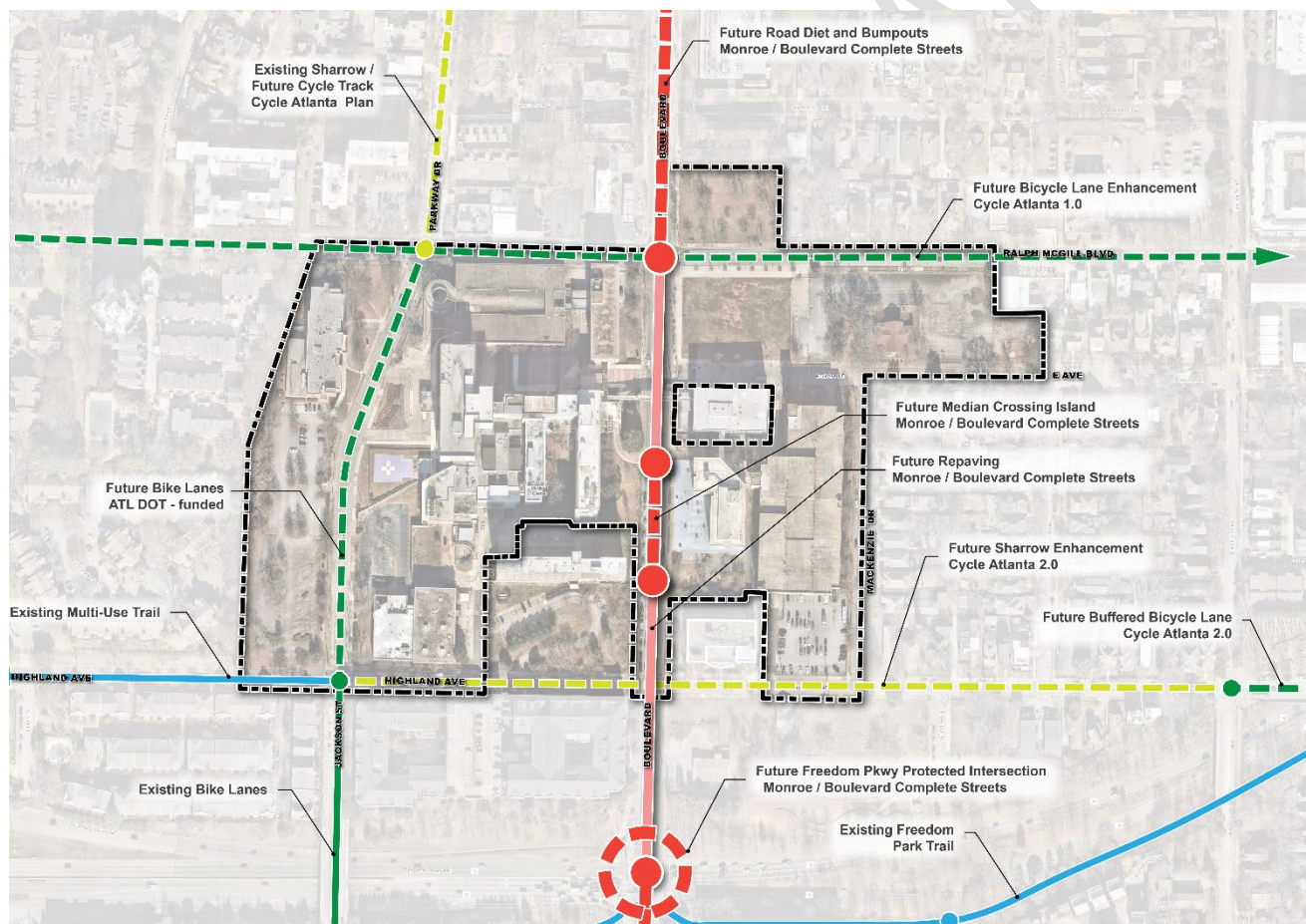


Figure 13: Existing Multimodal Transportation Plans

This Plan envisions the AMC site as a connected, walkable area that is integrated into surrounding neighborhood areas. The plan identifies a series of recommendations for new street connections and multimodal enhancements to support the development of walkable neighborhood with a strong public realm. Some of these recommendations are revisions to previously planned projects, while others are new or reimagined connections.

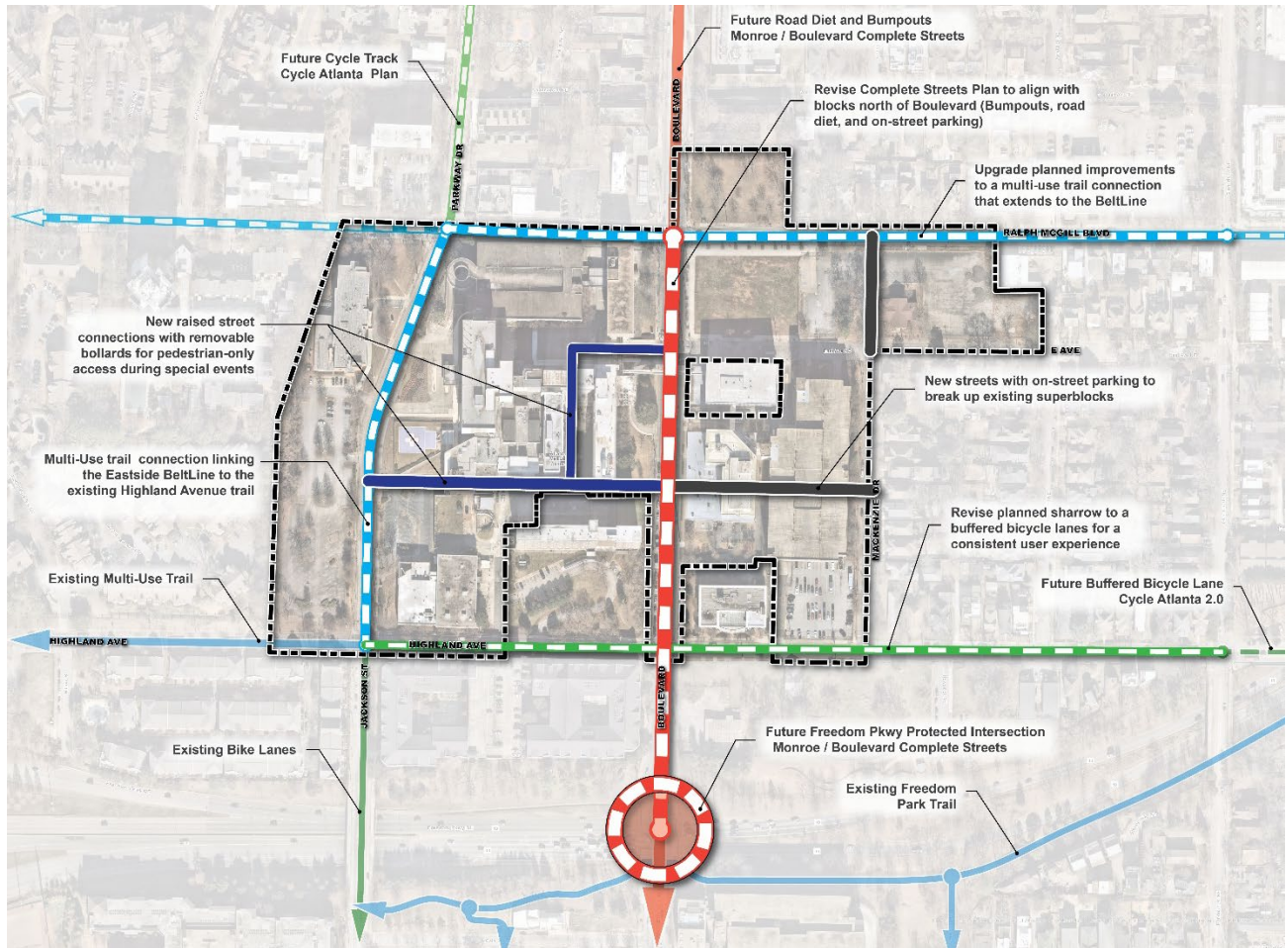


Figure 14: Recommended changes to Multimodal Transportation Plans

Connectivity Recommendations

- **New Street Connections** - incorporate the street typologies identified in the Connect Atlanta Plan’s Street Design Guide and the City’s Vision Zero Action Plan and include narrower lane widths, parking lanes, and bulbouts at intersections to reduce crossing times.
 - *Mackenzie Drive* – extend the existing street north to Ralph McGill Boulevard
 - *Fortune Place Connection* – create a new street to break up the large blocks on the southern half of the AMC site.
 - *E Avenue* – extend the street through the Boulevard intersection and turn south to create a loop around the new public greenspace.
 - Ramp E avenue and the Fortune Place Connection up to be flush with sidewalks and incorporate safety bollards to allow for street closures between Parkway Drive and Boulevard for special events
- **Multimodal Enhancements** -
 - *Boulevard* – the current complete street plan was developed at a time when the hospital was still active, and therefore includes minimal improvements in the blocks between



Ralph McGill Boulevard and Highland Avenue. This segment of Boulevard should be redesigned to continue the improvements planned north of the Ralph McGill intersection, including a road diet, bulbouts, and on-street parking. This enhancement should also include an evaluation of the planned improvements at the intersection with Freedom Parkway to see if additional pedestrian safety enhancements can be incorporated to improve connectivity to Freedom Park Trail.

- *Ralph McGill Boulevard* – Revise the previously planned bike lanes to create a 15'-0' 'Eastside Beltline Connector' trail extension that extends east to the BeltLine Trail. This link would enhance safety and provide improved connectivity to Freedom Park, Historic Fourth Ward Park, and development along the BeltLine Corridor. Future extensions of the trail to the west could one day connect the AMC area to the Atlanta Civic Center, the future Stitch over the connector, downtown, and eventually the Westside BeltLine Connector Trail. This trail link could also extend the development momentum created by the BeltLine to increase the site's desirability for potential development partners.
- *Parkway Drive* – Create a multimodal trail connection linking the proposed Ralph McGill Trail to the Highland Avenue Trail to create a continuous pedestrian and bicycle route from the East Side Beltline to Centennial Olympic Park and the Westside BeltLine Connector Trail.
- *Highland Avenue* – Revise plans for a sharrows lane between the Parkway Drive intersection and the bridge over Freedom Parkway to either continue the multiuse trail to the west, or continue the proposed on-street bike lanes on the bridge. Reducing changes in conditions will improve safety and enhance the user experience.



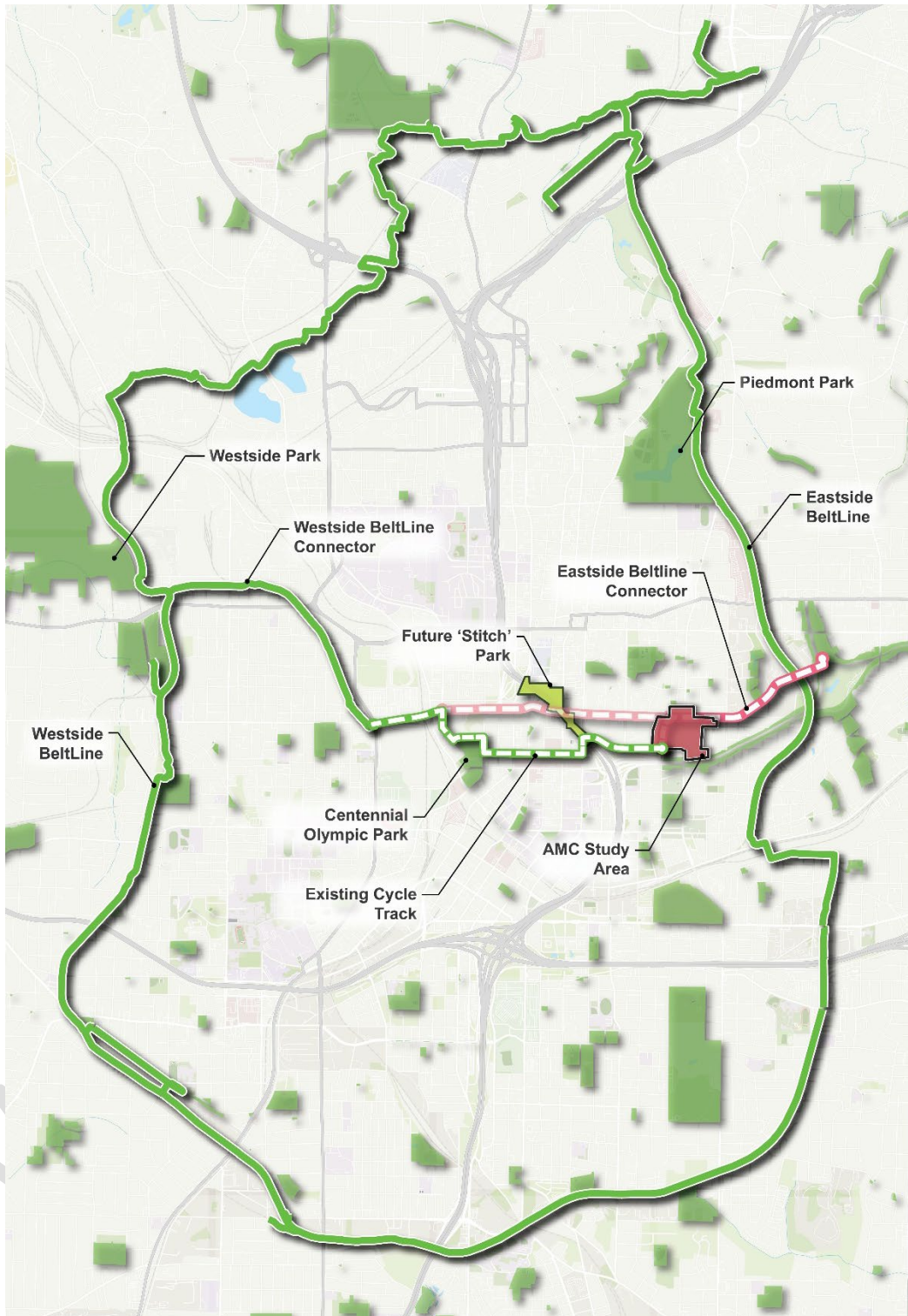


Figure 15: Potential Mobility Improvements created by a Ralph McGill Boulevard and Parkway Drive Trail Extension



9. Partnerships

Strong partnerships will be critical to facilitate successful implementation of this plan and redevelopment of the site into a new community center and destination. The AMC property will require extensive site work and demolition prior to new development, with costs in excess of an estimated \$20-25 million just to remove existing structures. While the site is desirable and sits adjacent to numerous community assets, the high demolition costs may require some level of incentive from the City for redevelopment to be financially viable. In exchange, the City may require specific community improvements be funded as part of the site's redevelopment. The City should be flexible in its approach to structuring incentives and requirements to facilitate redevelopment.

