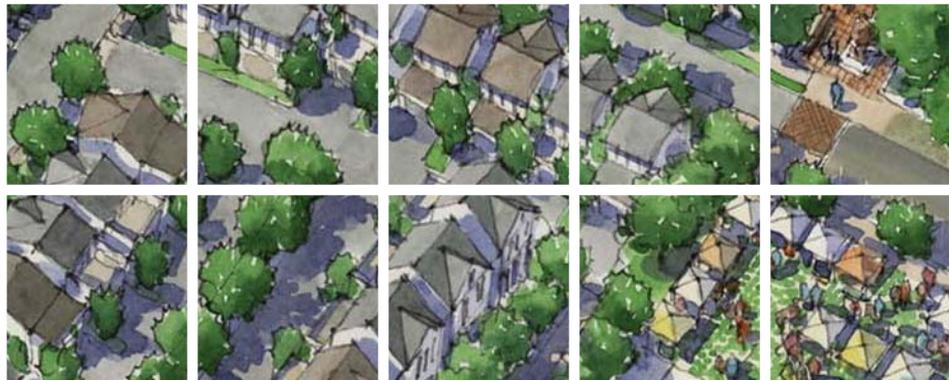


CITY OF NORCROSS TOWN CENTER PLAN

2011 LIVABLE CENTERS INITIATIVE UPDATE

AUGUST 2012



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EXECUTIVE SUMMARY	7
INTRODUCTION	11
EXISTING CONDITIONS	15
STUDY METHODOLOGY	45
MARKET ANALYSIS	61
FINAL PLAN & RECOMMENDATIONS	71
IMPLEMENTATION PLAN	121
Five-Year Action Plan	135
APPENDIX	Attached
Maps	A
Market Assessment and Demand Projections	B
Community Survey Results	C
Open House Handout	D



LIST OF FIGURES

Figure 1. Regional Context Map	13
Figure 2. Study Area Location Within City	13
Figure 3. Illustration from 2001 LCI Plan, credit: Jordan, Jones & Goulding	17
Figure 4. Map of Jimmy Carter Boulevard / Buford Highway Redevelopment Plan, credit: Urban Collage	17
Figure 5. 2030 Comprehensive Plan Future Development Map	18
Figure 6. Opportunity Zone Map	18
Figure 7. Downtown Parking Study Map, credit: Walter P. Moore & Associates	19
Figure 8. Parks Master Plan Map, credit: SEI	19
Figure 9. Existing Zoning Map	20
Figure 10. Existing Land Use Map	22
Figure 11. Gwinnett County Unified Plan Future Development Map	24
Figure 12. Norcross Existing Future Land Use Map	24
Figure 13. Existing Development Patterns	26
Figure 14. Existing Environmental Features	27
Figure 15. Community Facilities and Cultural Resources	28
Figure 16. Historic Structures	29
Figure 17. Roadway Classification by Function	30
Figure 18. Roadway Functional Classification Map	31
Figure 19. Roadway Lanes and Traffic Control	31
Figure 20. Bicycle and Pedestrian Facilities	33
Figure 21. Transit Facilities	35
Figure 22. Prior Transportation Plans	37
Figure 23. Concept 3, credit: Atlanta Regional Commission	38
Figure 24. Norcross Market Area	40
Figure 25. Project Schedule Overview	47
Figure 26. Design Charrette Concept Sketches	51
Figure 27. Meeting Flyer	52
Figure 28. Atlanta-Journal Constitution Article	53
Figure 29. Norcross Patch Article	53
Figure 30. Creating Community: Project Website	53
Figure 31. City of Norcross Facebook Page Meeting Notice	53
Figure 32. Community Survey	54
Figure 33. Survey Results	55
Figure 34. Placemaking Elements	56
Figure 35. Expected Growth by Occupation, 2010-2040	64
Figure 36. Focus Area Map	75
Figure 37. Land Use Plan	76

Figure 38. Illustrative Plan	77
Figure 39. Residential Preservation Land Use Plan	79
Figure 40. Residential Preservation Illustrative Plan	79
Figure 41. Intown Lifelong Residential Land Use Plan	81
Figure 42. Intown Lifelong Residential Illustrative Plan	81
Figure 43. Historic Living Land Use Plan	83
Figure 44. Historic Living Illustrative Plan	83
Figure 45. Historic Downtown Land Use Plan	85
Figure 46. Historic Downtown Illustrative Plan	85
Figure 47. Historic Downtown Storefront Streets	86
Figure 48. Historic Downtown Key Catalyst Projects	87
Figure 49. Key Catalyst Project: Skin Alley, Existing Conditions	88
Figure 50. Key Catalyst Project: Skin Alley, Rendering of Proposed Redevelopment	89
Figure 51. Key Catalyst Project: Buford Highway Welcome Plaza, Existing Conditions	92
Figure 52. Key Catalyst Project: Buford Highway Welcome Plaza, Rendering of Proposed Redevelopment	93
Figure 53. Technology & Innovation Incubator District Land Use Plan	95
Figure 54. Technology & Innovation Incubator District Illustrative Plan	95
Figure 55. Multinodal Commercial Land Use Plan	97
Figure 56. Multinodal Commercial Illustrative Plan	97
Figure 57. Employment Center Land Use Plan	99
Figure 58. Employment Center Illustrative Plan	99
Figure 59. Employment Center Key Catalyst Projects	100
Figure 60. Key Catalyst Project: Employment Center, Existing Conditions	102
Figure 61. Key Catalyst Project: Employment Center, Rendering of Proposed Redevelopment	103
Figure 62. Transportation Plan	108
Figure 63. Typical Section Key Map	114
Figure 64. Typical Section: Buford Highway	115
Figure 65. Typical Section: Two-Lane Road with Multi-Use Trail	115
Figure 66. Typical Section: Two-Lane Road with Bike Lane	116
Figure 67. Typical Section: Holcomb Bridge Road: Key Intersections with Splitter Islands	116

LIST OF TABLES

Table 1. Existing Zoning	21
Table 2. Existing Land Use	23
Table 3. Summary Profile: 2010	41
Table 4. Current Excess Inventory within Norcross City and Town Center	44
Table 5. Norcross Superdistrict Employment	65
Table 6. Norcross City Employment	65
Table 7. Norcross Market Area Employment	65
Table 8. Total Norcross LCI Demand Net of Current Excess Inventory, 2012-2037	66
Table 9. Summary of Demand for Households: Norcross Town Center Area	68
Table 10. Projected Housing by Type: 2012-2037	69
Table 11. Housing Projections	69
Table 12. Population Projections	69
Table 13. Job Projections	70
Table 14. Projected Non-Residential Development	70
Table 15. Jobs-Housing Ratio	70
Table 16. Historic Downtown Demand Met by Land Use Type	87
Table 17. Historic Downtown Total Square Footage Added	87
Table 18. Employment Center Total Square Footage Added	100
Table 19. Employment Center Demand Met by Land Use Type	100
Table 20. Five Year Action Plan: Transportation	135
Table 21. Five Year Action Plan: Other Items	143

EXECUTIVE SUMMARY



THE PLAN

The Norcross Town Center Livable Centers Initiative (“LCI”) Plan is an update to the Atlanta Regional Commission’s (“ARC”) 2001 LCI Town Center Plan that crafted a community vision for revitalizing and redeveloping Norcross’s historic Downtown, focused on building appropriate land use and connectivity in Downtown and surrounding areas, and included urban design guidelines and economic development recommendations focused around Lillian Webb Park, and a proposed town plaza and transit center.

This Plan builds from the successful foundation of the 2001 study, and, based on market realities, develops an action plan that emphasizes housing options, connections, economic viability and coordination among many key partners, ensuring that the Downtown area retains its desirability for residents of all ages. It also includes key catalyst projects and implementable actions in the areas of land use, mobility, and economic development.

WHO IS INVOLVED

Client: City of Norcross

Community: Citizens and businesses

Project Management Team:

City of Norcross

Atlanta Regional Commission

Georgia Department of Transportation

Pond & Company (Project Lead, Community Planning, Urban Design, and Transportation)

Morris & Fellows (Retail Advisor)

Huntley Partners (Market Analysis)

Core Team:

Project management team

Key stakeholders in the community

PLAN BOUNDARIES

The Norcross Town Center LCI Plan is defined as being bordered by Buford Highway to the southeast, Jimmy Carter Boulevard to the southwest, Langford Road to the northeast, and on the northwest by West Peachtree Street, Valley Road, and Cochran Drive.

PURPOSE

To visualize, conceptualize, and implement an inspiring vision for the Norcross Town Center Downtown area for the next twenty years, and to gain access to funding sources for implementation of the plan concepts that will improve economic viability, livability and sustainability.

HOW IT HAPPENED

- Analyzed Existing Conditions
- Identified Assets and Challenges
- Developed a Vision
- Conducted a Market Study
- Created a Concept Plan
- Determined Action Items

Throughout the process, public involvement played an important role in setting the direction for the plan. Monthly project management and core team meetings, four community meetings, a design charrette, a council meeting, and numerous other meetings with key stakeholder groups occurred at various stages. Additionally, an online survey, social media, and print materials

were employed to reach out to citizens and seek their feedback. Details about the public participation process are in Section 3: *Study Methodology and Process* of this report.

RECOMMENDATIONS

The recommendations for the Norcross Town Center Plan are grouped within the seven focus areas identified within the study area: **Residential Preservation, Intown Lifelong Residential, Historic Living, Historic Downtown, Technology and Innovation Incubator District, Multinodal Commercial, and Employment Center**. Each focus area presents opportunities for growth, housing choice, connectivity and urban design enhancements at the appropriate scale to complement existing and adjacent uses and to make the most of market trends.

The Norcross Town Center Plan promotes mixed use development, which combines various components of housing (including mixed income housing), office, and retail, to enhance the study area and offer a clear guide for redevelopment. Development of several key catalyst projects in the Employment Center and in the Historic Downtown will stimulate growth and drive investment in the area.

The plan recommendations offer flexibility and long-term economic viability. Combined with alternative transportation solutions, including an expanded bicycle and pedestrian network and traffic calming measures, and urban design recommendations, this plan supports economic diversity and creates a place in Norcross's Town Center where individuals can live, work, and socialize. Section 5: Recommendations consists of redevelopment guides for each focus area and specific recommended projects and policies.



NEXT STEPS

In order to support implementation of the plan, Section 6: *Implementation* includes a list of potential funding sources and discusses how the Norcross Town Center plan meets the goals of the Atlanta Regional Commission's Livable Centers Initiative and Lifelong Communities Program. A list of action items defines a time frame, responsible party, and, in some cases, cost, for all recommended projects.

The appendix to this document includes large maps, the detailed data from the economic and market analysis performed during the planning process, community survey results, and the handout used at the Open House on May 23rd.

CATALYST PROJECTS

Several key projects will act as catalysts to redevelopment, stimulating investment and creating a significant impact in the study area. They are:

Employment Center:	Class A office space in pedestrian-oriented corporate campus development and high quality multi-family residential
Skin Alley:	A renewed public space with restaurants and retail fronting Skin Alley, commercial uses in houses, and a plaza space
Lillian Webb Parcels:	3-4 story mixed use with retail and residential, parking deck wrapped with townhouses, and additional infill retail
Buford Highway West:	Mixed use structure up to 5 stories with residential, office, and retail
Buford Highway Plaza:	Restaurants with residences above fronting on a public space that connects to Lillian Webb Park
Buford Highway East:	Mixed use structure up to 5 stories with residential and retail
Lillian Webb Park:	Space for temporary markets, a new civic building at the crest of Jones Street, and twenty new single-family homes
Downtown Office:	Small, boutique-type office infill and a parking deck wrapped with retail

Detailed project descriptions are included in Section 5: Recommendations.

INTRODUCTION



PURPOSE OF THE PLAN

In 2011, the City of Norcross was awarded a grant from the Atlanta Regional Commission (“ARC”) to update its 2001 Town Center Livable Centers Initiative (“LCI”) plan. The purpose of updating the plan is to maintain its relevancy and to ensure that the plan moves forward with implementation. The update takes a renewed look at goals and a vision for the town center, assesses how prior action items have been accomplished, and proposes a new five-year action plan.

The 2011 Norcross Town Center Plan provides land use, transportation, economic development, and urban design recommendations and strategies for the study area. The overall goal of the study is to ensure that the Norcross Town Center retains its desirability for residents and visitors of all ages. Building from the successful foundation of the 2001 study, the update presents an economically realistic plan with an emphasis on providing a variety of housing options, improving connectivity for all types of transportation, strengthening economic viability, and outlining a blueprint for coordination among key partners. The plan, funded jointly by the ARC and the City, also includes a market analysis and a specific retail assessment to ensure the city is best positioned to take advantage of market and demographic trends.