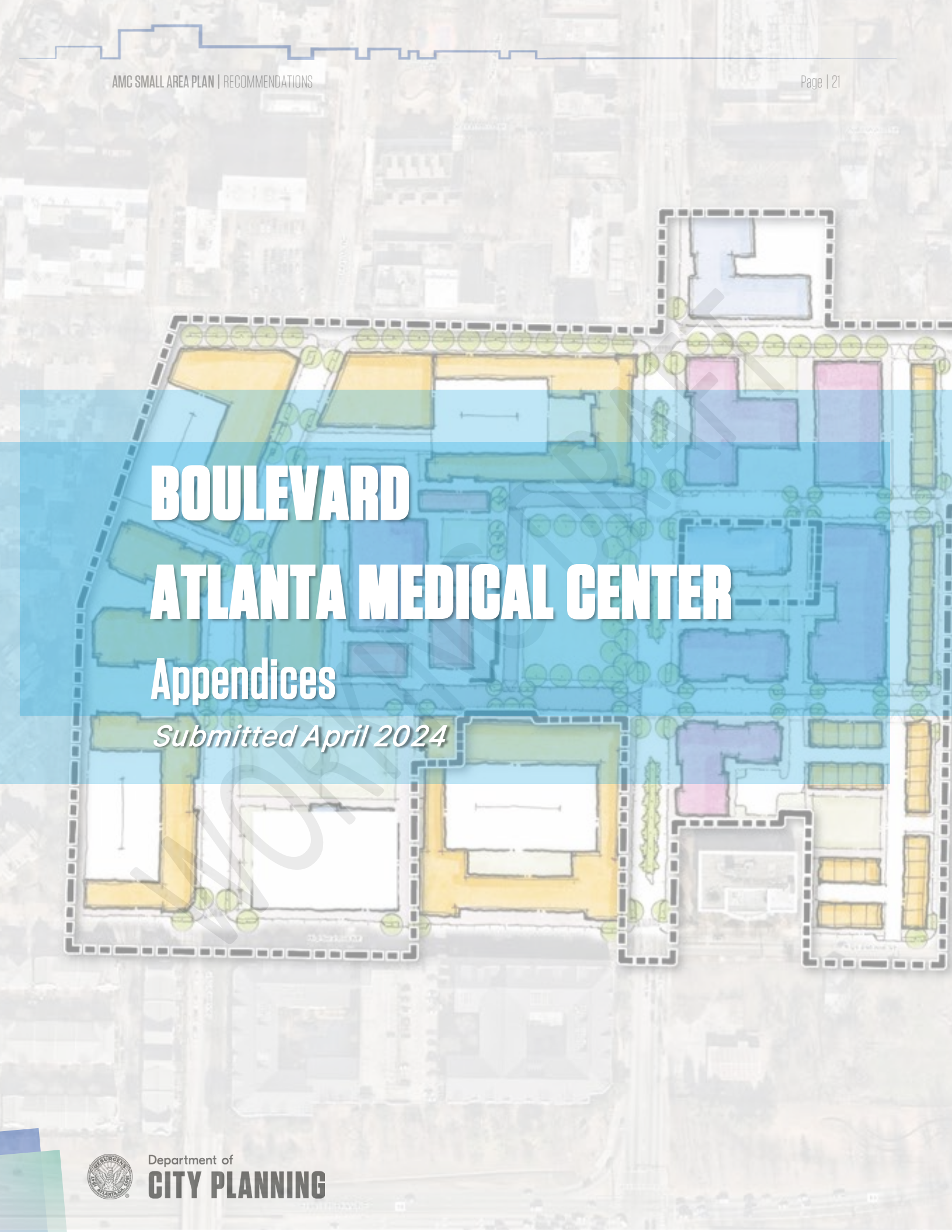
Approaches the City could take include:

- Providing public assistance with demolition costs in exchange for construction of community improvements such as the Boulevard Complete Streets Project, public spaces, a Multiuse trail on Ralph McGill, or other multimodal improvements
- Providing subsidization for housing components in exchange for inclusion of affordable units
- Phasing improvements to incrementally develop the site, starting with parcels along Ralph McGill Boulevard and West of Parkway Drive, contingent upon development benchmarks or affordable housing targets being met

Potential Partners

- Wellstar
- Atlanta Inc
- Atlanta Beltline Inc
- Local Neighborhood and Business District Organizations
- Atlanta City Departments including the Departments of Transportation, Public Works, Housing, City Planning, and the Mayor's Office
- Fulton County Development Authority
- GDOT
- MARTA





BOULEVARD ATLANTA MEDICAL CENTER

Appendices

Submitted April 2024



Appendix A: Existing Conditions Full Report

1. Background

The Atlanta Medical Center has been an important community cornerstone since the 1920s. In October 2022, Wellstar permanently closed the Atlanta Medical Center (AMC) in the Old Fourth Ward neighborhood at Boulevard NE and Ralph McGill Boulevard NE. To ensure the site's future is carefully considered, a development moratorium was passed prohibiting redevelopment of the AMC site, which was subsequently extended from November 2023 to May 2024, and then again from May until November of 2024. The City is developing a Small Area Plan for a 45-acre study area encompassing the former AMC properties, with the aim of determining the best future course of action for the site.

Phase 1 of the project began with background research and an initial analysis of the area. An examination of previously adopted plans, existing conditions, and development trends provided a comprehensive foundation to understand the existing AMC site and its surroundings. This was supplemented with a site tour and meetings with various stakeholders and neighborhood representatives to gather insights about the properties and establish an initial direction for the plan and public engagement.

2. Goals and Objectives

The former AMC property's large geographic footprint and location in the heart of O4W present an opportunity for catalytic transformational change that shapes the neighborhood long term trajectory. The primary goal of this plan is to create a roadmap for the future of the AMC Property. Specific objectives include:

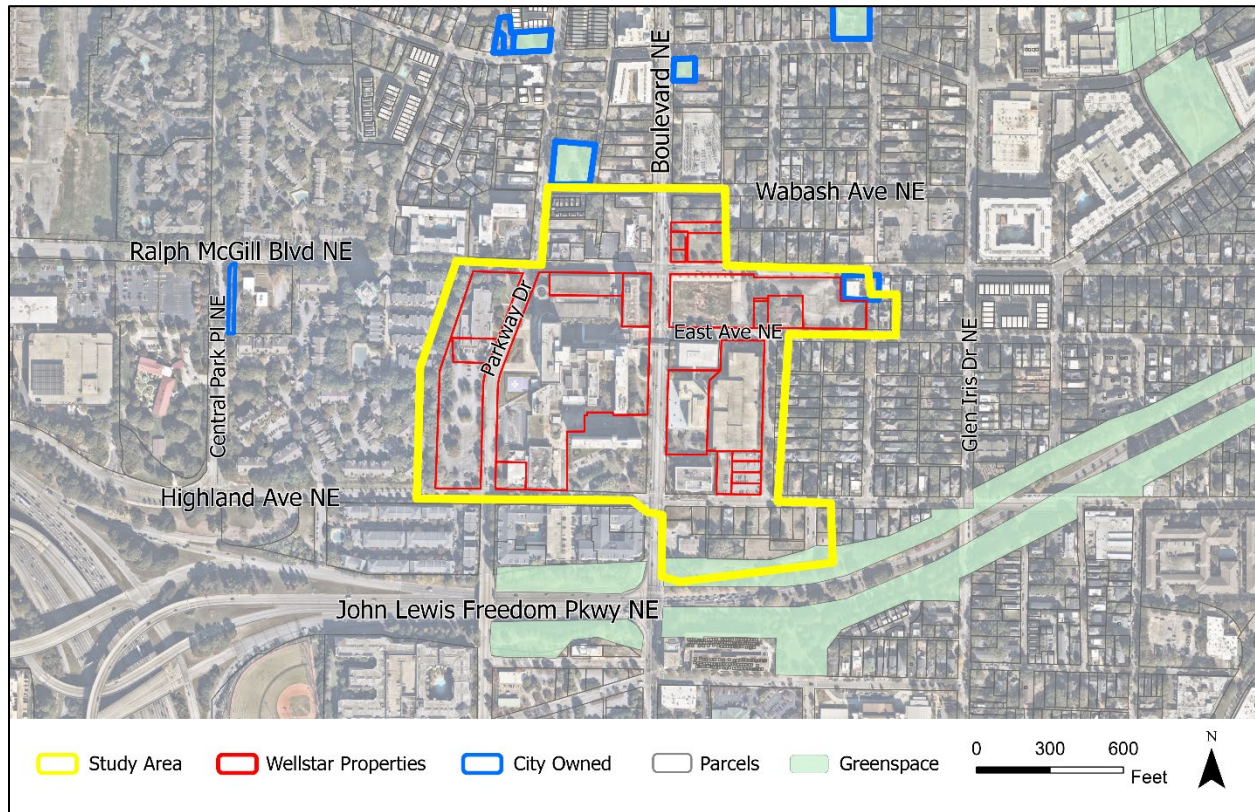
- Identify potential uses that are both desirable and achievable
- Create a vision reflective of the aspirations of the community
- Develop recommendations for the AMC site that include
 - Specific uses
 - Urban design and physical space recommendations
 - Partnership opportunities
- Craft a plan for adoption by City Council

3. Study Area Boundaries

The selected study area is bounded by Mackenzie Drive NE to the east, Jackson Street NE/Parkway Drive to the west, Highland Avenue NE to the south, and Ralph McGill Boulevard NE to the north as shown in Figure 1. Within the 45-acre study area, the parcels owned by Wellstar encompass 23 acres. The study area is located in Neighborhood Planning Unit M, falling within the boundaries of the Fourth Ward West and Fourth Ward Alliance neighborhood organizations and overlapping Council Districts 2 and 5.



Figure 1: Study Area



4. Historical Context

AMC was originally founded as the Tabernacle Baptist Infirmary in downtown Atlanta along Luckie Street in 1901. The infirmary was purchased by the Georgia Baptist Convention in 1913 and renamed as Georgia Baptist Hospital. In 1917, the Great Fire decimated the Boulevard area, spreading from Decatur Street north to Ponce De Leon Avenue and displacing 12,000 people. Following the fire, the Georgia Baptist Hospital relocated to its current location in O4W. The Hospital became the first new community institution in the neighborhood and an anchor around which new apartment developed, while serving the community for an extended period. Figure 2 shows the hospital during the 1950s and the development that was built in its vicinity.

Figure 2: Georgia Baptist Hospital in 1957



The construction of the interstate system in the 1960s created a barrier between the neighborhood and downtown. This, coupled with subsequent suburbanization, resulted in a population decline from 21,000 in 1960 to just 7,000 in 1980. Starting in the 1970s, Wingate bought numerous properties along Boulevard and converted them to project based, section 8 affordable housing. Wingate is currently the largest property owner in Old Fourth Ward, illustrated in Figure 3. Wingate works with the Department of Housing and Urban Development (HUD) and continues to build and refurbish affordable apartment units along the Boulevard corridor. Additionally, over the last few decades, Tenet Healthcare purchased Georgia Baptist Hospital in 1997 and changed it to Atlanta Medical Center (AMC), and in 2016, AMC was sold to Wellstar. Unfortunately, Wellstar was unable to secure partners and other sources to support AMC's infrastructure and finances and closed AMC in November 2022. New development at the AMC property will need to consider the context of the surrounding area, as Boulevard may continue to have high levels of income disparities for the foreseeable future.

Figure 3: Wingate Owned Properties



5. Existing Plans

A review of planning documents governing the study area and greater O4W included the City of Atlanta’s Comprehensive Plan Development (2021), the Downtown Atlanta Master Plan (2017), and the Old Fourth Ward Master Plan (2008). These plans provided valuable information about current and future planning efforts in the Boulevard study area and the vision for the area created by the community.

Plan A: City of Atlanta’s Comprehensive Plan Development (2021)

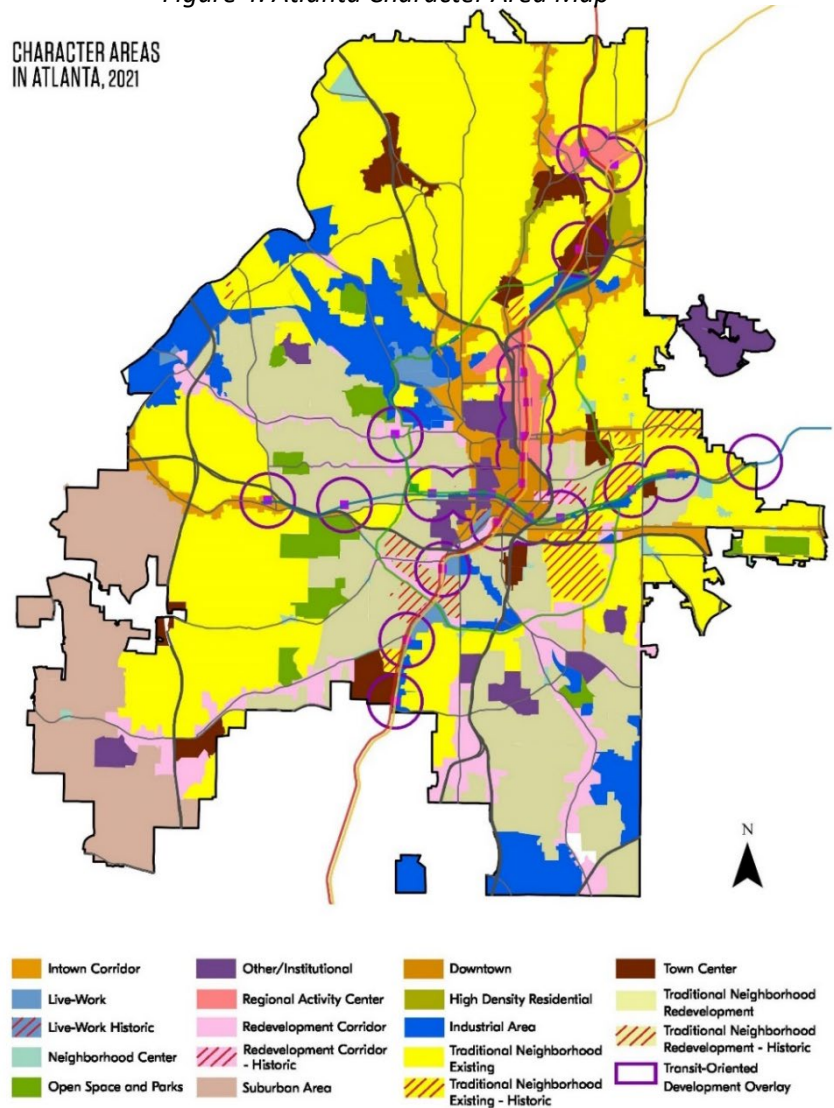
Plan A, the City of Atlanta’s comprehensive plan development, is a 5-year update to the 2016 Comprehensive Development Plan. Many of the goals, policies, and actions in this plan have been updated to include planning work that has occurred since 2016, including the Atlanta City Design, which was adopted into the City Charter in 2017.

The plan identifies a variety of character areas across the city, based on shared land-use characteristics and development conditions, shown in Figure 4. Parts of the study area fall within 2 designations: *Traditional Neighborhood Redevelopment* and *Redevelopment corridor*.

Areas directly fronting Boulevard NE fall within *Redevelopment Corridor*, described as major streets connecting the city and stitching together neighborhoods, with a mix of commercial businesses, anchor institutions, civic buildings, and residential development. With better design, these corridors can serve as main streets that accommodate growth and provide for vibrant public life.