The ARC’s LCI program “encourages local jurisdictions to plan and implement strategies that link transportation improvements with land use development strategies to create sustainable, livable communities consistent with regional development policies.” As it evolves with the ARC’s PLAN 2040 initiative, the LCI program will continue to support regional planning efforts by implementing them at the local level.

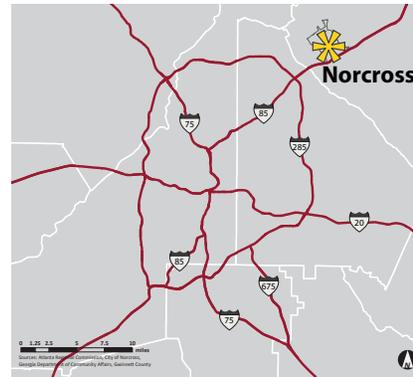
In order to qualify as an LCI study, the following ten components must be met. Chapter 5 of this document summarizes how the Norcross Town Center Plan addresses each of the study requirements.

1. Encourage a diversity of medium- to high-density, mixed income neighborhoods, employment, shopping and recreation choices at the transit station, corridor, activity and town center level.
2. Provide access to a range of travel modes including transit, roadways, walking and biking to enable access to all uses within the study area.
3. Encourage integration of uses and land use policy/regulation with transportation investments to maximize the use of alternate modes.
4. Through transportation investments increase the desirability for redevelopment of land served by existing infrastructure at transit stations, corridors, activity and town centers.
5. Preserve the historical characteristics of transit stations, corridors, activity and town centers, and create a community identity.
6. Develop a community-based transportation investment program at the transit station, corridor, activity and town center level that will identify capital projects, which can be funded in the annual TIP.
7. Provide transportation infrastructure incentives for jurisdictions to take local actions to implement the resulting transit station, corridor, activity or town center study goals.
8. Provide for the implementation of PLAN 2040 objectives, quality growth initiatives and Best Development Practices in the study area and at the regional level.
9. Develop a local planning outreach process that promotes the involvement of all stakeholders, particularly low income, minority and traditionally underserved populations.
10. Provide planning funds for development of transit station, corridor, activity and town centers that showcase the integration of land use policies/regulations and transportation investments with urban design tools.

REGIONAL CONTEXT

The Norcross Town Center study area is located about twenty miles northeast of Atlanta, Georgia, in Gwinnett County. The study area falls completely within the City of Norcross, north of Interstate 85 and northeast/outside of Interstate 285, the Perimeter. The City of Norcross lies in the far western corner of Gwinnett County.

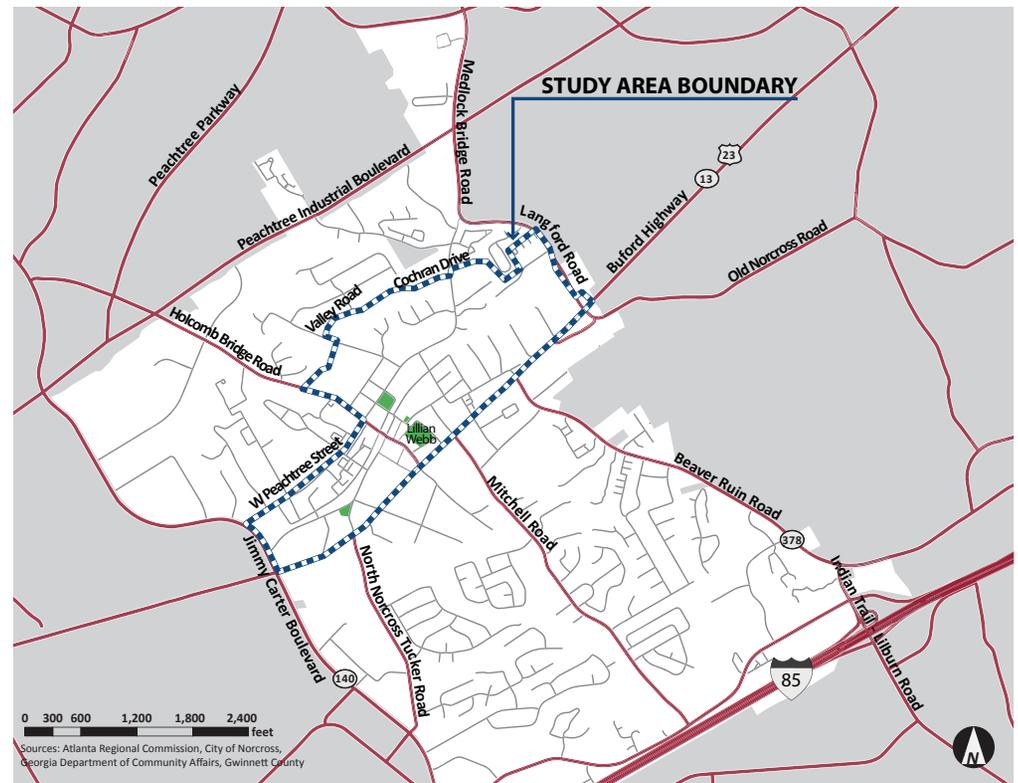
Figure 1. Regional Context Map



STUDY AREA & LCI BOUNDARY

The Norcross Town Center study area comprises 560 acres along the northwest side of Buford Highway. The southwest boundary is Jimmy Carter Boulevard, and the northeast boundary is Langford Road; both roads also follow the Norcross city limits. The southeast edge of the study area is Buford Highway, and the northwest boundary roughly follows South Peachtree Street, Holcomb Bridge, Valley Road, Cochran Drive, and North Peachtree Street. While not included in the study area boundary, several key properties with prime redevelopment potential on the southeast side of Buford Highway were considered in the design stages of the study.

Figure 2. Study Area Location Within City



CONTEXT/SITE CONDITIONS



The Norcross Town Center study area, located in Gwinnett County and in the northeastern region of metro Atlanta, encompasses a 560-acre section (approximately 15% in land area) of the City of Norcross. It lies in part in the Gwinnett Village Community Improvement District and adjacent to two other LCI study boundaries. The Norfolk-Southern rail line runs parallel and to the north of Buford Highway, through the length of the study area.

Encompassing the historic downtown, surrounding neighborhoods, and commercial centers on Buford Highway, the study area includes a variety of development patterns. Most of the parcels that front Buford Highway are commercial or light industrial uses on auto-oriented lots, with a high degree of parking and little pedestrian connectivity. The Buford Highway corridor is typical of many suburban commercial thoroughfares in its use and heavy vehicular traffic. In the northeast portion of the study area is a light industrial district, including numerous warehouses, public storage spaces, and other small industrial facilities.



In the center of the study area is historic downtown Norcross, which includes abundant park space, local businesses, and the city's civic facilities. Norcross's strong sense of identity and small-town charm is derived from this district, with distinct streetscaping and traditional storefront streets. However, the downtown only spans a few blocks, and heavy vehicle traffic contributes to some safety concerns. The opportunity for a more dynamic retail presence and more housing options exists downtown.

Much of the LCI study area consists of residential neighborhoods, both established and growing. There are many historic homes located on the streets surrounding downtown, representing a unique cultural asset to the city. Northwest of downtown Norcross are several suburban-style residential neighborhoods, with curvilinear streets, cul-de-sacs, and large lots. Homes in these neighborhoods range from 1960s to newer 1990s styles. There are also some areas of newer homes, condominiums, and townhouses, including the Seven development; this development is highly regarded, although not completely built out, due to the recent economic downturn. Finally, there are some areas that have been planned for future residential development but remain undeveloped, due again to the economic climate.

EXISTING CONDITIONS



HISTORY OF THE CITY

Norcross emerged as a railroad town during the post-Civil War Reconstruction area. Entrepreneur J.J. Thrasher purchased 250 acres around a stop on the Richmond Danville line in 1869, and the next year, the area was incorporated and named for Jonathan Norcross, Thrasher's friend and a former mayor of Atlanta. Norcross would later become a summer resort getaway for Atlantans looking to escape the hot and dirty city. This tourism industry, along with farms, merchant trade, and the rail lines kept Norcross economically robust throughout much of the 20th century.

PREVIOUS STUDIES

2001 Livable Centers Initiative Plan

The City of Norcross completed its original LCI study in 2001. This study identified a list of desired initiatives, which included a variety of transportation projects (improved railroad pedestrian crossings, traffic calming, sidewalks, bike lanes, and multi-use trails), a town plaza on College Street, and improvements to Lillian Webb Field. Many of the transportation projects have since been implemented, including an expansive sidewalk network with signature streetscaping, improved parking facilities, and stone column gateways. The 2006 Report of Accomplishments, which this report also evaluates, assesses the progress the City has made in implementing recommendations from the 2001 LCI study. The image below, an illustration from the 2001 LCI plan, represents the desired Town Plaza and Church Square redevelopment.

Figure 3. Illustration from 2001 LCI Plan, credit: Jordan, Jones & Goulding

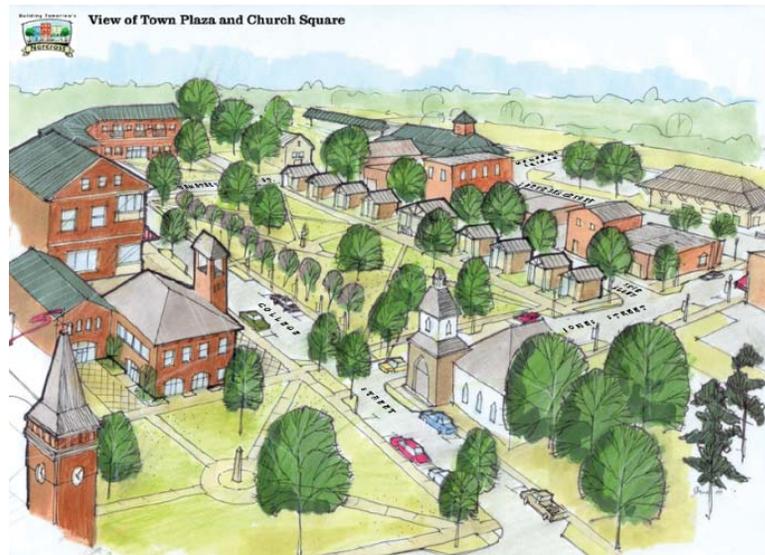
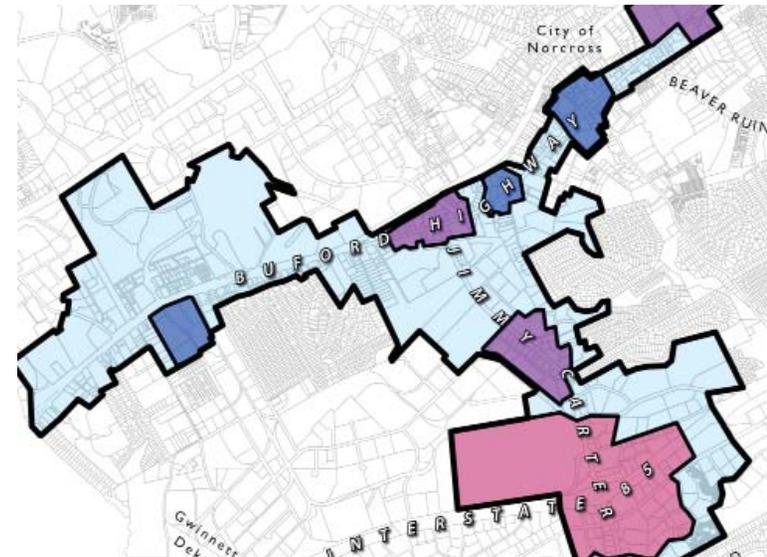


Figure 4. Map of Jimmy Carter Boulevard / Buford Highway Redevelopment Plan, credit: Urban Collage



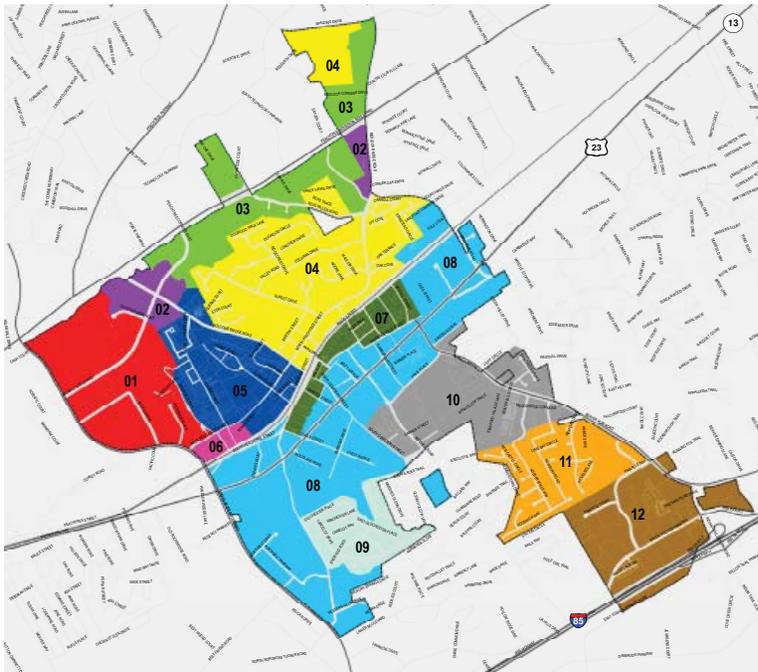
Jimmy Carter Boulevard / Buford Highway Redevelopment Plan

The Gwinnett Village Community Improvement District (“CID”) initiated a redevelopment plan for the Jimmy Carter Boulevard/Buford Highway corridors in the City of Norcross and unincorporated Gwinnett County. The CID realized the prime potential for revitalization at this crossroads, which at the time met the State of Georgia’s standards for “economically and socially depressed” areas where municipalities can undertake redevelopment efforts. The study defines the desired principles for the area, delineates activity centers along the corridor, and outlines standards for design at each node. As a result of this study, the City Council amended Norcross’s zoning code in 2008 to create a new zoning district known as the Redevelopment Area Overlay District (“RAOD”). See “Existing Zoning and Overlay Districts” for more information about the RAOD.