The remainder of area falls within *Traditional Neighborhood Redevelopment*, described as residential neighborhoods where much of the original housing stock remains, but there are numerous deteriorating conditions, neglected properties, and disinvestment, indicating redevelopment is necessary. This designation should be revisited, as it may no longer be appropriate following the widespread redevelopment and gentrification that has occurred in recent years.

Figure 4: Atlanta Character Area Map



Downtown Master Plan (2017)

The Downtown Atlanta Master Plan was created as a blueprint for growth and change occurring to downtown over the next fifteen years. In the northeast quadrant of downtown’s boundaries (Figure 5), a portion of the Old Fourth Ward neighborhood is included. One component of the plan involved talking with Downtown neighbors about the deficiencies they see within the neighborhoods, and the identified needs for Old Fourth Ward consisted of more affordable housing, more greenery and active open space, more services and retail for residents, and better connections to Downtown.

Figure 5: Downtown Atlanta Master Plan Study Area



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Old Fourth Ward Master Plan (2008)

The Old Fourth Ward Master Plan provided the most detailed recommendations for the Boulevard study area, but it is also the most outdated, having been last updated in 2008. The plan evaluated existing land uses and historic resources and identified recommended land uses, summarized in Table 1. Figures 6 to 10 display the illustrative master plan, transportation projects, recommended retail framework, recommended maximum building heights, and recommended public space framework. This Plan is a useful starting point for the development of recommendations for the AMC study area. However, the original plans contained limited recommendations on the AMC properties, and many of the recommendations in the original plan may now be outdated as conditions in the neighborhood have changed. For example, Highland Avenue now has a multi-use path from Central Park Place NE to Parkway Drive NE, while the proposed new streets grid layout in the area bounded by Central Park Place NE, Ralph McGill Boulevard NE, and Highland Avenue NE was never constructed. The main recommendations for the Boulevard study area in the master plan include:

	Acreage
Existing Park	25.1
Proposed New Park	64.7
Industrial	2.6
High Density Commercial	17.8
Mixed-Use 1-4 Stories	34.6
Mixed-Use 5-9 Stories	76.1
Mixed-Use 10+ Stories	47.7
Office/Institutional	29.0
Residential 1-4 Stories	51.0
Residential 5-9 Stories	85.7
Residential 10+ Stories	47.8
Single-Family	126.5
Community Facility	10.2
Total:	608.6

Table 1: Proposed Land Use Summary

- Encouraging catalytic redevelopment along the Boulevard Corridor
- Reestablishing broken connections across Freedom parkway
- Installing new gateway markets along Ralph McGill Boulevard at Boulevard NE and Boulevard NE at Freedom Parkway
- Revitalizing Boulevard NE, Highland Avenue, and Ralph McGill Boulevard through streetscape projects or installation of medians and bicycle lanes
- Implementing BeltLine Transit