2030 Comprehensive Plan

Completed in 2008, the City of Norcross's 2030 Comprehensive Plan consists of an assessment of the City's current status and emerging trends, a public participation program, and an agenda for the twenty-year planning horizon. The plan coordinates with the Gwinnett County 2030 Unified Plan and uses character areas to direct future development. Each character area is identified in the Future Development Map and has a detailed vision and intent associated with it. The Norcross Town Center study area falls into several character areas: Buford Highway Reinvestment, Downtown Norcross, Neighborhood Preservation, Hopewell Woods, and West Peachtree Neighborhood Commercial.

Figure 5. 2030 Comprehensive Plan Future Development Map



Opportunity Zone

Many parcels along Buford Highway and in the industrial district off of Langford Road have been approved as an Opportunity Zone by the Georgia Department of Community Affairs ("DCA"). Businesses operating within an Opportunity Zone are eligible for the maximum state job tax credit. Created in older commercial and industrial areas that are adjacent to or overlapping areas with a substantial rate of poverty, opportunity zones encourage redevelopment, revitalization, and job creation. The parcels north of Buford Highway within the green shaded area in the image below fall into the Norcross Town Center LCI study area.

Figure 6. Opportunity Zone Map



2010 Downtown Parking Study

In 2010, the City of Norcross completed a comprehensive study of the downtown parking system. The plan assessed parking issues, traffic circulation, and pedestrian safety in the study area, which encompassed all of Downtown Norcross. The study concluded that there was an adequate parking supply to meet demand at that time, but the public perception of a lack of parking and preference for certain parking spaces was a significant concern. A shared parking ordinance, expanded on- and off-street parking lots (where appropriate), a wayfinding plan, and an improved parking management program were recommended.

Figure 7. Downtown Parking Study Map, credit: Walter P. Moore & Associates



2011 Parks Master Plan

The City of Norcross’s 2011 Parks Master Plan assessed existing park facilities and the need for new ones. The Norcross Town Center study area was evaluated to have abundant park space, but the plan identified a need for more parks in the southeast part of the city, as well as better connectivity, more soccer and informal play fields, play facilities, and passive recreation. A greenway and other multi-use trails that pass through downtown Norcross are part of the connectivity strategy.

Figure 8. Parks Master Plan Map, credit: SEI

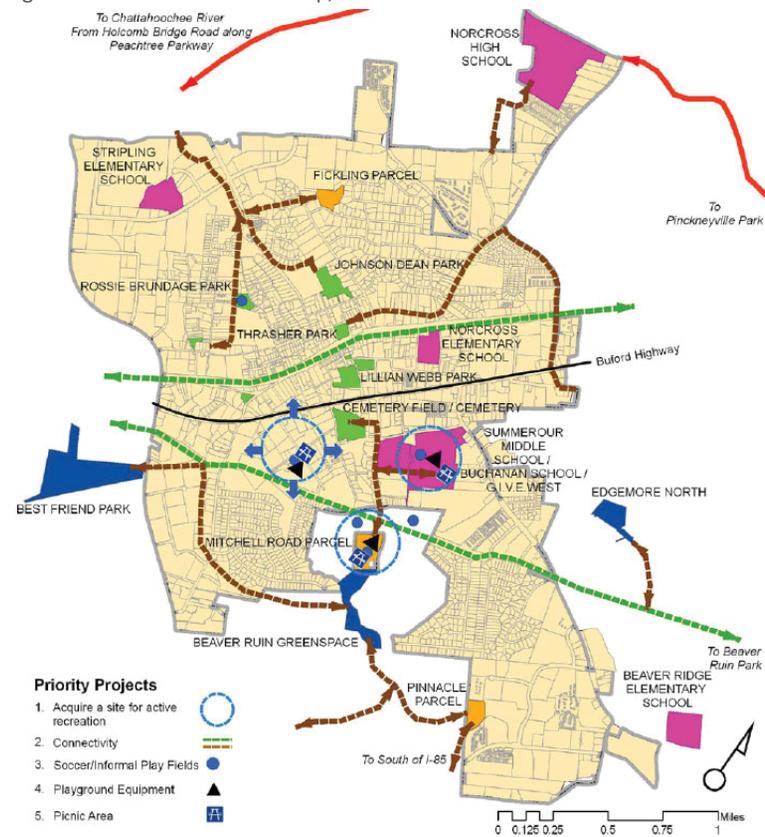


Figure 9. Existing Zoning Map

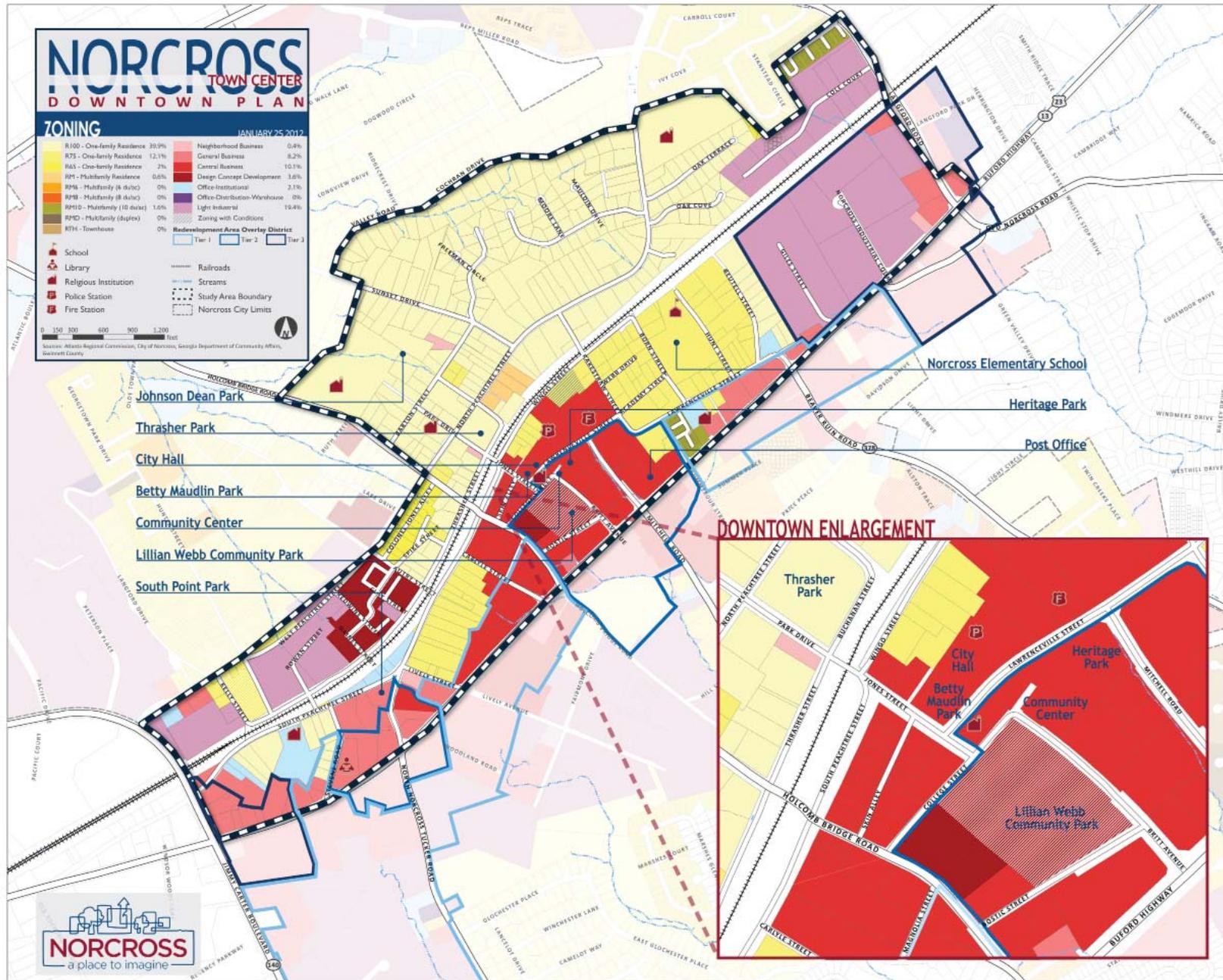


Table 1. Existing Zoning

R100	1-family residences and related uses.	39%
R75	1-family residences, served by sewer.	12%
R65	1-family residences served by sewer, smaller lots.	2%
RM	Two-family and multifamily dwellings.	1%
RM6	Multifamily residence, max 6 dwelling units/acre.	0%
RM8	Multifamily residence, max 8 dwelling units/acre.	0%
RM10	Multifamily residence, max 10 dwelling units/acre.	2%
RMD	Two-family dwelling units (duplexes).	0%
RTH	Townhouse dwelling units.	
C1	Convenience goods and services for people in nearby residential neighborhoods.	0%
C2	Various business uses, including retail, general office, and public functions that would serve a community area of several neighborhoods. Intended to serve a greater population and offer a wider range of services than C1.	8%
C3	Downtown business district, including a limited retail, office, service, and public uses. Single family accessory units are permitted.	10%
DCD	The purpose of a design concept development district is to encourage the best possible site plans and building arrangements under a unified plan of development, rather than under lot-by-lot regulation. The developer benefits from better land utilization, economy in the provision of roads and utilities and flexibility in design. Approval of an overall concept plan will be in accordance with the 2030 Comprehensive Plan and the character of the neighborhood in which the development is located.	4%
OI	Offices, institutions, and related service.	2%
ODW	Large scale office facilities and related distribution/warehouse activities that may be incompatible with other land use classifications.	0%
M1	Land well adapted to industrial development but whose proximity to residential or commercial districts makes it desirable to limit industrial operations to those that are not objectionable.	19%

Redevelopment Area Overlay Districts:

 Tier 1
 Tier 2
 Tier 3

OVERVIEW AND FINDINGS

Existing Zoning and Overlay Districts

The Norcross Town Center study area is comprised of 15 conventional zoning districts as identified by the current City of Norcross Zoning Map. These districts are a combination of single-family, multi-family, office, commercial, and industrial use districts. Most of the existing zoning districts can be classified as traditional and Euclidean, with uses that are basically isolated by type within each individual district. However, one district (the Design Concept Development, or “DCD,” district) enables higher degrees of sophistication in terms of allowing flexibility in development standards but is seen minimally in the study area.

Over half of the study area is zoned for residential development, and the vast majority of that is single-family. Industrial zoning is the next largest category in the study area, consuming 19% of the land area. Commercial zoning districts cover almost the same amount of land – just under 20%. The DCD district currently occupies 3.6% of the land in the study area and is located at the Seven development, Lillian Webb Park, and the proposed residential development adjacent to it.

Redevelopment Area Overlay District

As a result of numerous planning studies and initiatives, particularly the Jimmy Carter Boulevard/Buford Highway Redevelopment Plan, the City Council amended Norcross’s zoning code in 2008 to create the Redevelopment Area Overlay District (“RAOD”). The purpose of the RAOD is to advance revitalization of underutilized properties into pedestrian-oriented developments with a mix of uses, encouraging the use of alternative modes of transportation and building a live/work/play atmosphere. High standards for design, a uniform identity, and quality landscaping are also characteristic of the district’s requirements. Three tiers of different development intensities are defined in the overlay. Redevelopment in this district must comply with these additional regulations.