Figure 6: Illustrative Master Plan

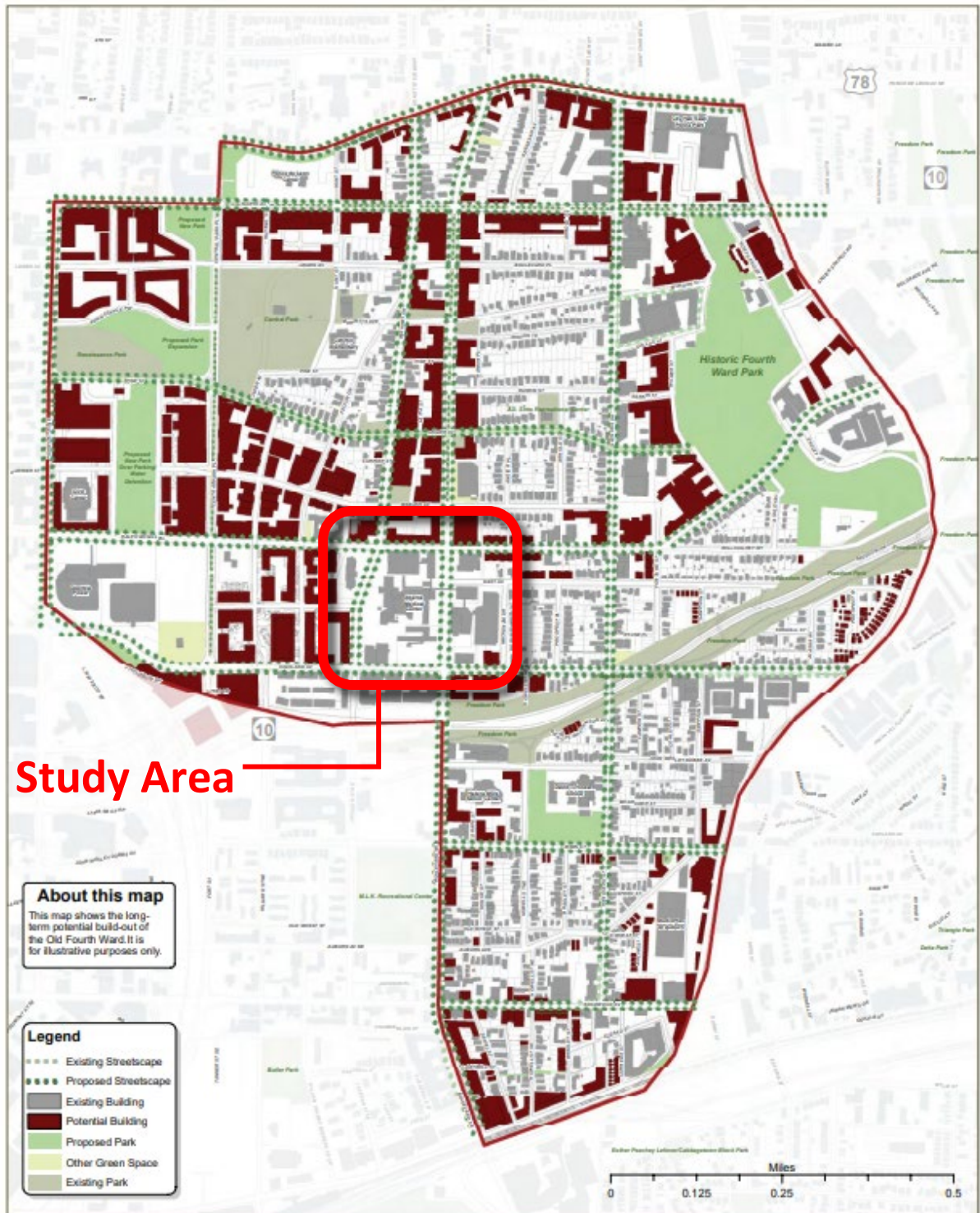


Figure 7: Transportation Projects

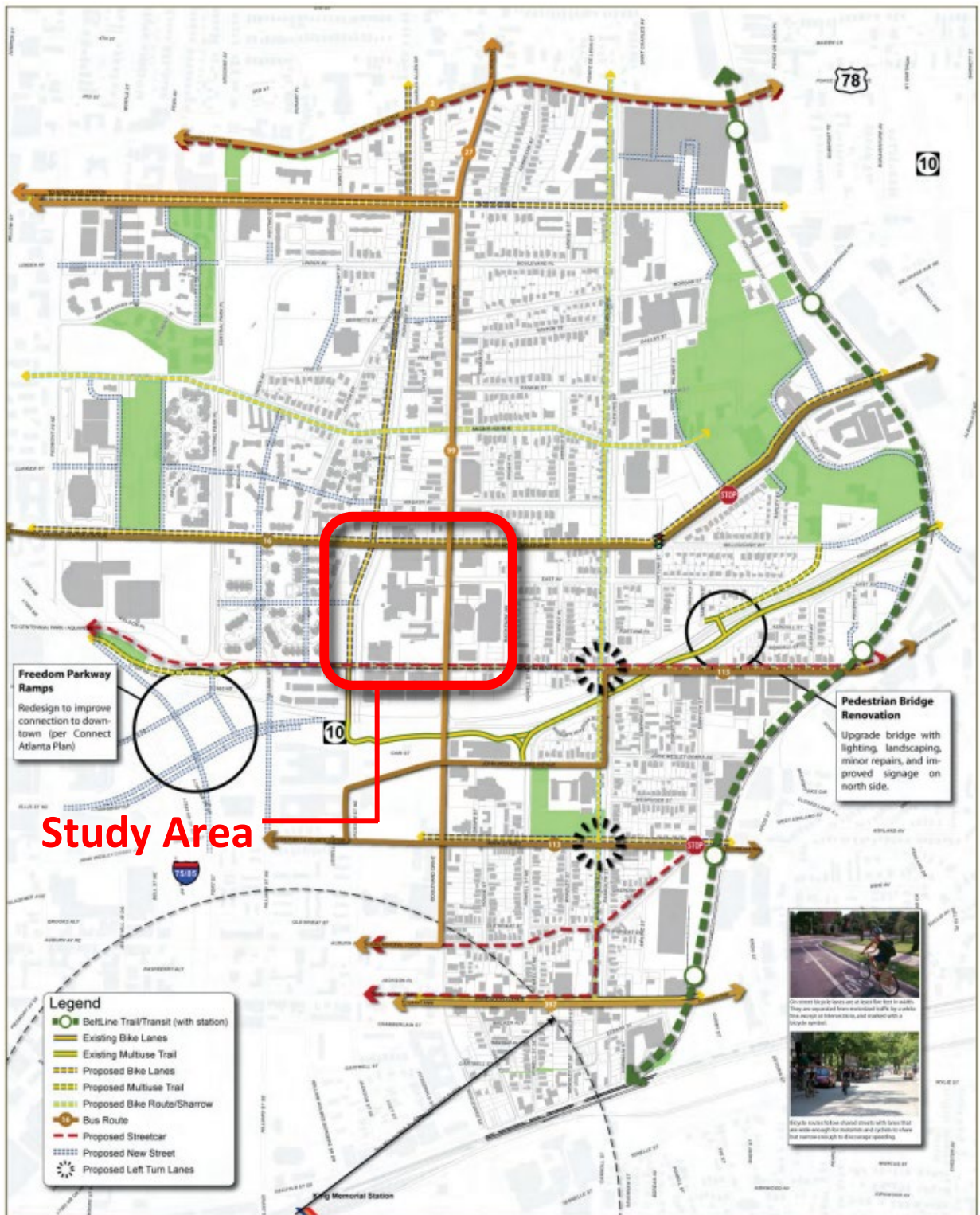


Figure 8: Recommended Retail Framework

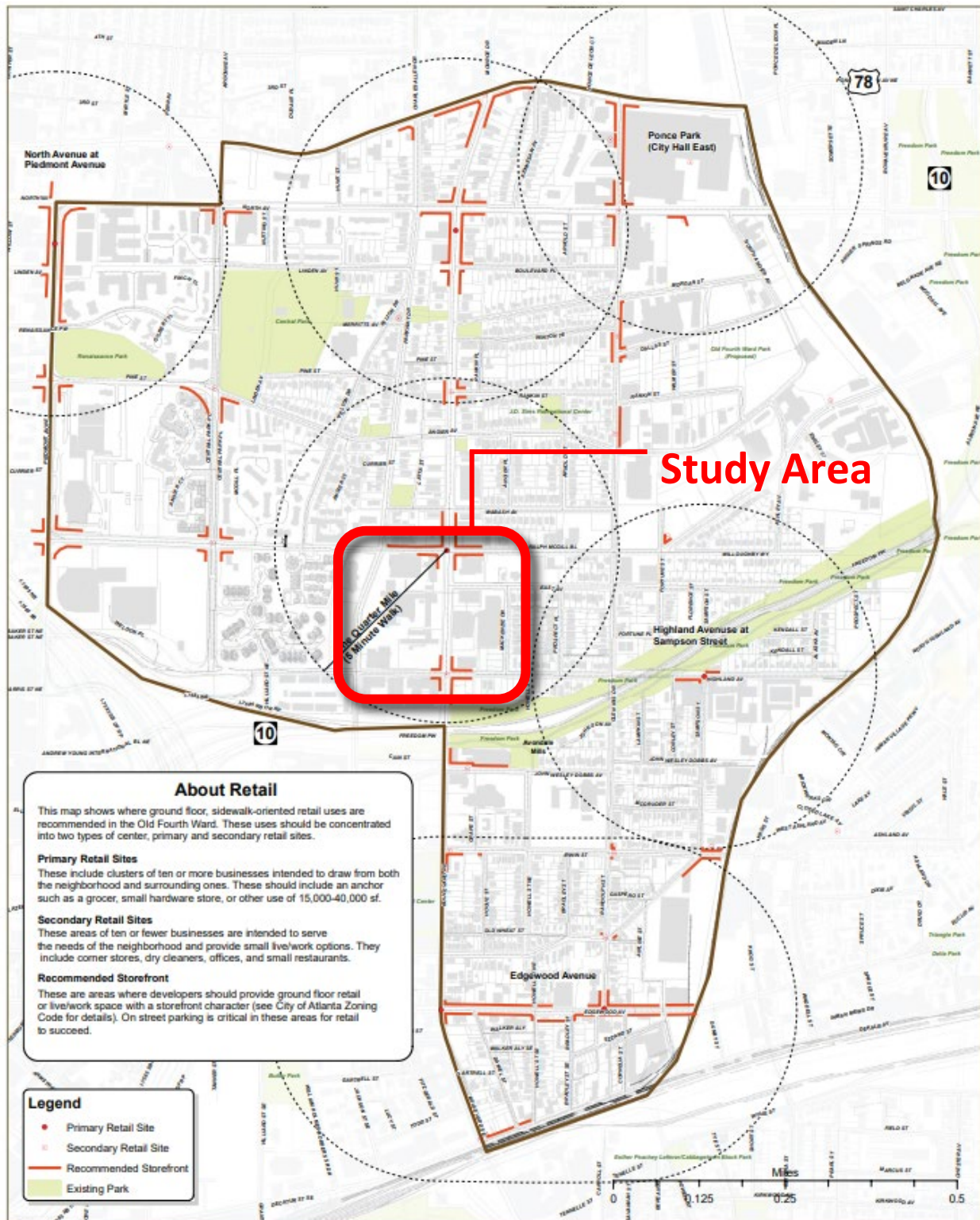


Figure 9: Recommended Maximum Building Heights

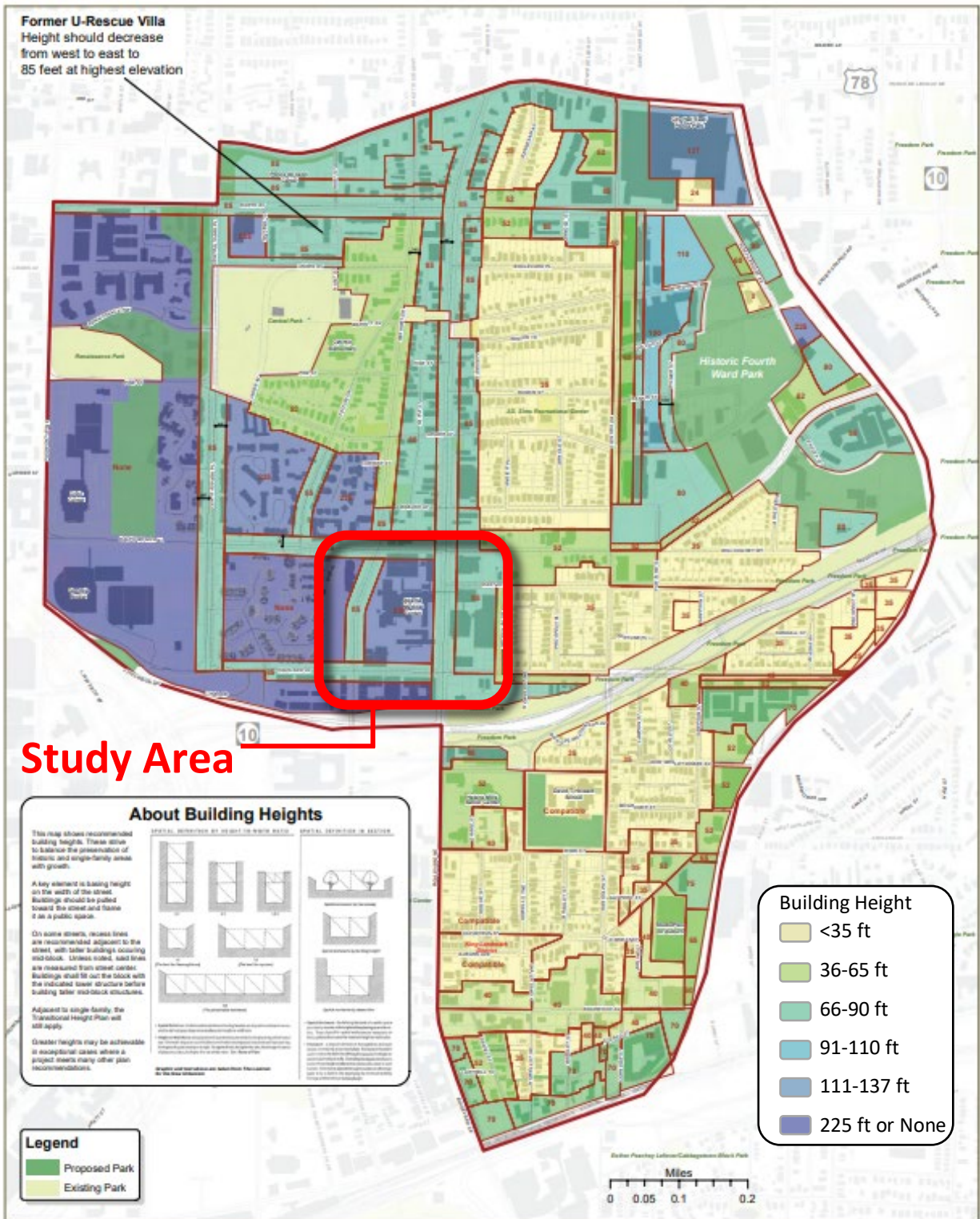
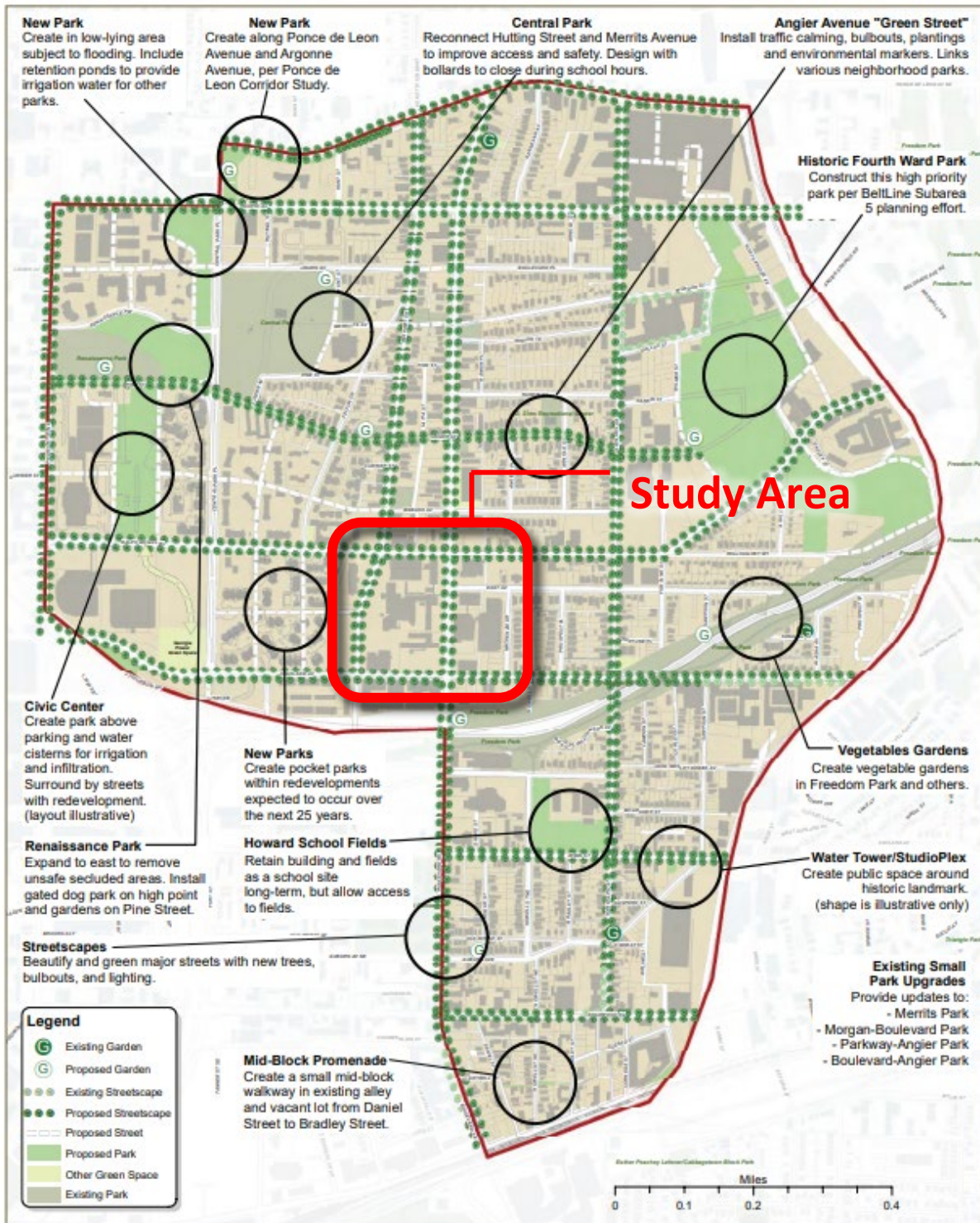


Figure 10: Recommended Public Space Framework



6. Market Demographics

A market area was established for the AMC study area, shown in Figure 11, and 2023 data was gathered from ESRI for market demographics in the area to provide information on characteristics and target audience.

Figure 11: Market Area

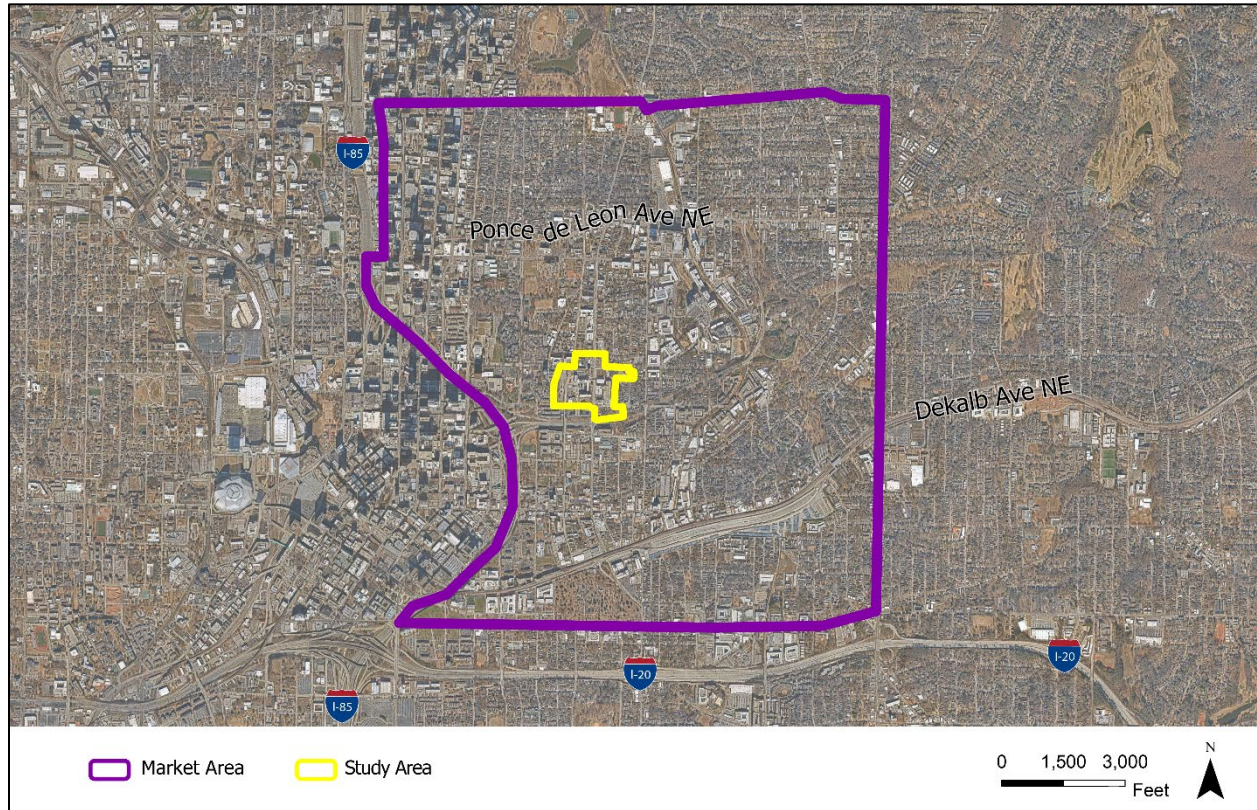


Figure 12 shows that the largest racial group in the market area is White (56.7%) followed by Black (23.5%). The largest age group is 25-34 at 30.3%, compared to those 55 and up, who make up only a small percentage of the overall population (Figure 13). 21.3% of households have an income between \$100,000 and \$149,000, and 17.6% have incomes of \$200,000 or more (Figure 14). The primary mode of travel to work for ages 16 and older is driving alone (55.2%). Public transportation and walking are tied for the second most common at 6.1%. A higher proportion of residents in the market area are white than in the rest of the City,

The market area has a higher percentage of white residents and households with incomes over \$200,000 than the rest of the City of Atlanta. However, the City has greater balance among various age groups than the study area.



Figure 12: Race

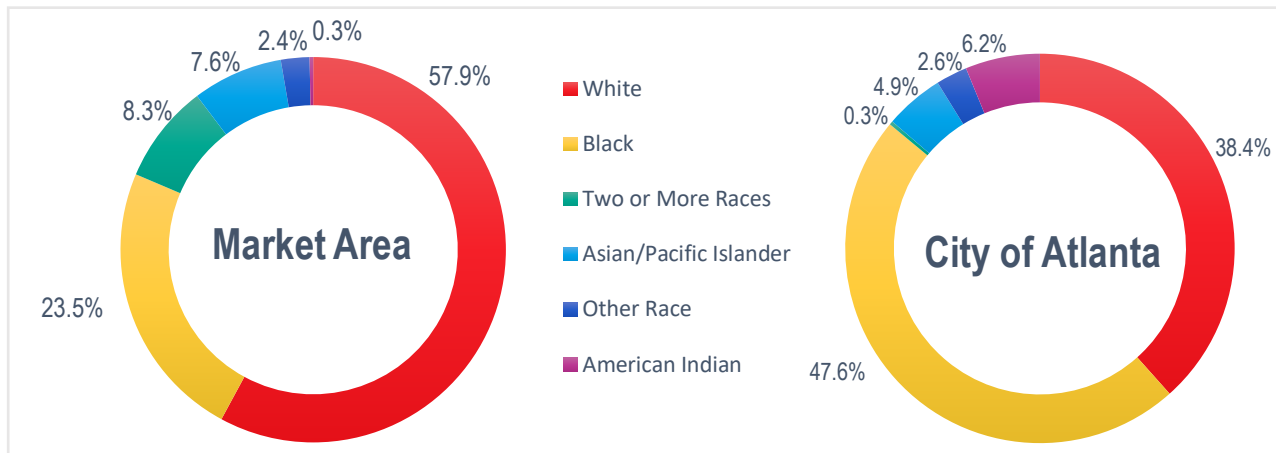


Figure 13: Age groups and share of total population

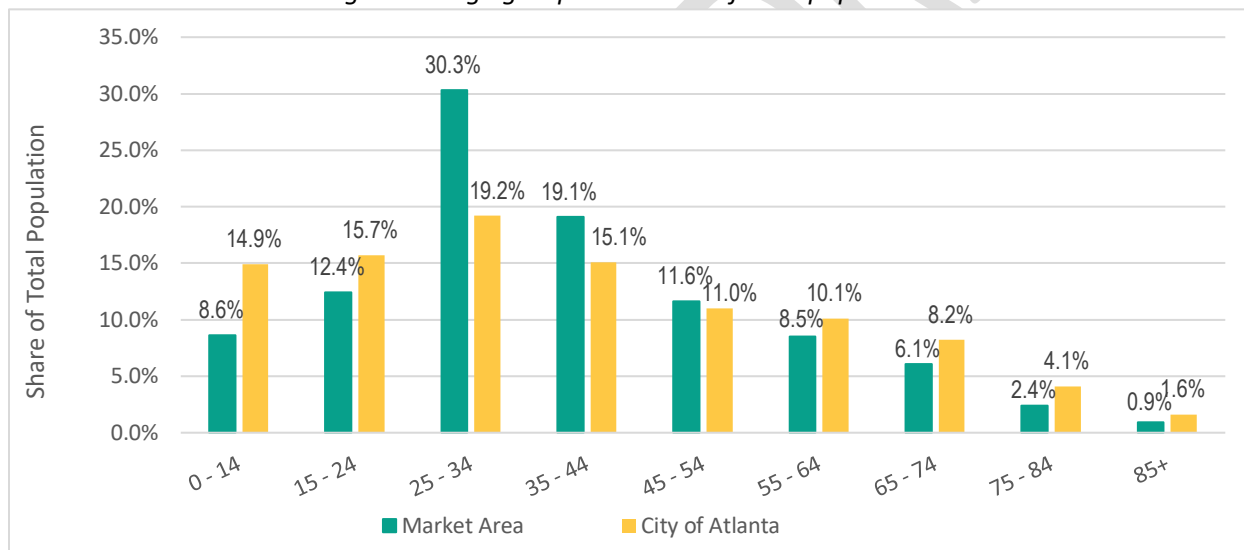
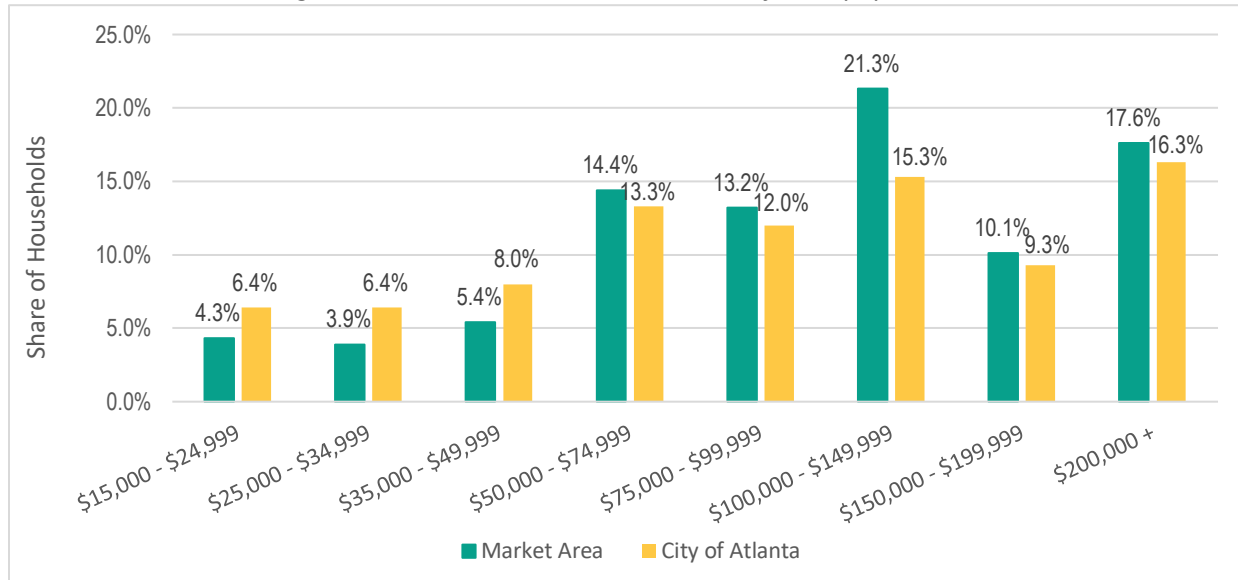


Figure 14: Household income and share of total population



Tapestry segmentation categorizes markets into 68 unique groups based on similarities in socioeconomic and demographic characteristics and provides comprehensive profiles for US consumers. Within the market area, the top three tapestry segments are Metro Renter, Laptops and Lattes, and Emerald City. Additional details are provided in Table 2 below.