Figure 10. Existing Land Use Map

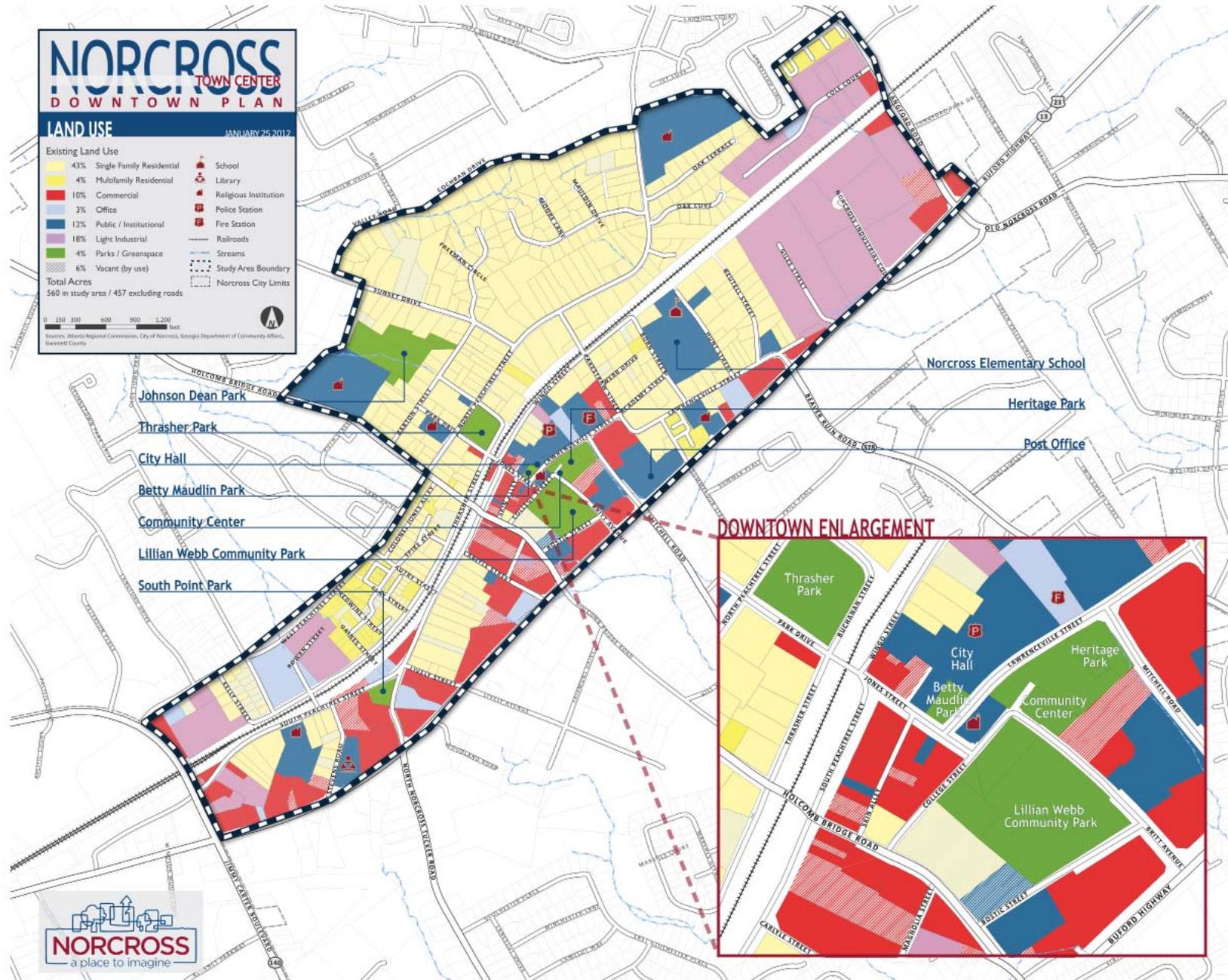


Table 2. Existing Land Use

Single Family Residential	Residential properties consisting of detached units, each on its own lot and occupied by a single household. In the Norcross Town Center, includes primarily suburban neighborhoods with some historic estate-type homes.	43%
Light Industrial	Light industrial uses are not traditionally seen in commercial areas but are less intense than traditional heavy industry. Consumers may visit these locations. Examples in the study area include warehouses and storage.	18%
Public / Institutional	Civic uses, places of worship, schools, libraries, hospitals, and other public or community services. Many government properties are located in the study area, including City Hall and the Community Center, and Norcross Elementary School.	12%
Commercial	Land uses dedicated to the sale of goods, including urban CBDs, shopping centers, and hotels. Here, commercial uses include downtown development, banks, restaurants, auto-oriented businesses, hotels, & shopping centers.	10%
Vacant	Land that is currently developed and unoccupied, or undeveloped but intended for development.	6%
Multifamily Residential	Residential properties that consist of attached units, where more than one household occupies the same building or parcel. Includes townhomes, duplexes, triplexes, apartments, and condominiums.	4%
Parks / Greenspace	Open space, recreational areas, conservation areas, parks, playgrounds, and other undeveloped land that is specifically preserved from development.	4%
Office	Office uses provide services but differ from commercial uses in the type of structures, amount of parking and space required, and the times of day and week typically occupied. The Norcross Town Center has a few low-rise office buildings.	3%

Existing Land Use

The Existing Land Use Map for the Norcross Town Center Plan was initially created with 2010 existing land use GIS data provided by Gwinnett County. Land use categories were verified via windshield surveys and revised as needed to reflect current uses.

Table 2 shows the existing land use classifications that fall within the study area and their locations within the study area boundary. Land use descriptions are based on the tax assessor's property class description.

Much of the study area is occupied by single family residential uses, which typically redevelop slowly and infrequently. Land use planning in this study focuses primarily on other uses. 10% of the land is occupied by commercial uses and 3% by office. Several large tracts of land under ownership by religious institution make up some of the public/institutional land, which comprises 12% of the study area. 18% of the land is made up of light industrial uses, which are also typically strong contributors to a community's tax base. Just 4% of the land in the Norcross Town Center area provides multi-family residential uses; there is a need for more housing options within the study area. Only 6% of the land in the study area is vacant, reflecting a stable economic base.

Existing Future Land Use

The 2008 Gwinnett Unified Plan, which plans for growth on a county level, identifies the Norcross Town Center area within the “Corridor Mixed Use” and “Regional Mixed Use” character areas of the future development map. Per the Unified Plan, recommended uses within these character areas include retail, commercial services, office uses, and medium density residential that primarily serve markets between the larger centers.

The City of Norcross 2030 Comprehensive Plan, completed in 2008, “paints a picture of what the City of Norcross desires to become during the 20-year planning period from 2008 to 2030. It provides descriptive representations of the development patterns to be encouraged within the City.”

Figure 11. Gwinnett County Unified Plan Future Development Map

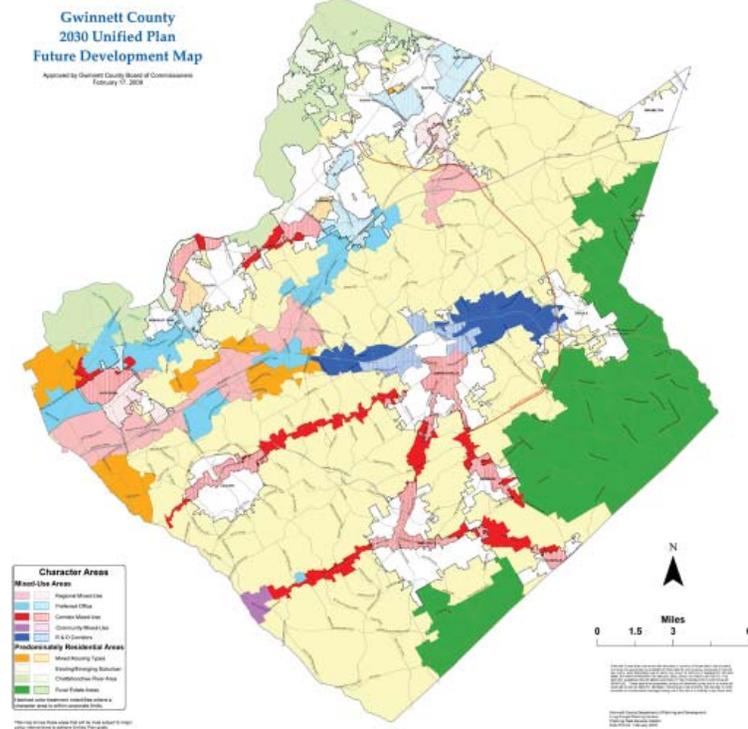
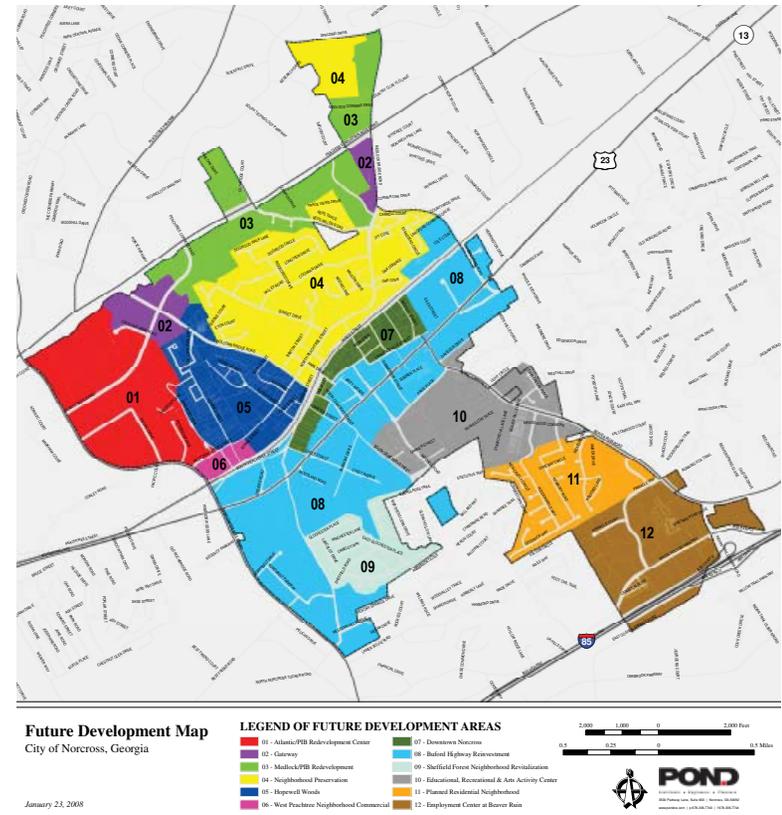


Figure 12. Norcross Existing Future Land Use Map



Future Development Map
City of Norcross, Georgia

January 23, 2008



The following character areas with desired corresponding development patterns occur in the Norcross Town Center Study Area:

- The **Buford Highway Reinvestment** (labeled 08 on the map) character area falls within the Gwinnett Village CID. Retail, office, and mixed use land uses are desired here, but no new car repair shops or car dealerships should be permitted here. The Comprehensive Plan recommends a four-tiered approach to scale and density, like the Jimmy Carter Boulevard/Buford Highway Redevelopment Plan suggests, but paired with controls on design, connectivity, and open space.
- The vision for **Downtown Norcross** (07) is based on the Downtown Norcross Strategic Plan and calls for traditional downtown land uses, including local boutique retail, restaurants, bed and breakfasts, neighborhood-scale shopping, and mixed use development (with residential on or above the second story only). The existing one- to two-story building height should be maintained.
- In the **Neighborhood Preservation** (04) character area, two-story, single family residential, schools, and churches are desired. Infill development will be regulated with consideration to lot sizes and open space.
- **Hopewell Woods** (05) is intended to transition toward a traditional neighborhood with a mix of housing types, including single family homes, cluster development, or townhomes with supporting institutional uses and community facilities. Heights of two to three stories are desired here.
- Local retail and small office is desired in the **West Peachtree Neighborhood Commercial** (06) area. Two to three story building heights are appropriate, with residential uses permitted on upper floors.

Development Patterns

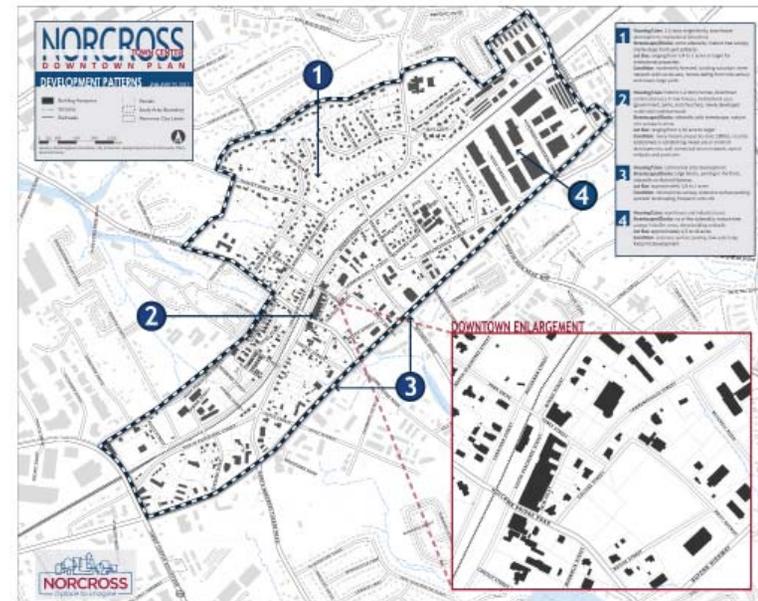
The development patterns map outlines the existing street grid and existing building footprints to assist with defining current trends of development. The map reveals four distinct characteristic patterns that have occurred in the Norcross Town Center study area over time. Characteristic patterns are identified by housing types and use, streetscape and block dimensions, lot size, and property condition.

Much of the study area consists of one- to two-story single family or townhouse development, with some churches and schools interspersed. There are some sidewalks along these winding streets with cul-de-sacs and deep front yard setbacks. Lot sizes range from a quarter of an acre to three acres or larger for some institutional properties. Homes date from the mid-twentieth century or later and have large yards and extensive tree coverage.

The second development type exists in and around the historic downtown, with row-type development, historic buildings, institutional uses, and some new neighborhoods. Generally, there are complete sidewalks and streets on a grid network. Setback and yard sizes vary, and lots are as small as a tenth of an acre. In this area, land uses vary and include retail, civic, institutional, and residential.

Along Buford Highway, the typical development pattern can be characterized as commercial strip development. Low-slung but sprawling buildings on large blocks are set back from the street with parking in the front. There is sporadic landscaping and minimal tree canopy, but sidewalks do exist in much of this development area.

Figure 13. Existing Development Patterns



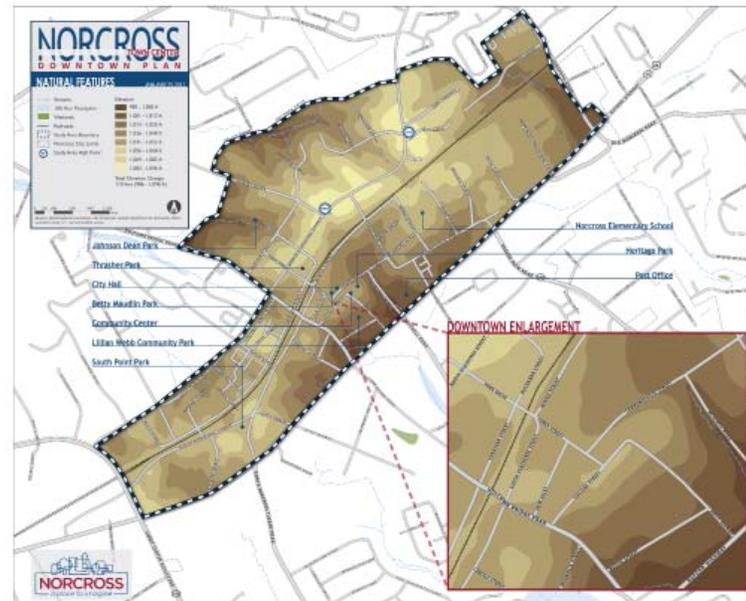
Finally, a significant amount of land area is occupied with warehouse and industrial buildings. These buildings have extremely large footprints and extensive surface parking, with lots ranging from one-half to eighteen acres in size. There are few to no sidewalks and deep building setbacks. However, these areas are adequately buffered from neighboring development types with mature trees and the railroad, effectively isolating them from their surroundings.

Environment and Open Space

The Norcross Town Center study area has a limited number of natural features. Beaver Ruin Creek is the closest major waterway, but does not intersect the study area boundary. Several minor perennial creeks run through the study area; only a few parcels fall into a floodplain, and they are all in the developed single-family neighborhoods. In spite of being almost entirely built out, the Norcross Town Center area maintains a dense tree canopy.

Only a few areas of significant steep slopes appear in the study area, primarily in the industrial area to the northeast and behind the Norcross Community Center, sloping down to Mitchell Road. Otherwise, the study area is characterized by gently sloping terrain, like much of the metropolitan Atlanta area. Elevation ranges from 985 to 1,096 feet above sea level, peaking along North Peachtree Street and sloping downward in either direction to the study area limits. The low points are along Buford Highway between Holcomb Bridge Road and Mitchell Road.

Figure 14. Existing Environmental Features



Community Facilities /Cultural Resources

The cultural resources map marks the community resources with significant social or historical value within the study area boundary. Community facilities, such as religious facilities and civic properties, are abundant in the Norcross Town Center. City Hall, the Norcross Public Library, Norcross Elementary School, the Norcross Community Center, the post office, police and fire departments are all located within the Town Center. Public parks and greenspace are abundant in the study area, with two major active parks (Thrasher and Lillian Webb), three smaller park spaces (Heritage, Betty Maudlin and South Point), and a large passive greenspace (Johnson Dean).

The performing and visual arts are very important to the Norcross community. The College Street Playhouse, sharing space with the Community Center, houses the award-winning Lionheart Theatre Company. An arts incubator, a retail store, and a gallery for local artists have all found space in the Norcross Arts Center, or the “Nest.” An annual arts festival attracts thousands of visitors.

Downtown Norcross is the heart of the study area. Shops and offices along South Peachtree and Park Drive/Jones Street attract visitors from surrounding neighborhoods and the community at large. Located behind the shops on South Peachtree, Skin Alley is a feature unique to Norcross with the potential to become a signature gathering space. The Whistle Stop Farmers’ Market and historic Depot are two other major attractions to downtown. The downtown falls within a National Historic District (shown on the adjacent map in yellow), which covers a significant area within the LCI study boundaries. A list of all 219 contributing structures is maintained with the city. Their locations are shown on the adjacent map and can be found at www.gnahrgis.org.

Figure 15. Community Facilities and Cultural Resources

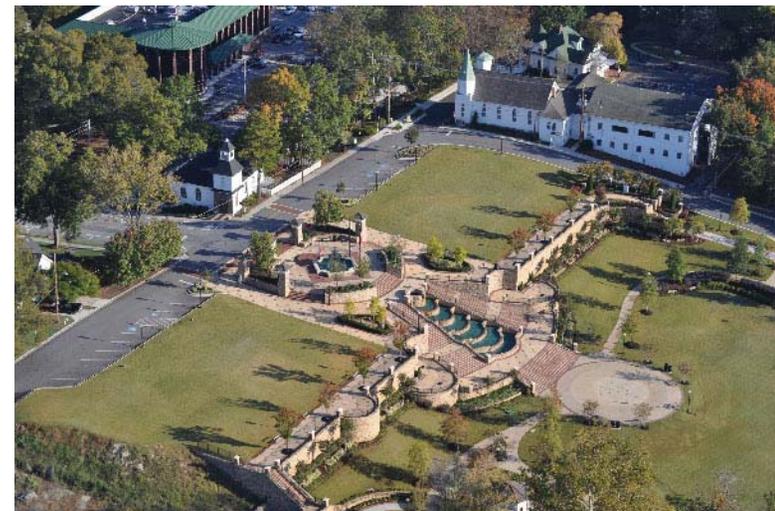
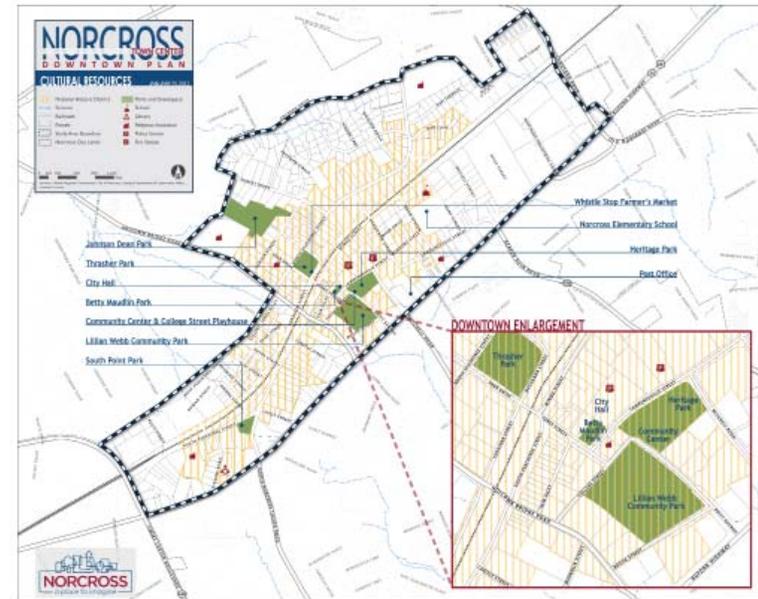
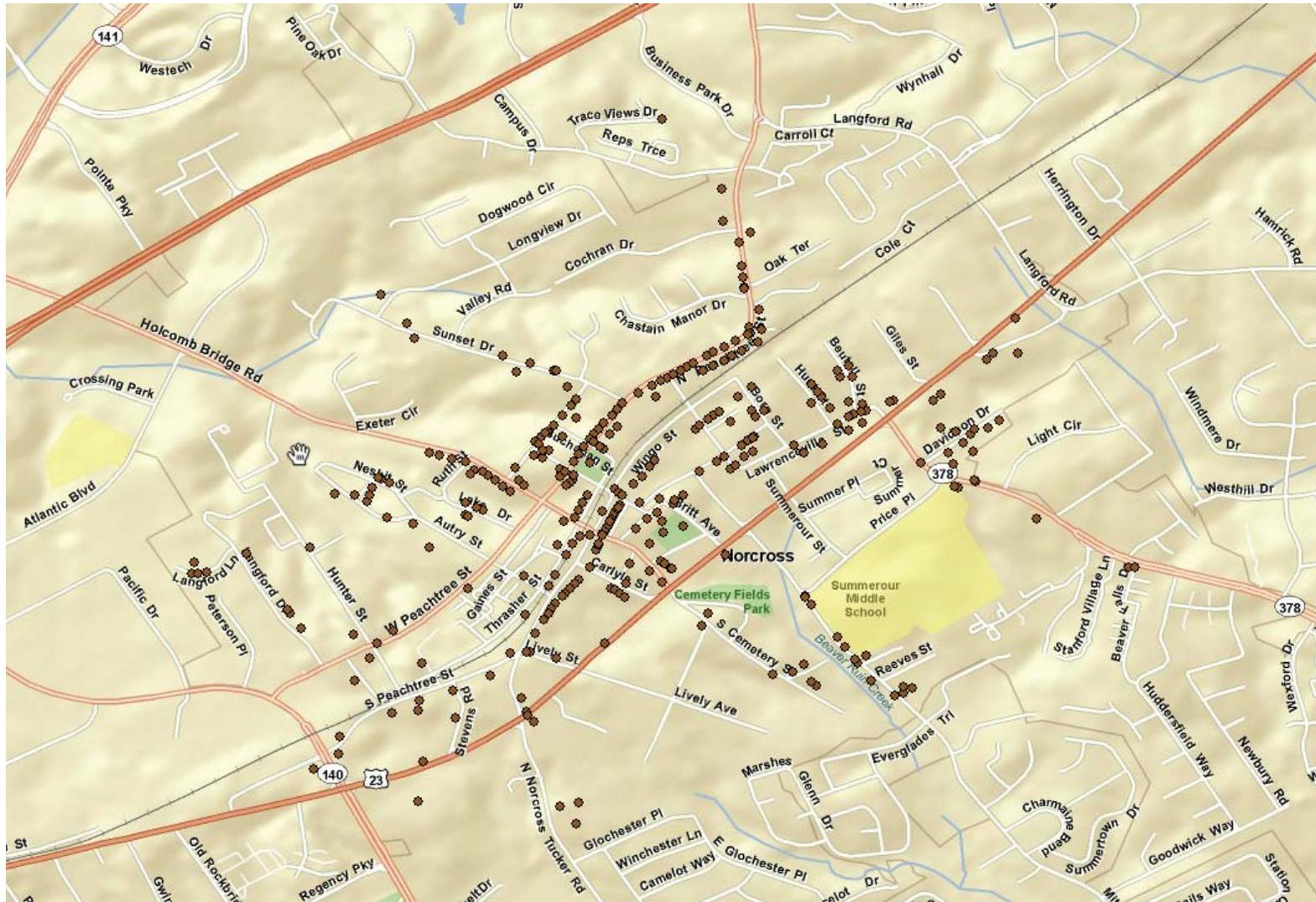


Figure 16. Historic Structures



Source: <https://www.gnahrgis.org/>.