Tapestry Segment	Percent of Market Area	Average Median Age	Median Household Income	Percent Renting
Metro Renter	77.3%	32.5	\$67,000	79.8%
Laptops and Lattes	37.4	37.4	\$112,000	62.7%
Emerald City	4.7%	37.5	\$59,200	51.5%

Table 2: Tapestry Segmentation in Study Area

According to ESRI, Metro Renter includes residents of a highly mobile and educated market that live alone or with a roommate in older apartment buildings and condos located in the urban core of the city. They tend to live close to their jobs and usually walk or take a taxi to get around the city. On the other hand, Laptops and Lattes are residents, who are predominately single, well-educated professionals in business, finance, legal, computer, and entertainment occupations. They are affluent and partial to city living and its amenities, and to get to work, many walk, bike, or use public transportation. People in the Emerald City category live in lower-density neighborhoods or urban areas and prefer to rent. They are young and mobile with half having a college degree and a professional occupation.

7. Maps and Policies

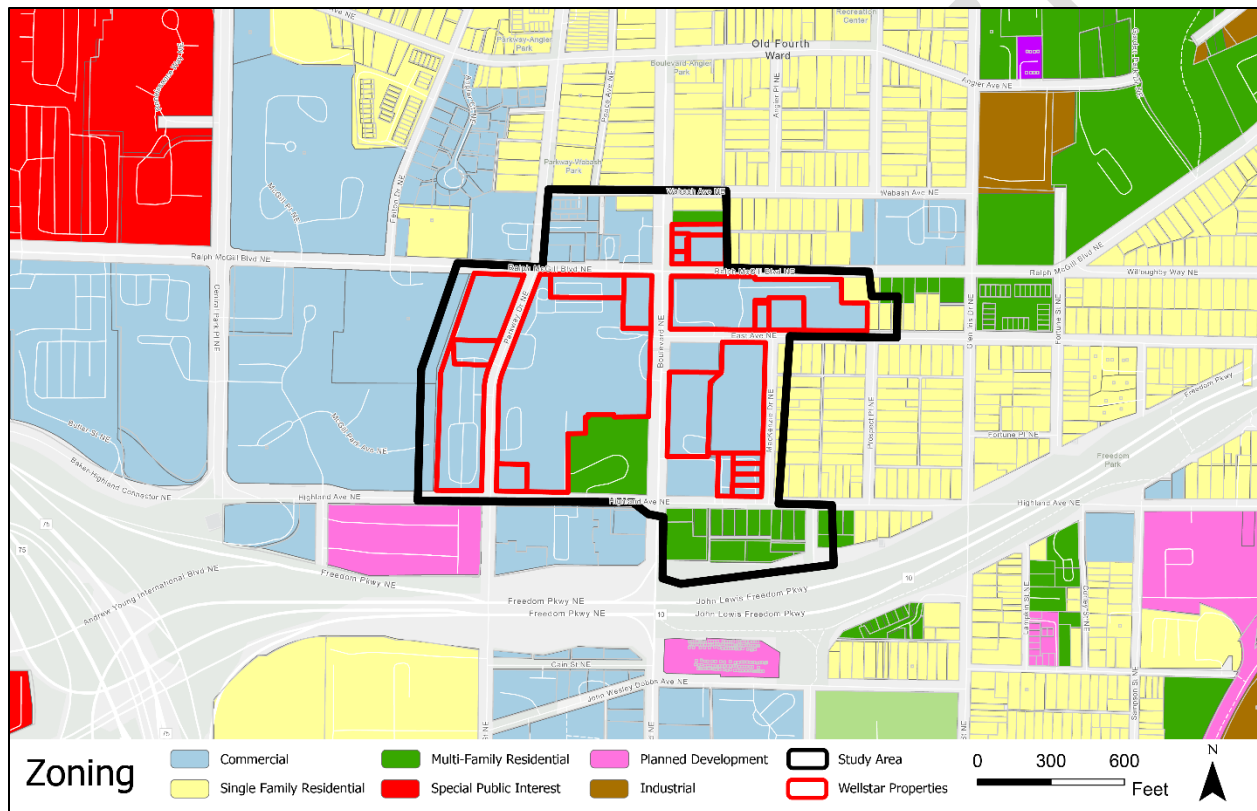
Using data from the Department of City Planning, Atlanta Regional Commission, and MARTA, maps were created illustrating the zoning, land use, transportation elements, parcels with 2023 permits, and proposed projects associated with the Boulevard study area.



Zoning

The study area encompasses various zoning categories, including Commercial, Single Family Residential, and Multi-Family Residential, as shown in Figure 15. Additionally, there are special public interest, planned development, and industrial areas in the surrounding vicinity. It is worth noting that the multi-residential parcels within the study area were recently rezoned from commercial or single family residential. The specific zoning classifications in the study area include C-1, C-1-C, C-2, MRC-1, MRC-3, MRC-3-C, MRC-2, RG-4, and R-5. Notably, the BeltLine is located to the east of the area, resulting in nearly all the parcels within the study area falling within the BeltLine Zoning Overlay.

Figure 15: Zoning Map



Existing and Future Land Use

Figures 16 and 17 illustrate existing land use and future land use. A majority of the study area is designated as commercial, with additional parcels classified as quality-of-life mixed-use, residential duplex, or residential multi-family. The Future Land Use map has more specific categories, with the primary future use being office/institutional, followed by medium or high mixed-use density, low-density commercial, and low or medium density residential. There are significant differences between the existing land use and future land use maps, which could be a result of significant areas in the existing land use map being designated as commercial, though in reality many of these parcels are actually multi-family residential. There is also an emphasis on office/institutional land use in the Future Land Use Map (FLUM), which may need to be designated as part of this plan.



Figure 16: Existing Land Use Map

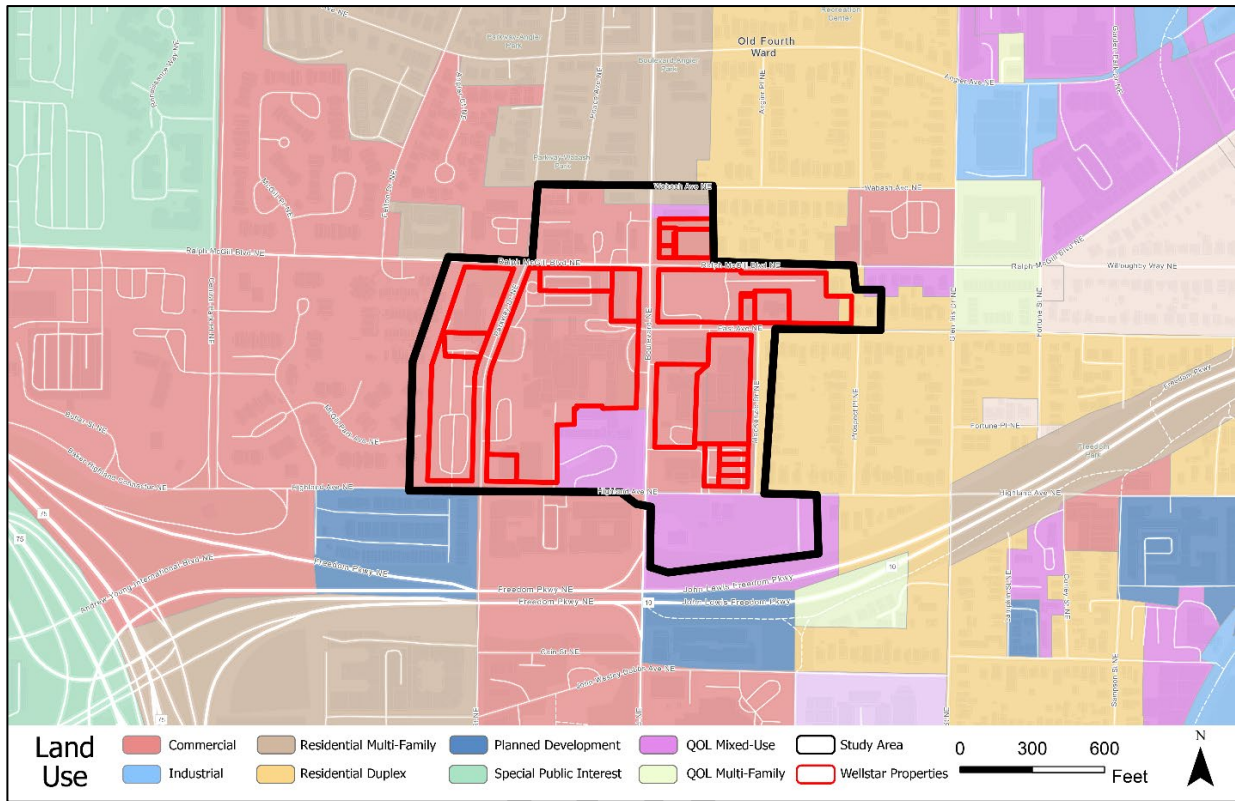
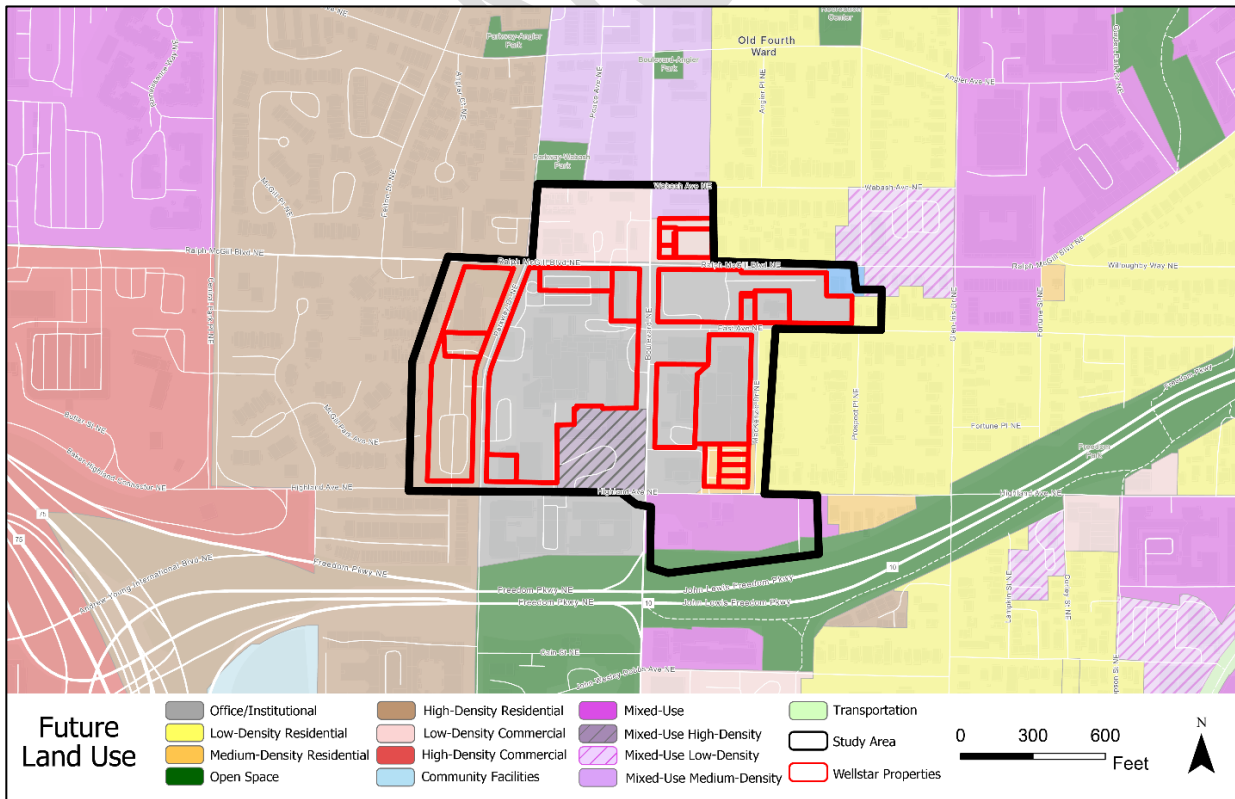