Transportation and Pedestrian Environment

As a part of this study, existing transportation data for the study area were gathered and analyzed. This section includes:

- An assessment of the significance of the study area in terms of its transportation context
- An overview of the existing conditions of transportation and circulation facilities
- A summary of transportation improvement projects affecting the study area
- A brief review of prior transportation plans, studies, and recommendations

From a regional perspective, the prominent transportation aspects of the study area include the following:

- Located approximately 12.5 miles from the City of Atlanta's central business district (CBD).
- Nearby access to interstate highways and other regional roadways including I-85 via Beaver Run Road (SR 378) and Jimmy Carter Boulevard (SR 140), Peachtree Industrial Boulevard, and Peachtree Parkway (SR 141).
- Buford Highway, which is also State Route 13, forms the southeast boundary of the study area.
- Fixed route MARTA heavy rail transit service can be accessed 5 miles to the south at the Doraville station.
- Multiple Gwinnett County Transit local bus routes serve the study area, providing local circulation to surrounding residential and commercial areas and providing a connection to the MARTA heavy rail station in Doraville.
- Located approximately 24 miles from Hartsfield-Jackson Atlanta International Airport, the world's busiest airport and 6 miles from Peachtree-DeKalb Airport.

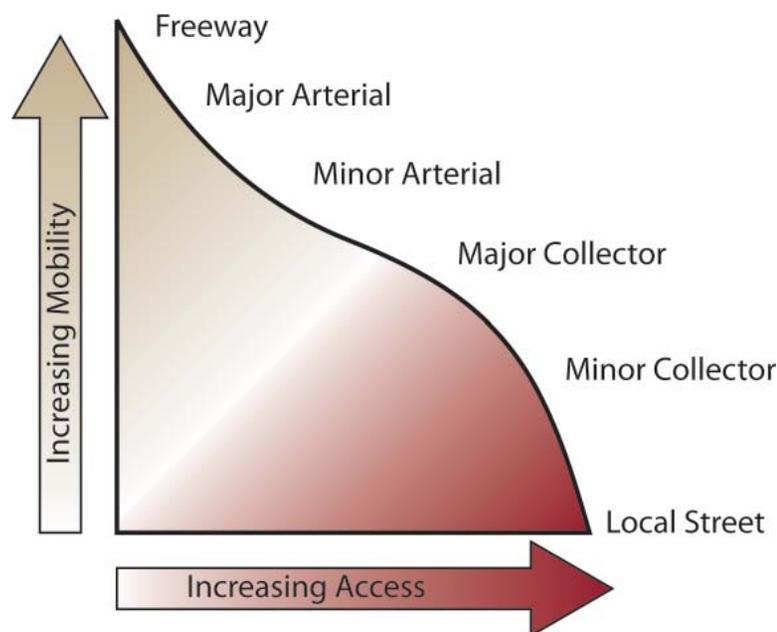
- Freight rail lines operated by Norfolk-Southern pass through the study area traveling northeast-southwest. This rail line also provides AmTrak service as the Crescent line passes through Norcross.

Roadway Facilities

Roadways are classified according to the degree to which they fulfill two purposes: movement of traffic, or mobility, and access to development. As expressed in Figure 17: Roadway Classification by Function, these functions are inversely related in that the more traffic volume a roadway can accommodate, the less access it provides (and vice versa).

Thus, a functional classification system provides a hierarchical ranking based on the degree of mobility and accessibility that a street provides its users. The functional classification system of roadways within the study area, based on data from the Georgia

Figure 17. Roadway Classification by Function



Department of Transportation (GDOT), is shown in Figure 18: Roadway Functional Classification Map.

Other important characteristics of the roadway network are shown in Figure 19: Roadway Lanes and Traffic Controls. This map includes the following:

- Number of through lanes on each roadway
- Locations of one-way roadways
- Signalized intersections
- Railroad crossing locations

Buford Highway (SR 13) is a primary arterial and major State Route which forms the southeast boundary of the study area. It connects Norcross to Doraville and I-285 to the southwest and to Duluth to the northeast. Holcomb Bridge Road is the primary through street passing through the study area, connecting Peachtree Industrial Boulevard to the northwest with Buford Highway (SR 13) to the southeast. The Georgia Regional Transportation Authority (GRTA) provides generalized annual average daily traffic volumes to determine Level-of-Service (LOS) as a part of the guidelines for their DRI review process. The GDOT Average Annual Daily Traffic (AADT) volume was 10,660 on Holcomb Bridge Road in 2010. Based on this volume, the GRTA guidelines show a daily LOS of B on this roadway. The AADT on Buford Highway (SR 13) was 33,260, resulting in LOS E conditions. This matches observation of heavy traffic volumes and queuing at the major intersections during the AM and PM peak travel periods.

Holcomb Bridge Road crosses the Norfolk Southern Railroad in the heart of downtown at an at-grade crossing. Differences in elevation between the rail line and the parallel Thrasher and South Peachtree Streets reduce visibility for vehicles crossing the

Figure 18. Roadway Functional Classification Map

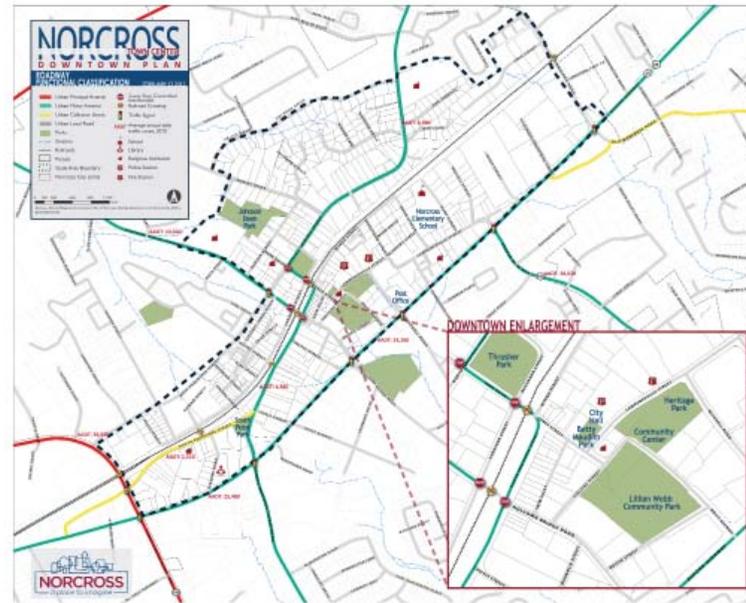
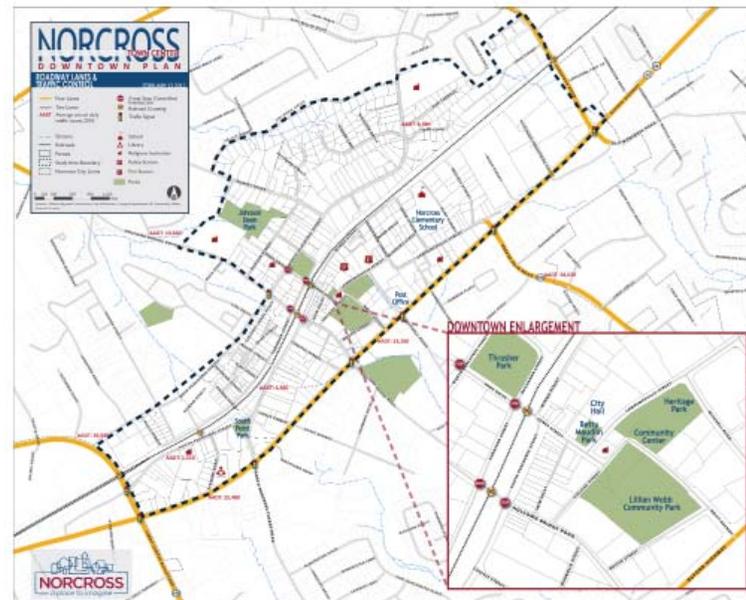


Figure 19. Roadway Lanes and Traffic Control



rail line. A second at-grade rail crossing occurs in downtown along Jones Street, one block to the northeast. This crossing has a grade that is closer to level, facilitating movement of vehicles across the track and visibility. In addition, the proximity of these intersections to the rail line results in several three way stop intersections with traffic moving away from the rail crossing having the right of way. These three way-stops can cause confusion to drivers as people waiting at the stop controlled intersections may think that other drivers will also be stopping. The City has implemented signage at these intersections to address this operation.

The next rail crossing to the northeast is at Langford Drive, a five lane roadway that forms the northeast boundary of the study area. Southeast from Downtown, two lower volume at-grade rail crossings provide connections across the railroad tracks. These occur at Autry Street and Rowan Street.

In addition to Holcomb Bridge Road, which provides northwest to southeast connectivity, the downtown area is connected to the regional roadway network primarily by four northeast-southwest roads. North Peachtree Street connects to Langford Parkway, serving multiple residential neighborhoods. This road has an AADT of 8,990, corresponding to LOS B conditions. Lawrenceville Street connects to Buford Highway (SR 13) at Beaver Ruin Road (SR 378). This road serves significant through traffic volumes in the AM and PM peak hours for traffic traveling between Beaver Ruin Road (SR 378) and Holcomb Bridge Road. South Peachtree Street provides for travel to the southwest, serving residential communities and businesses as it connects to Jimmy Carter Boulevard (SR 140) at a signalized intersection. It also connects to Buford Highway (SR 13) via North Norcross Tucker Road. South Peachtree Street has an AADT of 4,360, resulting in LOS B conditions. West Peachtree Street also connects downtown Norcross with Jimmy Carter Boulevard (SR 140) to the southwest, serving residential development and redeveloping areas. West

Peachtree Street connects to South Peachtree Street at Holcomb Bridge Road, resulting in a continuous, lower volume route between Langford Parkway and Jimmy Carter Boulevard (SR 140).

The study area overall, as well as most of the City, has good connectivity to the surrounding arterial network due to the downtown area's roadway grid. However, the presence of the railroad through the study area limits northwest-southeast connectivity.

Some PM peak period traffic congestion was observed in the study area during the transportation field review. Traffic traveling through the study area results in periods of high traffic volume during the AM peak hour. During the PM peak hour, the combination of through traffic with local traffic accessing downtown commercial and community facilities results in occasional traffic congestion (queuing and high vehicle delay). Midday activity in downtown results in nearly full utilization of on-street parking. This results in some periods of heavy traffic, as vehicles circulate for parking. Although periods of congestion occur in downtown Norcross, congestion is not severe enough to prevent effective access to businesses and residential communities. This is likely due to the proximity of major roadways along the edges of the City.

Bicycle and Pedestrian Facilities

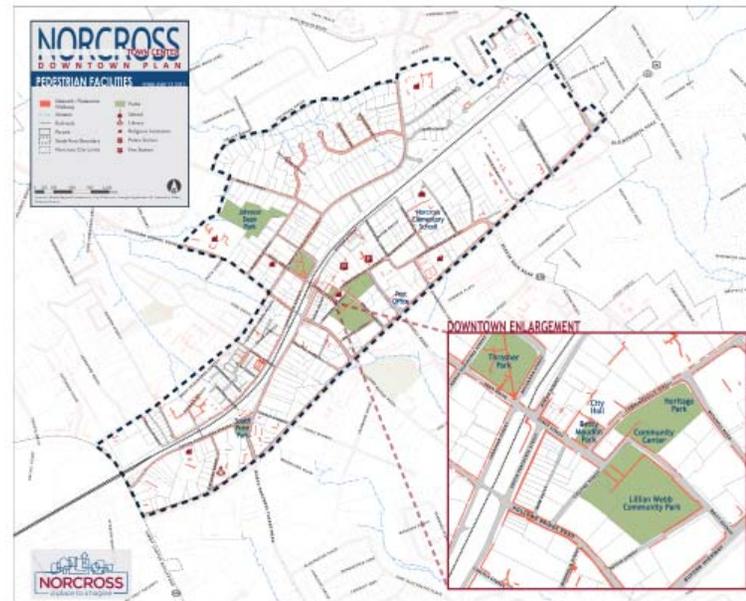
Dedicated bicycle facilities do not exist within the study area. In addition, the primary through roads in the City (Holcomb Bridge Road and North Peachtree Street) have relatively high peak hour traffic volumes and low shoulders which make them less well suited for shared bicycle use. However, there are several lower volume through and connecting streets in the City that are compatible with shared bicycle-automobile use.

The *Atlanta Regional Bicycle Transportation and Pedestrian Walkways Plan, 2007*, indicates the need for regional bicycle facilities along Buford Highway (SR 13) connecting to Doraville and Duluth, as well as along Beaver Run Road (SR 378) and Indian Trail Road, connecting Norcross to the City of Lilburn. There are not currently planned or programmed projects to add these facilities. The plan also indicates the need for a bicycle facility along Holcomb Bridge Road, the need for which has been identified by the City, as well, leading to initial planning for a multiuse trail.

Figure 20: Bicycle and Pedestrian Facilities shows the location of sidewalks throughout the study area. As the figure shows, there is good sidewalk coverage throughout most of the study area. The city has implemented wider sidewalks and streetscape on several downtown streets and is expanding this to other streets. The sidewalk network in the downtown area provides good overall pedestrian connectivity. However, gaps occur in the sidewalk network outside the downtown area.

One of the primary constraints for pedestrian and bicycle movement is the lack of frequent connectivity across the railroad tracks. In addition, the railroad crossings in downtown are not well suited to pedestrian use. The Holcomb Bridge Road crossing does not have a sidewalk and its steep grade makes it difficult

Figure 20. Bicycle and Pedestrian Facilities



to traverse by disabled users. The Jones Street railroad crossing contains sidewalk on the northeast side, but no sidewalk on the southwest side.

Buford Highway (SR 13) contains sidewalks and is frequently used by pedestrians for access to commercial properties and transit. Midblock pedestrian crossings are a concern in two areas: between Holcomb Bridge Road and Mitchell Street for access to the shopping centers located midblock, and north of Jimmy Carter Boulevard (SR 140) at the transit stops for bus routes 20, 35 and 10. At this transit stop location, many pedestrians cross Buford Highway (SR 13) to transfer between local bus routes 20 and 35 and route 10, which travels to the Doraville MARTA station. These pedestrian crossing areas are being addressed in the Buford Highway Median Design project, currently underway.

In addition, implementation of multi-use trails is currently planned within the study area. A proposed trail will connect downtown Norcross to the trail network along Peachtree Industrial Boulevard along Holcomb Bridge Road. Another proposed trail will connect downtown Norcross to Summerour Middle School and Gwinnett County Science and Technology High School along Price Place via Mitchell Street.

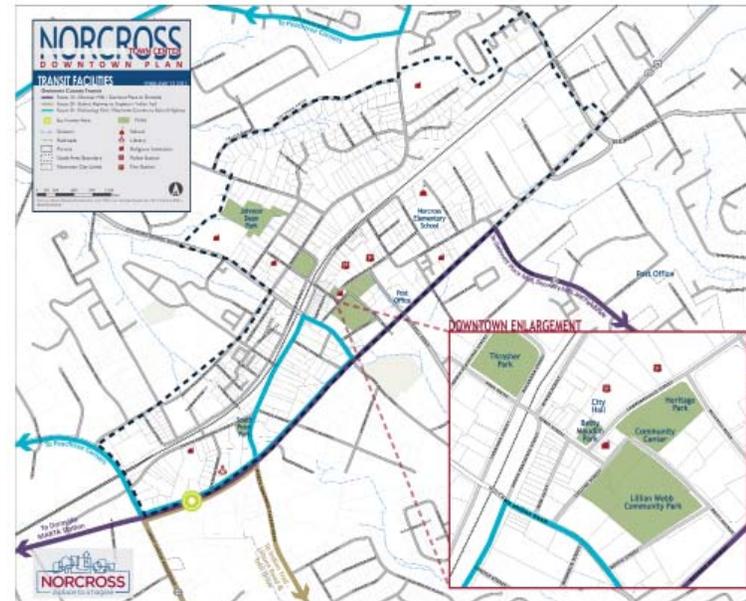
Transit Facilities

The study area is served by Gwinnett County Transit (GCT). Three local bus routes serve the area. The locations of these stations and the bus routes are shown in Figure 21: Transit Facilities.

- Route 20: This route serves the Jimmy Carter Boulevard and Singleton Road corridors. It traverses the southern edge of the study area at Buford Highway (SR 13).
- Route 35: This route serves the Peachtree Corners area and travels through downtown Norcross via South Peachtree Street and Holcomb Bridge Road.
- Route 10: This regional route provides a connection between the local bus routes and the Doraville MARTA rail station.

As described above in the bicycle and pedestrian facilities section, transfers between local routes 20, 35, and 10 result in significant midblock pedestrian crossing activity. This occurs because the local bus stops are located across from one another along Buford Highway (SR13) and are serving as a transfer center. Designation of a transit center with improved pedestrian safety and amenities could facilitate this transfer process.

Figure 21. Transit Facilities



Prior Plans and Studies

The City of Norcross has conducted ongoing planning for the downtown and throughout the LCI study area. In addition, they have implemented many of the recommendations from the 2001 LCI plan. The paragraphs below provide an overview of previous plans and studies related to transportation.

Downtown Norcross Parking Study

As described previously, the City of Norcross completed a comprehensive study of the downtown parking system in 2010. The plan assessed parking issues, traffic circulation, and pedestrian safety in the study area, which encompassed all of Downtown Norcross. The study concluded that there was an adequate parking supply to meet demand at that time, but the public perception of a lack of parking and preference for certain parking spaces was a significant concern.

2001 Livable Centers Initiative Plan

The City of Norcross completed its original LCI study in 2001 which included a variety of transportation projects (improved railroad pedestrian crossings, traffic calming, sidewalks, bike lanes, and multi-use trails), a town plaza on College Street, and improvements to Lillian Webb Field. Many of the transportation projects have since been implemented, including an expansive sidewalk network with signature streetscaping, improved parking facilities, and stone column gateways.

ARC RTP/TIP and TIA

The Atlanta Regional Commission (ARC) is the federally-designated Metropolitan Planning Organization (MPO) for the 18-county Atlanta region. They are responsible for developing a long-range, multi-modal, financially constrained transportation plan, known as the Regional Transportation Plan (RTP), which meets all federal transportation Clean Air Act planning requirements. The current version of the RTP is named PLAN 2040. The Transportation

Improvement Program (TIP) allocates federal funds for use in constructing transportation projects that are part of the RTP. The TIP is essentially the programmed short-range work plan.

The Transportation Investment Act (TIA) of 2010 provides regions within the State of Georgia the opportunity to vote for a 1-cent sales tax to fund transportation projects within each region. A Regional Roundtable, made up of elected officials from local cities and counties, identified a detailed project list to be funded by this tax. Voters in Metro Atlanta will vote on the TIA in July 2012. If passed, projects on the list are projected to be funded and completed in the next 10 years.

Figure 22: Transportation Projects identifies all of the projects listed in the ARC RTP/TIP and the TIA located in the study area. The most significant is likely the LCI Transportation Implementation project identified in the downtown area. These programmed projects build on the streetscape already implemented in downtown to provide a common aesthetic treatment to the area around Lillian Webb Park and along Holcomb Bridge Road to Buford Highway (SR 13). Another key project is the implementation of medians along Buford Highway (SR 13) from Jimmy Carter Boulevard to Beaver Ruin Road. This project will address pedestrian crossings of Buford Highway and will provide a median to enhance vehicle operations and safety, as well as aesthetics along the corridor. Enhancement of the pedestrian crossings will help link the communities on the two sides of Buford Highway (SR 13). In addition, the Northeastern corridor commuter rail service (in the regional aspiration plan) could change the mode of choice for many people along the corridor. This median project is on-going and required coordination with the LCI plan update, while other projects discussed in this section are only in planning phases.

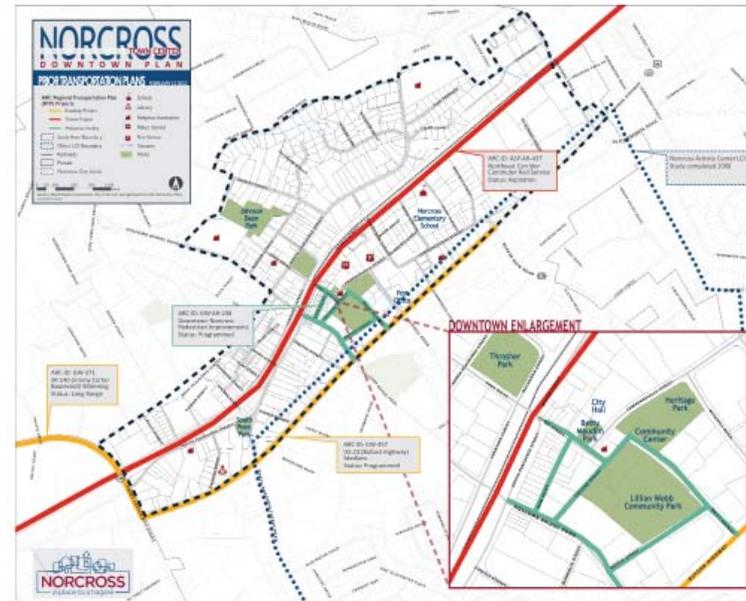
Concept 3

The Transit Planning Board (TPB) was a joint venture between MARTA, the Atlanta Regional Commission (ARC), and the Georgia Regional Transportation Authority (GRTA). It was primarily focused on the creation of a regional transit plan, and identified new regional sources of funds to implement and operate the system. In August 2008, the TPB approved Concept 3 as their Regional Vision for Transit in Atlanta. Concept 3 has since been approved by MARTA, ARC, and GRTA. The Regional Transit Committee (RTC) was established as a policy committee of the Atlanta Regional Commission in January 2010 to focus on issues of regional transit planning, funding, and governance. The RTC builds upon the work of its predecessors, the Transit Planning Board (TPB) and the Transit Implementation Board (TIB).

Figure 23: Concept 3 is Metro Atlanta's official long-range transit vision. Although no specific funding has been attached to the plan, it is the basis for future planning, funding, and implementation of transit in the Metro Atlanta area. Concept 3's vision is for transit to provide connectivity throughout most of Metro Atlanta. There are several plan elements that would potentially add significant new transit service in Norcross:

- **Doraville to Norcross Heavy Rail Line:** This project is an extension of the MARTA heavy rail line from the Doraville Station to a regional transit transfer center in Norcross. This will provide rail transit service throughout the day.
- **Arterial Rapid Bus Line from Duluth to Lindbergh MARTA Station:** This project will provide an arterial bus system with limited stops along Buford Highway. One stop would be at the proposed regional transit transfer center in Norcross.
- **Commuter Rail from Gainesville, GA to Multimodal Passenger Terminal in Atlanta:** This project will provide commuter rail service which will be a directional service operating during peak travel hours.

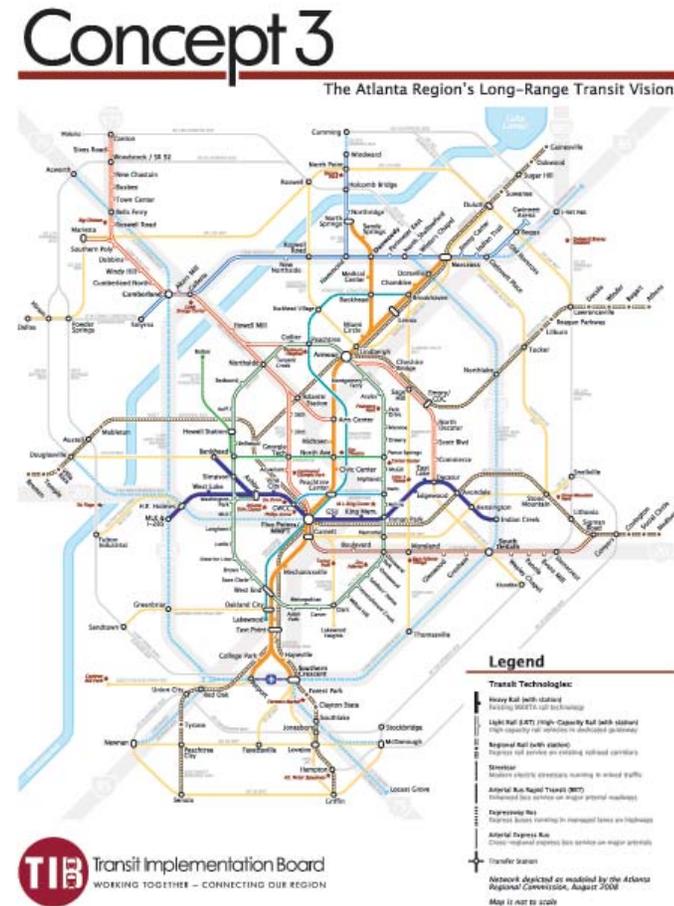
Figure 22. Prior Transportation Plans



- East to West High Capacity Rail Line: This project will add a high capacity rail line (light rail or other technology) for east to west movement north of I-285. The project will start in Smyrna and continue through Norcross to the OFS site where it will turn north along the I-85 corridor. This line will also make use of the planned regional transit center in Norcross.

The location of Norcross relative to the Holcomb Bridge Road Corridor, existing MARTA Doraville station, and redevelopment of the OFS site on Jimmy Carter Boulevard make this an attractive location for a regional transit transfer center. Many aspects of Concept 3 have yet to be determined, including the specific location of transit facilities, funding sources, and construction dates. The recommendations of this plan are not all included in the Regional Transportation Plan and will require further development prior to directly planning for them in the LCI study area.