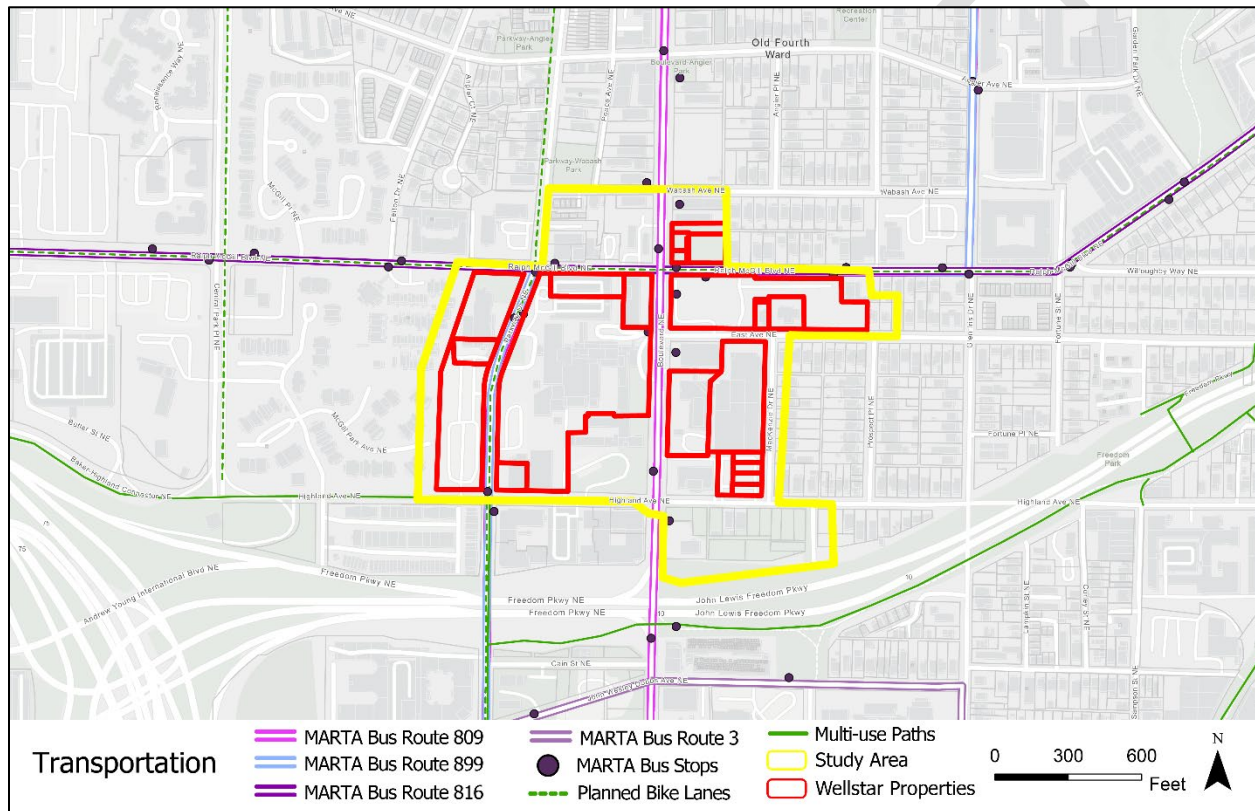
Figure 17: Future Land Use Map



Transportation

The study area is served by four MARTA routes and numerous bus stops, as depicted in Figure 18. Bus routes 809, 899, and 816 directly pass through the study area, while Route 3 runs to the south of Freedom Parkway. There are multiple stops along each route, with the highest concentration located along Ralph McGill Blvd NE and Boulevard NE. There are several multi-use paths in the surrounding areas, particularly the Freedom Park Trail to the southeast. Additionally, there are plans to incorporate bike lanes on Parkway Dr NE, Central Park Place NE, and Ralph McGill Blvd NE. These planned bike lanes will improve mobility in the area, and along with the multi-use paths, can enhance links to MARTA routes and improve connectivity between the bus network and pedestrian/bicycle network.

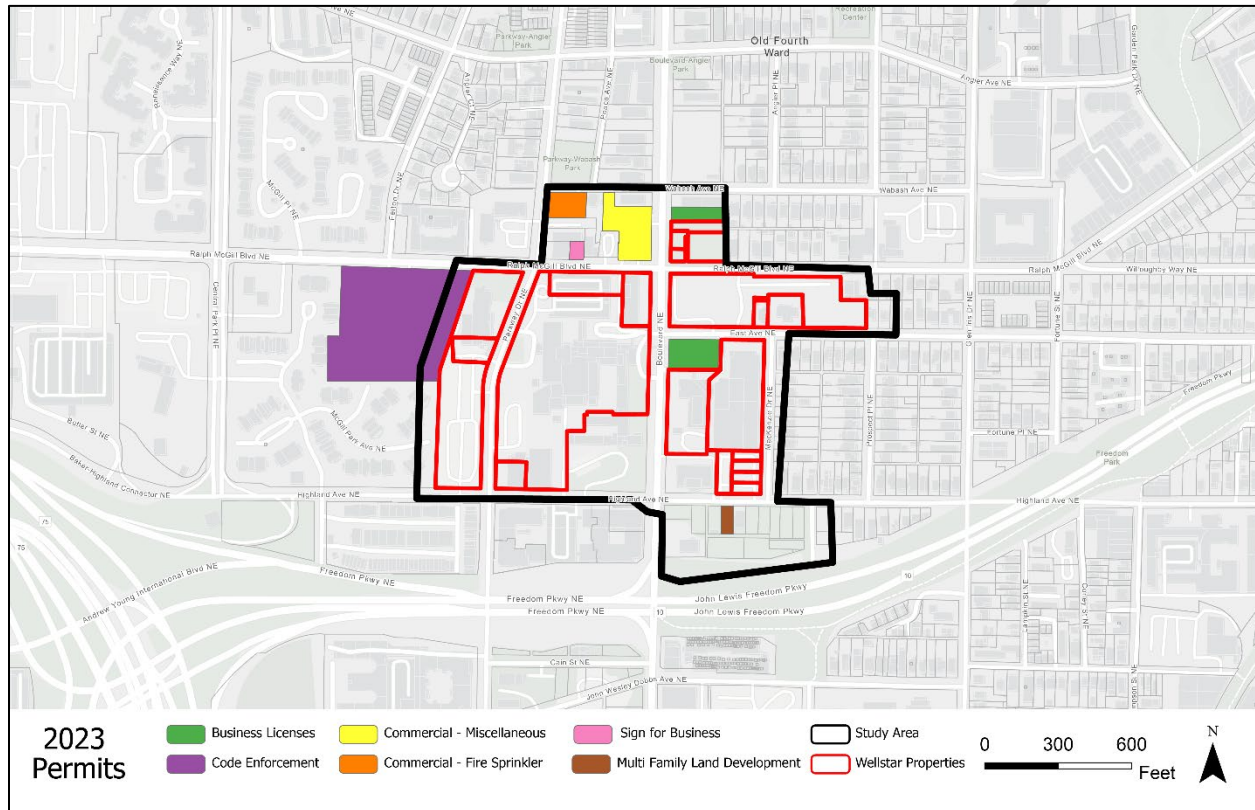
Figure 18: Transportation Map



Permits

Figure 19 provides information on parcels with permit applications in 2023, which is crucial when considering potential redevelopment impacts from the Wellstar properties. This map shows that there is development activity occurring already within the study area. Obtaining data on business licenses could provide a clearer understanding of the types of businesses operating in the area and their potential challenges or opportunities they create for redevelopment plans. Commercial permits would also offer insights into any new commercial developments or renovations taking place within the study area.

Figure 19: Parcels with 2023 Permits



Development Proposals

Understanding upcoming changes in the area can be instrumental in generating ideas for the future and ensuring a cohesive community.

Figure 20: Projects in Surrounding Area

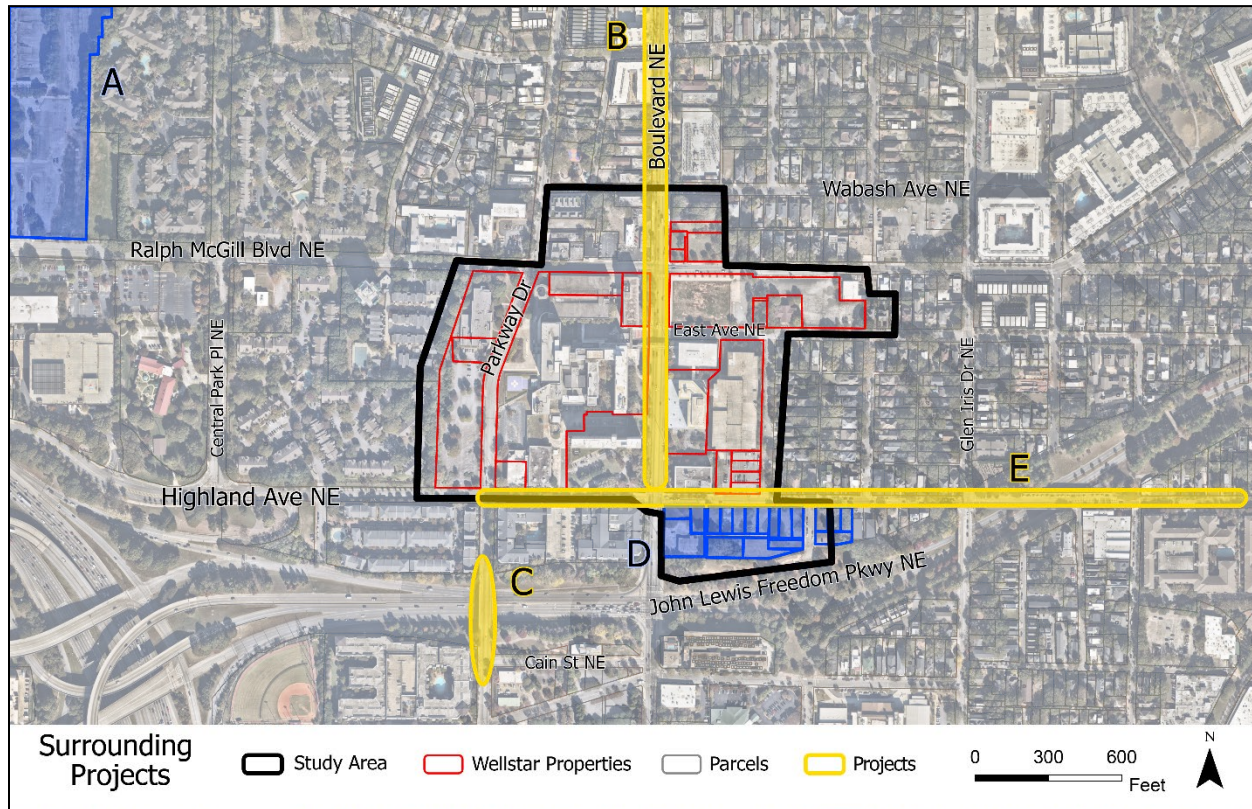


Figure 20, identifies several noteworthy projects:

- Project A: 6-story, 148-unit affordable housing complex for seniors. The project will include below-grade parking and will be situated on the old Civic Center Site. This development aims to address the need for affordable housing options for the senior population
- Project B: there are two significant projects along Boulevard NE. The first, an ATLDOT Boulevard pedestrian improvements project, stretches from Boulevard Place NE to Highland Avenue. The second is the ATLDOT Monroe Dr/Boulevard NE Complete Streets project, spanning from 10th St NE to Woodward Avenue SE. Both projects aim to enhance pedestrian safety and accessibility in the area
- Project C: The ATLDOT and DCP Jackson Street Bridge Placemaking project seeks to enhance the Jackson Street Bridge area, adding bike lanes to enhance mobility and creating a vibrant and welcoming space for residents and visitors alike
- Project D: A project from Fuqua Development proposes an eight-story, mixed-use apartment complex with 240 units. This development would be situated on the property bounded by Highland Avenue NE, Boulevard NE, and Howl St NE



- Project E: Highland Avenue is planned to have a dedicated bike lane. This initiative aims to promote alternative modes of transportation and support a more sustainable and bike-friendly community

Additionally, a recently completed project known as The Muses has resulted in the construction of nine townhouses at the corner of Wabash Avenue and Parkway Drive.

WORKING DRAFT



8. Stakeholder Discussions

8.1 Neighborhood Leaders

On January 29th, a meeting was held with leaders from neighborhood organizations, including Fourth Ward Alliance, Fourth Ward Neighbors, and Old Fourth Ward Business Association, at a restaurant in Old Fourth Ward. The purpose of the meeting was to discuss the goals and objectives for the Small Area Plan, study area boundaries, and project timeline. During the meeting, the leaders had the opportunity to share their views on the area and provide information about the history of the site. They also discussed the actions and thoughts the neighborhood has recently taken in response to the AMC closing. The group conveyed four main principles that they had sent to City Council:

- Move fast and avoid having a vacant site for a long period of time or a missed opportunity
- Preference for mixed-use
- Integrate the site with the neighborhood since it currently is disconnected
- ‘Common sense’ development that is safe and sustainable

Having a clear set of intentions from the neighborhood organizations is extremely useful in aligning the city's goals with the community's needs. The leaders also expressed their hope for the area to attract investment and learn from the challenges faced in nearby projects. The community supports mixed-use development and wants to see progress and affordability. The neighborhood needs to prioritize services rather than just housing, specifically focusing on amenities such as gathering spaces or educational components. Although initially hostile, they have become more receptive to development, such as the Fuqua Development. The closure of AMC not only cut off access to medical services for the neighborhood but also created an economic gap as professionals and staff from the hospital used to stimulate local businesses and stores. The meeting concluded with the leaders suggesting additional individuals who should be contacted to provide further insight into the area. Following the meeting, the neighborhood leaders shared the project information at their meetings to gather public feedback.

8.2 City Council Representatives

During a meeting on February 9th, Council Member Liliana Bakhtiari provided valuable insights on the Small Area Plan and expressed concerns regarding the closure of the healthcare center. Her general thoughts included:

There has been frustration with Wellstar and the closing of AMC due to little prior notice being given to the Atlanta City Council before the closure was announced. Additionally, two other health centers recently closed, leaving a lack of healthcare services for southwest Atlanta. As a result, the need for the site to include medical services at some capacity is prevalent and can provide support to the Old Fourth Ward neighborhood as well as surrounding districts. Other specific desires include a qualified Community Health Center, a diversion center, mixed-use development, and affordable housing. The corridor needs more commercial space, and any development should include many amenities. While a full moratorium is unlikely to pass, the Council Member sees that an extension could be possible if there are signs of real progress on the planning side.



A meeting with Council Member Faroki on February 12th provided additional insights and concerns, including:

The Site needs to be opened to development by the market, as this is a valuable location that we don't want to sit like the Civic Center. He believes there should be a light touch with regard to medical – it's a negative for the city to lose the hospital, but to some degree that's dictated by what the market can support. The council Member also expressed a desire to take advantage of density, the neighborhood is used to it, and provide as much housing as possible here.

8.3 City Departments, Neighborhood Planning Units, and Public Agencies

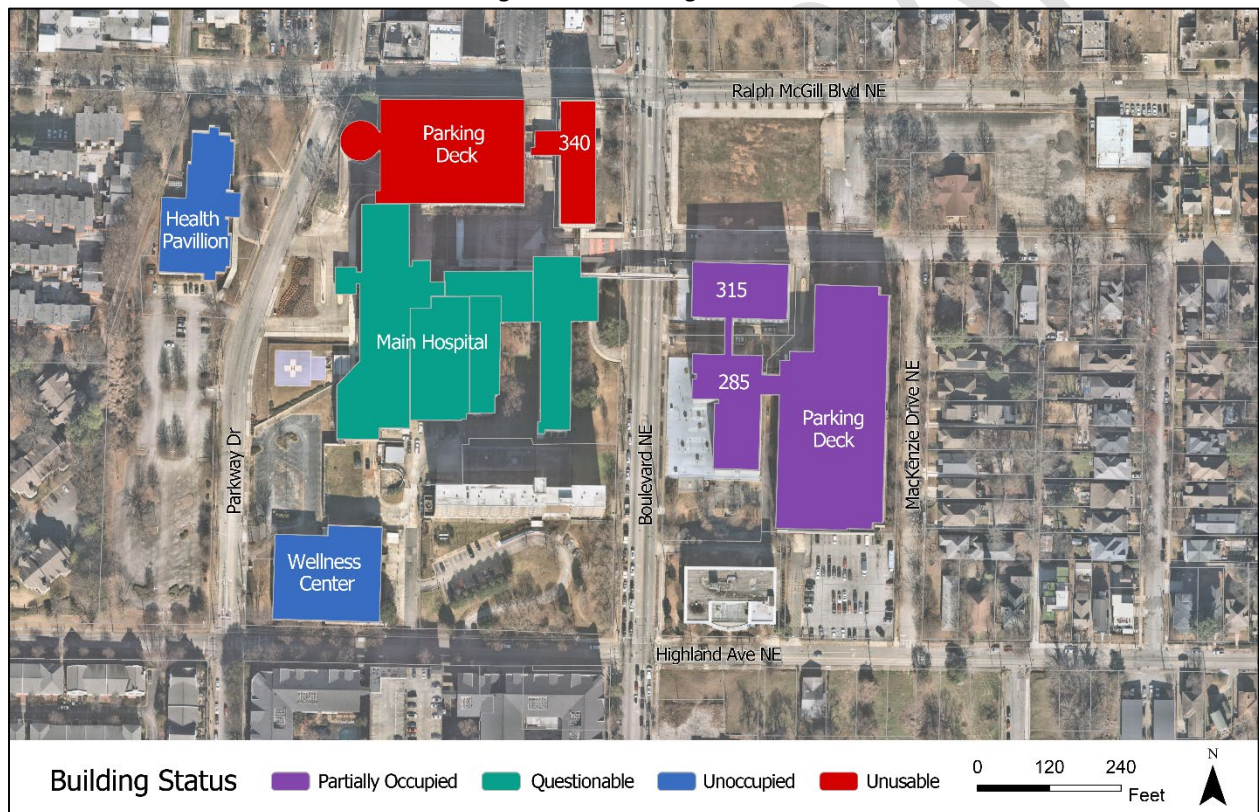
On February 28th, a virtual meeting took place with representatives from different City Departments, including the Department of City Planning, NPU M, Department of Parks and Recreation, Atlanta BeltLine, ATL DOT, and MARTA. The purpose of the meeting was to discuss the Small Area Plan and share the findings from the site conditions assessment and stakeholder feedback. During the meeting, participants had the opportunity to express their thoughts on components that they deemed relevant and important for the project. One key point of discussion was the need to involve other parties early in the process, such as Wingate, Atlanta housing groups, or Atlanta Land Bank. This highlights the importance of collaboration and inclusivity in the project. Additionally, the group addressed the issue of commercial affordability and explored the possibility of relocating the park maintenance facility near the study area. The meeting concluded with a review of the public engagement plan and a discussion of the next steps. It was beneficial to engage with the diverse City Departments, inform them about the Small Area Plan, and gather their input on the how to move forward in the project and immediate next steps.



9. Site Visit and Building Conditions

As part of this first phase of analysis, the consulting team reached out to representatives from Wellstar to gather any existing information related to the property and the condition and use of Wellstar owned or operated buildings on the site. On February 2nd, a Wellstar representative overseeing the upkeep of the Atlanta Medical Center site led a site visit through the main buildings and shared high-level details about the facilities to provide an understanding of the building’s conditions and campus layout. Figure 21 provides a visual of the Atlanta Medical Center layout and the status of the buildings. The parking deck and medical office building 350 are functionally obsolete and are no longer usable. The wellness center and health pavilion are unoccupied. The main hospital, which consists of a north wing, east wing, west wing, and tower, is currently vacant, but it’s ability to be reused is questionable. However, the medical office buildings 315 and 285 and their associated parking deck east of Boulevard remain active and partially occupied.

Figure 21: Building Status



10. Next Steps

Following the existing conditions analysis and stakeholder discussions, a framework for public engagement was created. This marks the next step of the process, and the public engagement framework and additional actions include the following:

- Stakeholder Advisory Group – Work Session #1
- Develop overall direction based on feedback
- Public Event #1 – Open House with Pop-Ups as Needed
- Draft development framework
- Stakeholder Advisory Group – Work Session #2
- Development framework revisions
- Public Event #2 – Open House
- Plan revisions and refinement
- Adoption process

WORKING DRAFT



Appendix B: Public and Stakeholder Engagement Interactive Activities

Stakeholder Advisory Group – March 12th, 2024

When you imagine the Atlanta Medical Center site 10 years from now, what does it look like?

19 responses



Mentimeter wordcloud

WORKING



What mix of uses should go here?

need to think about school attendance. People come in to go to Midtown	PCM - balance of both local and destination traffic. balance is part of success	Avoid a solid corridor approach, have views into this
No big box or retail mall	went here office soon, perhaps medical makes sense	Switchyards - local coworking space
Local restaurants, artists, retail people will travel in for local	retail, but with a more artistic bent	Need to balance affordability for local businesses
Market Study for what can be supported	senior center, something for older folks to do	how do we make this attraction now that bid is mostly residential
look at incentivizing reusing buildings, activating spaces	The works on west side - started with kid areas, now adding housing	things that people will walk to - ice cream shop
incorporate pocket park and swimming pool to bring people and families together	need an art fund or initiative - 1% of costs go to art	

What types of housing should go here?

Opportunities Home ownership is critical	more condos or townhomes to offer opportunities for ownership and permanent residency	townhomes and single family are tiny part of neighborhood, could there be more
live-work successful other places, could we include that here?	need a mixture - townhomes expensive	containers successful in cabagetown, can be well done, affordable, look cool
neighborhood is missing affordable workforce housing (teachers, firefighter, etc)	need the missing middle housing -	lets look at precedents from elsewhere (Charlotte, NYC)
Look at Aerropolis examples	Lottery, special financing, programs to help first responders, gov workers, teachers	Consider initiatives for affordability requirements
programs to create ownership is worthwhile since city is part of this	In support of density, but could small single family provide opportunity	need to think about original neighbors, aging populations?

What medical uses are most important here?

health clinic from grady	Urgent Care, growth of community means we need more	Primary Care as well. The presence in Inman park is small
Medical office since buildings are still partially used	family services - pediatrics, dentistry, etc - things they previously could have through the hospital	YMCA, provides something both during the day, and for young people in the afternoon
someplace kids can get a physical to participate in sports	need a gym - wellstar's gym?	Pharmacy closed, we need that
old wellness center was also an active place		

42% + ?



What does Success look like?

Need to move quickly - keep the heat on

something that stands the test of time - desirable for people to come to an live in

this becomes the old fourth ward town center

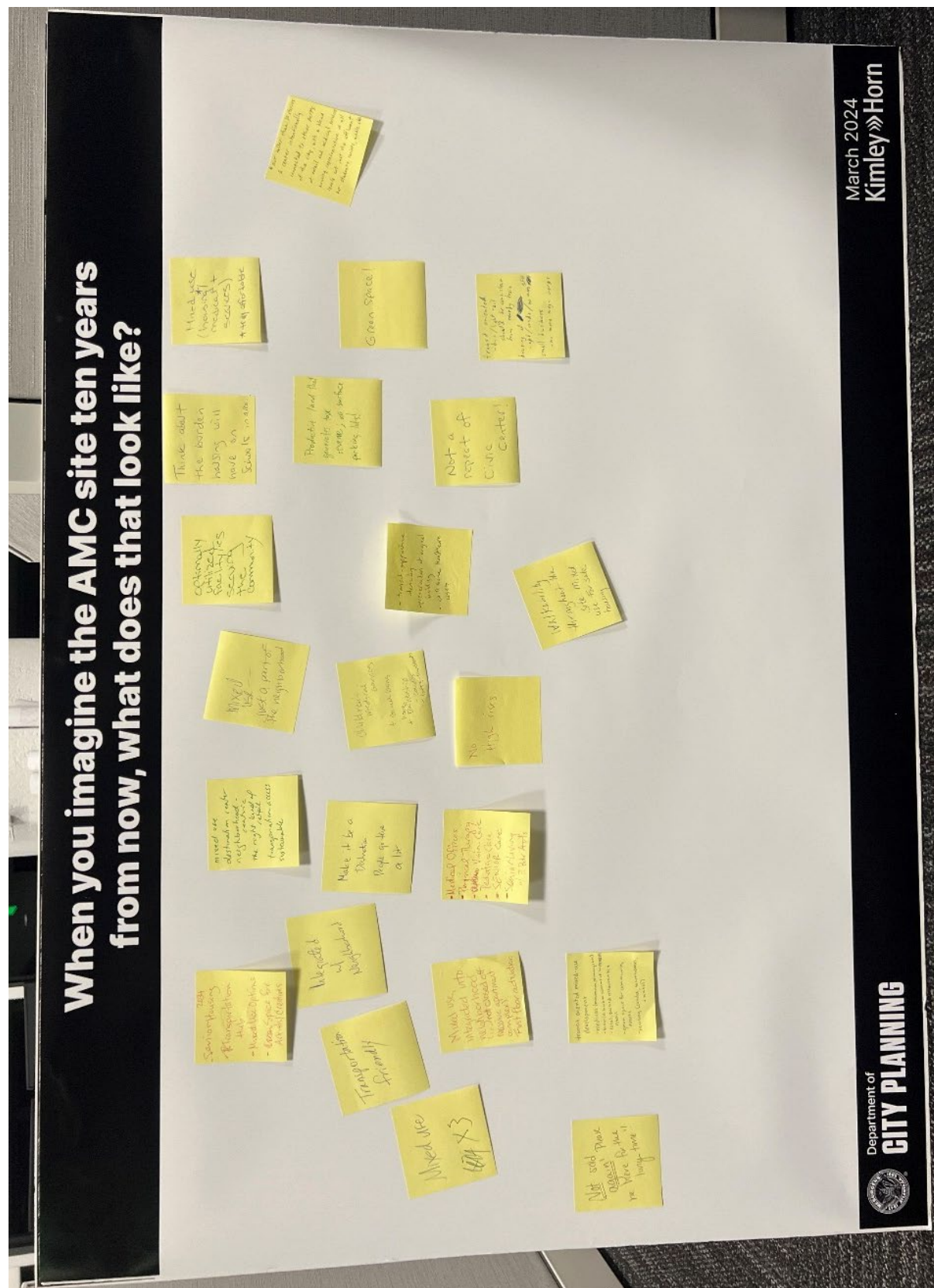
part of the neighborhood, integrating into the fabric to enhance the community

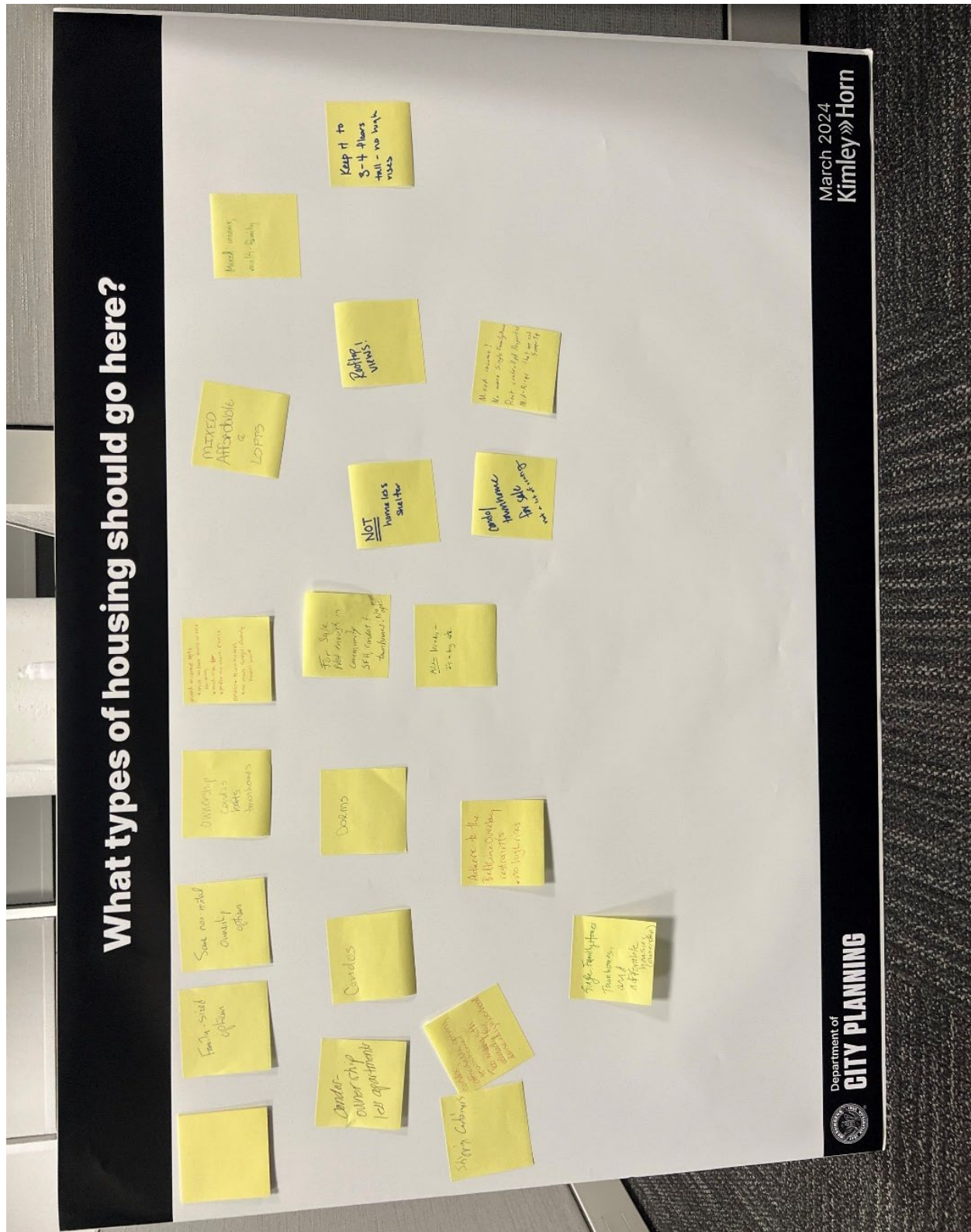
offers something for people of all ages

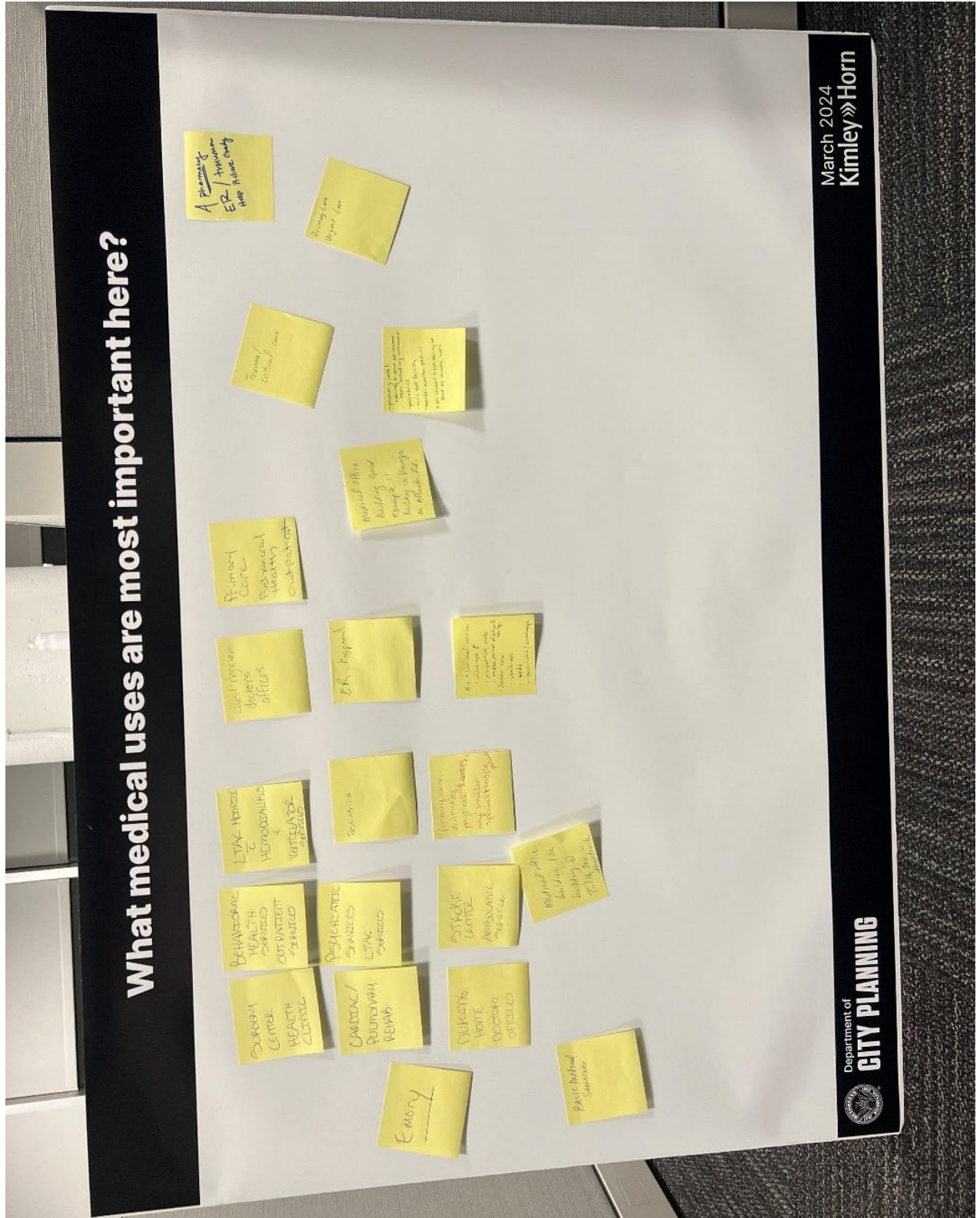
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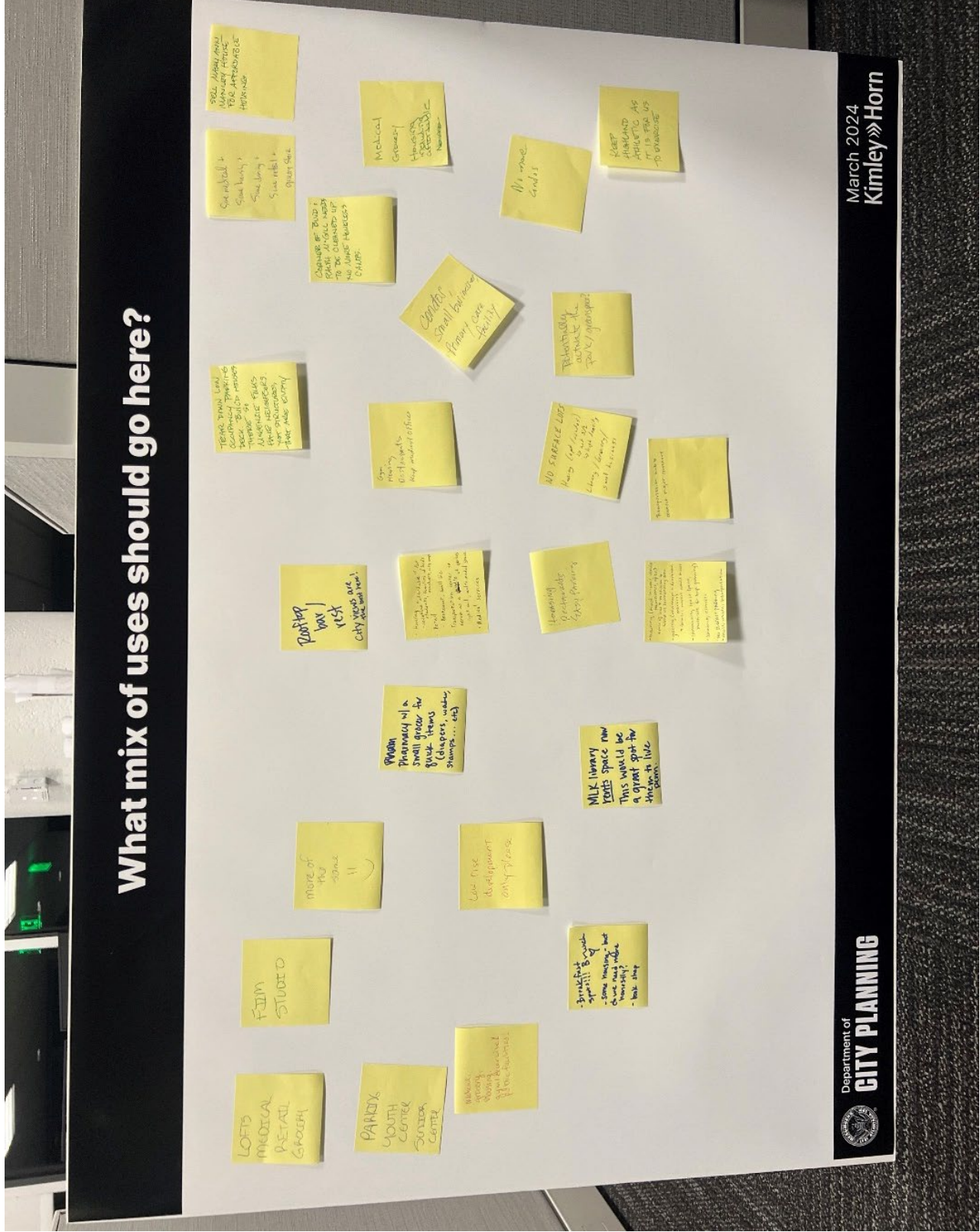


Community Open House – March 28th, 2024











What mix of uses should go here?

March 2024
Kimley»Horn

Department of
CITY PLANNING



Visual Preferences

-  = Preferred
-  = Not Preferred

*The DOW
for
the
Horn
in
2024*

Mixed Uses



Housing



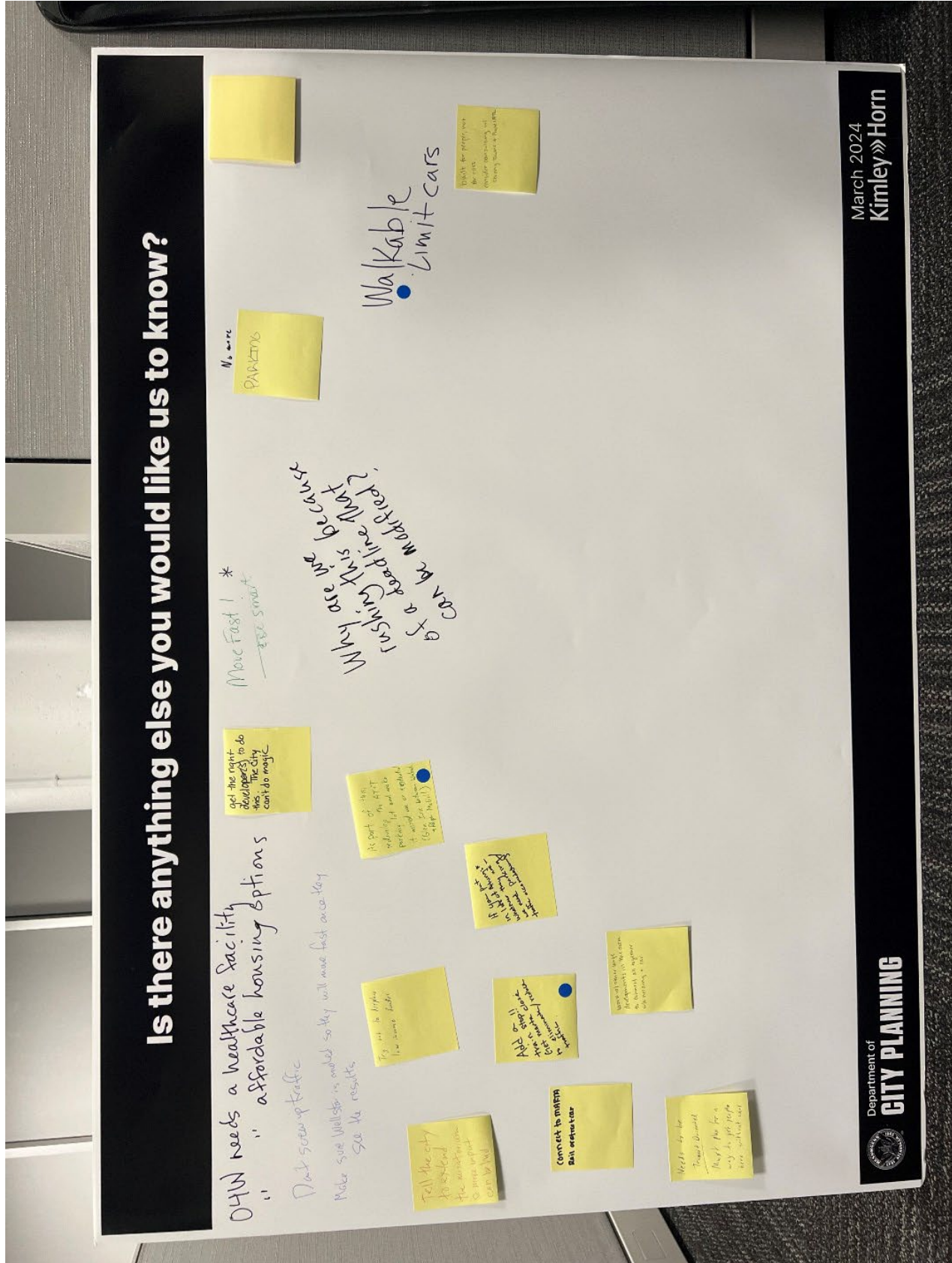
March 2024
Kimley»Horn

*Would these
be suitable
for sale?*

6

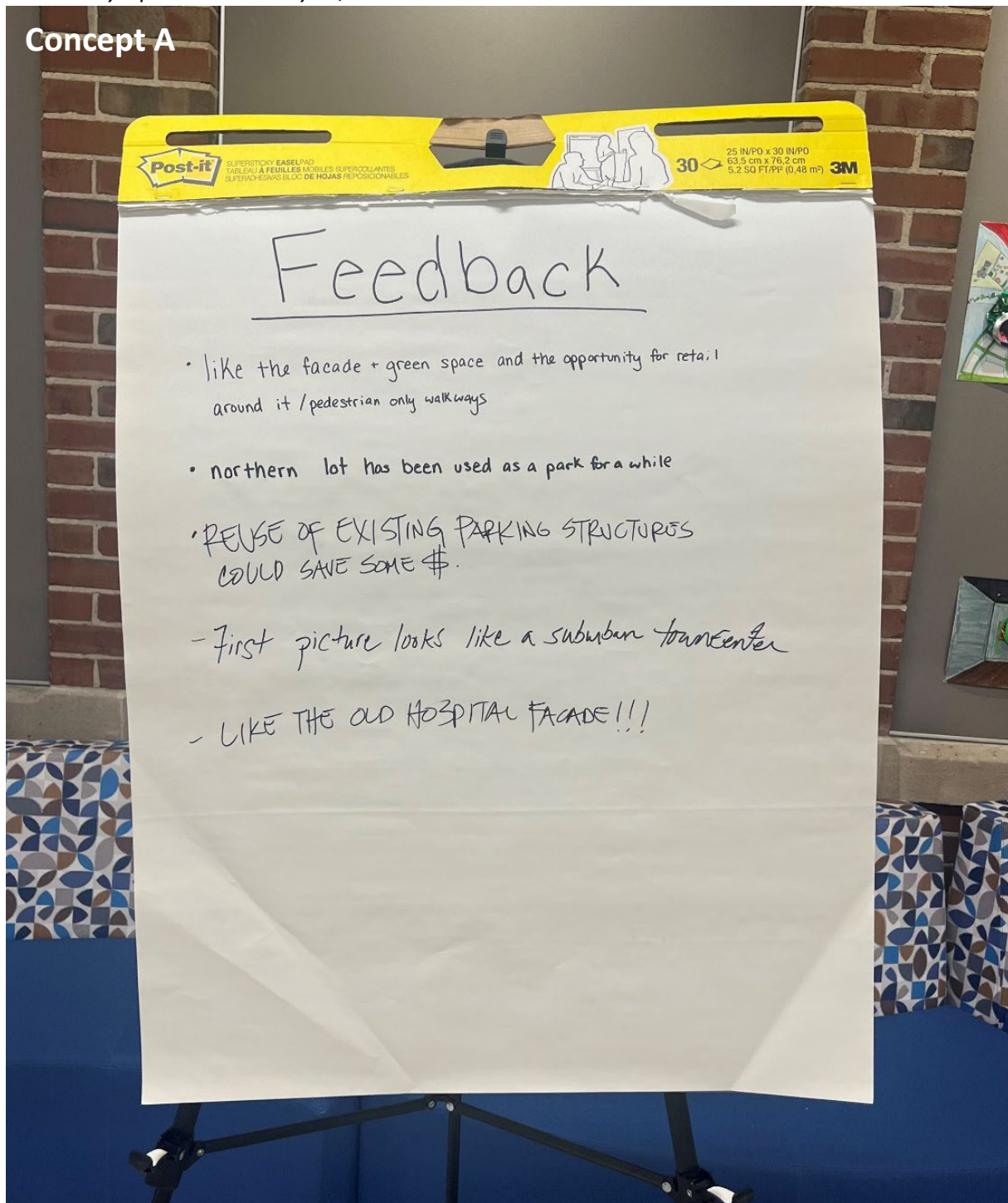
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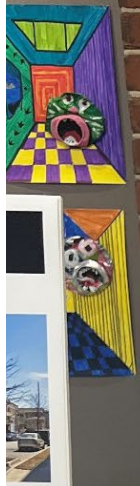



Community Open House – May 1st, 2024

Concept A



Concept B



Feedback

I like this design better U

- Could some of the parkway density move to boulevard
- Like variety of greenspaces
- Potential to reuse some of hospital bldgs.
- Like transition to neighborhood, but maybe not townhomes (#)
- Like the eclectic/mix of architecture
- Save park @ Northeast corner of Boulevard & Ralph McGill
- Could green roofs provide more park space?

- move library here

- Rooftop Use - Use the View! (Bar?)

Horn