Figure 23. Concept 3, credit: Atlanta Regional Commission



Summary of Findings

The inventory of existing and planned infrastructure and the transportation field review shows that the study area has a number of positive transportation features. However, the transportation infrastructure could be enhanced to better support a livable community. Considering current conditions and potential changes to travel patterns, the positive transportation features and transportation features needing improvement include the following:

Current Transportation Features Supportive of a Livable Community:

- The existing street network provides good overall connectivity for all modes of travel.
- There is good coverage of sidewalks throughout the study area though expansion in some areas is needed.
- The downtown area has streetscape along several streets and has expanded the streetscape to Buford Highway (SR 13).
- The two MARTA heavy rail stations and multiple bus routes provide good transit accessibility to residents and businesses in the study area.
- The previously awarded ARC LCI Implementation grant and GDOT TE grant provide opportunities for short-term transportation improvements in the study area.

Transportation Features Needing Improvement in the Future:

- No dedicated bicycle facilities located within the study area.
- Additional pedestrian and automobile connectivity is needed across the Norfolk Southern rail line, which creates a barrier through the study area.
- Parking management needs to be addressed in the downtown.
- Expansion of the streetscape to other downtown streets is needed.
- Bicycle and pedestrian connections from residential areas to parks, the Elementary School, and downtown are needed.
- Pedestrian crossings of Buford Highway (SR 13) need enhancement to facilitate safer access across the road.
- There is a need for traffic calming measures along secondary roadways to slow traffic speeds and thereby support a pedestrian- and bicycle-friendly environment.

MARKET ANALYSIS

Note: This section contains a summary of the economic and market analysis for this study. Please see Appendix A for the complete economic and market analysis report.

The economic and market analysis for the Norcross Town Center study examined the socioeconomic and real estate market trends in the study area to determine how they may impact the potential for redevelopment.

Market Definition

The analyses of current and projected demographic profile as well as the potential market-driven development growth are based fundamentally on the market areas that the real estate market – office, industrial, retail and residential for purposes of this analysis – depend upon for support and growth. In this analysis, each industry type has a related market area.

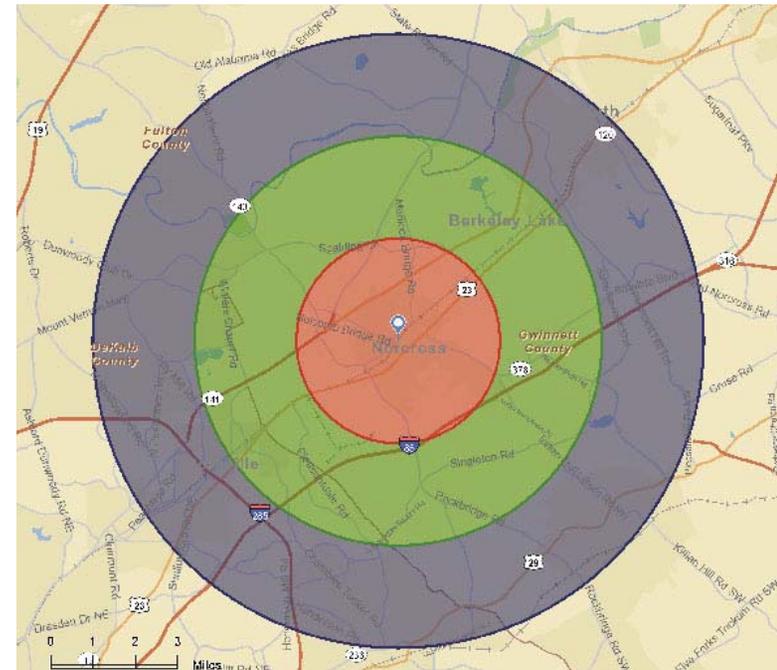
Study Area

The Norcross Town Center study area, described in detail in Chapter 1, is located around Downtown Norcross, between Buford Highway, Jimmy Carter Boulevard, and Langford Road.

Primary, Secondary, and Tertiary Market Areas

The “Norcross Market Area” is defined as the combination of three “levels” of market area: a Primary Market Area defined as that area within two miles of the assigned center point of Norcross, a Secondary Market Area defined as the area 2-4 miles from the Norcross center, and a Tertiary Market Area extending 4-6 miles from that center. The Norcross “center” for market-area purposes is at the intersection of Jones Street and South Peachtree Street. (Figure 24)

Figure 24. Norcross Market Area



Study Area Market and Demographics Overview

Norcross, and its related local residential market areas, have not been spared from the impact of the national recession that began in 2007 and, while technically over, still affects significantly the Metro Atlanta region and, to varying degrees, its various submarkets. However, Norcross and its retail and residential market areas have not been as impacted negatively as most other areas of Atlanta due to a number of basic demographic and income strengths that those market areas – collectively the “Norcross Market Area” – share. **Individual demographic and income components support this profile of a strong, affluent surrounding community and adjacent retail and housing Norcross Market Area with strong growth potential.**

On average, the LCI area’s population is older and more educated than surrounding areas. A summary of other key demographic and income data comparing the Norcross Town Center LCI Study Area with the City of Norcross, the Study Area’s 6-mile total Market Area, Gwinnett County and Metro Atlanta is provided in Table 3 below.

Table 3. Summary Profile: 2010

	LCI Area	Norcross	Market Area	Metro ATL	LCI Area as a % of	
					Norcross	Metro ATL
Population	1,306	9,116	327,061	5,268,680		
Households	556	3,161	118,135	1,937,225		
Avg Household Income	\$83,372	\$68,490	\$80,201	\$73,267	122%	114%
Per Capita Income	\$35,598	\$23,008	\$29,021	\$27,473	155%	130%
Avg Home Value	\$191,622	\$163,739	\$225,186	\$189,450	117%	101%
Housing Units	615	3,576	130,673	2,165,495		
Owner Households	71%	50%	47%	59%	141%	119%
Renter Households	21%	39%	45%	31%	53%	66%
Vacant Housing Units	9%	11%	9%	10%	81%	90%

Over the next ten years, population and household growth is projected to continue at a moderate pace of 1.43%, faster than the rest of the city, the metro region, and the County. The increase in new housing units will not grow as fast as the formation of new households, decreasing the current excess supply of housing in the City, as well as the County. In absolute dollars, the projected increase in Per Capita Income through 2022 exceeds the increases in all comparative areas. The increase in Average Household Income is approximately equal to the increases in the County and Metro Atlanta overall; the increase within the Market Area exceeds the City, County and Metro area.

Office Market Analysis

Metro Office Market

As it relates to the office market recovering, Atlanta remains in a holding pattern. The Atlanta office market is still waiting for consistent signs of stabilizing. A record amount of available office space exists in the market, but the economy is beginning to strengthen, and Atlanta office leasing is more active now than it was twelve months ago. Heading into 2012, office leasing activity is expected to intensify with a number of large space requirements likely to be signed. The majority of these requirements, however, will be lateral moves within the market, meaning modest absorption will persist.

Norcross Office Market

Historically Norcross has not been viewed as a major location for office-based businesses, particularly Professional Services, although there is a significant office concentration inside the City's northern border along Peachtree Industrial Avenue. As additional mixed-use development occurs, the City's office market should experience a significant increase in inventory, increasing its appeal among the very attractive professional and business services demographic, representing a higher-income

segment of white-collar industry. As with all submarkets within Metro Atlanta, the Norcross office market will benefit from the almost-total lack of new space being brought onto the market. Significant recovery in the office market will likely not occur until 2013-14 in Norcross.

Industrial Market Analysis

Metro Industrial Market

While vacancy remains severely elevated, emerging trend features both a downward movement in the rate of vacancy and a marked decline in construction. The severe rental declines of the past two years also have reached, or soon will reach, their end. Over 9 million square feet of industrial space was absorbed in 2011, and most of it during the last six months. As a result, the overall industrial vacancy rate in Atlanta dropped. In conjunction with strong absorption levels, the absence of new spec development factored into the decrease in vacancy.

Excluding delivered product, Atlanta's industrial market over the past couple of years has managed to backfill almost 100% of the space vacated during the Great Recession. However, when factoring in the 17.2 million square feet of industrial deliveries during this same time frame, the more realistic percentage of space recovered from the economic downturn falls somewhere closer to 21%; still significant nonetheless.

Norcross Industrial Market

To the extent that the Norcross market starts to show significant signs of improvement during the current year, as is anticipated for the Metro market overall, it should experience a return to positive absorption, a slight decrease in vacancies, and a leveling if not increase in rates. The amount of vacant space, however, is significant at over 4.5 million square feet. There are no indications that industrial space within the City of Norcross –

approximately 20% of the total submarket inventory – is faring better than that within the balance of the submarket.

Retail Market Analysis

Metro Retail Market

A slow economic recovery and timid consumer spending, along with large volumes of empty retail space, a residue of Atlanta's latest development cycle, make for a slow recovery and persistent soft conditions. Elements of gradual improvement, however, are discernible. Projected job growth and a resulting rise in retail spending will help modestly strengthen retail property performance in Atlanta this year. Space demand continues to recover at a tempered pace as the metro's soft single-family housing market limits new store openings and forces many merchants to close locations in areas where household growth has not materialized. With space demand slowly regaining its footing, limited construction will be the primary driver of a decrease in the vacancy rate this year.

Residential Market Analysis

Metro Retail Market

Atlanta led the nation in new single-family home construction every year between 1995 and 2005, so it took a big beating when housing turned down during the second half of the decade. The net result has been a surge in mortgage delinquencies and foreclosures, and the problem is likely to linger for some time to come.

The recession and its aftermath, meanwhile, have ravaged Atlanta's once-hot housing market. According to RealtyTrac, the MSA ranked 26th among the nation's top 206 Metro areas in rate of foreclosure for third quarter 2010 as fully 1.38% of existing ownership stock (29,824 residences) received notifications. This

nearly doubles the 0.72% national rate calculated for the period. "The market still has to deal with a lot of foreclosures, which are both a symptom of the fragile economy and the hangover from bad loans," an executive with Harry Norman Realtors informed the *Atlanta Business Chronicle* in January 2011. While there are reasons to believe the market has bottomed out, "there is still a lot of downward pressure on pricing resulting from foreclosures and short sales." According to Standard & Poor's S&P/Case-Shiller Home Price Index as reported by the *Chronicle*, Atlanta was one of six Metro areas in which the average selling price has fallen "beyond the recent lows seen in most other markets in the spring of 2009."

Summary of Findings

While the entire metro area has seen the same economic struggles as the rest of the nation, the Norcross market area has remained relatively strong and affluent, with genuine growth potential. Norcross’s office market, not historically significant, will grow as mixed use development emerges in the future. While existing industrial spaces are experiencing a high degree of vacancies, positive absorption in the industrial market is predicted to begin soon. The retail market, too, is beginning to show signs of a slow recovery. On the other hand, the Atlanta housing market suffered greatly during the recession and may not bottomed out yet.

Current Excess Inventory in Norcross

“Excess inventory” is the amount of vacant space or housing units in excess of what can be considered a healthy or stable level of vacancies within a given type of real estate. Current excess inventory is defined in the table below, with generally accepted “stable” vacancy rates for each type of real estate market indicated.

Table 4. Current Excess Inventory within Norcross City and Town Center

City as % of Total Submarket:	Retail =	30%	LCI as % of City:	Retail =	52%
	Neighborhood Svcs =	32%		Neighborhood Svcs =	28%
	Office =	22%		Office =	24%
	Industrial =	14%		Industrial =	32%
	City Vacant SF	Vacant %	Excess %	Excess SF	LCI Excess SF
Retail: Stable Vacancy @ 8%	396,351	12%	36%	140,928	73,112
Neighborhood Services	1,542	18%	50%	768	217
Office: Stable @ 10%	537,086	23%	57%	308,075	-
Industrial: Stable @ 8%	643,165	14%	43%	273,370	87,328
Residential	City Vacant			Excess Units	LCI Excess Units
Total Vacant Units	59		0%	-	-
SFD % of Vacant Units	44%			-	-
Townhouses % of Vacant Units	6%			-	-
Rental % of Vacant Units	50%			-	-

STUDY METHODOLOGY



SUMMARY OF PROCESS

The Norcross Town Center Plan process was informed by a variety of sources, including an extensive public participation process and a placemaking-based approach.

PUBLIC PARTICIPATION PROCESS

The Norcross Town Center Plan public participation process relied on a variety of techniques and levels of involvement to fully comprehend existing conditions, community goals and values, issues and opportunities, and desires for the future. These included monthly project management and core team meetings, four community meetings, a business owner roundtable, a design charrette, a survey, numerous social media outreach platforms, and additional meetings and presentations to key partner groups. Figure 25 outlines the public participation process and how it informs the study at different stages.

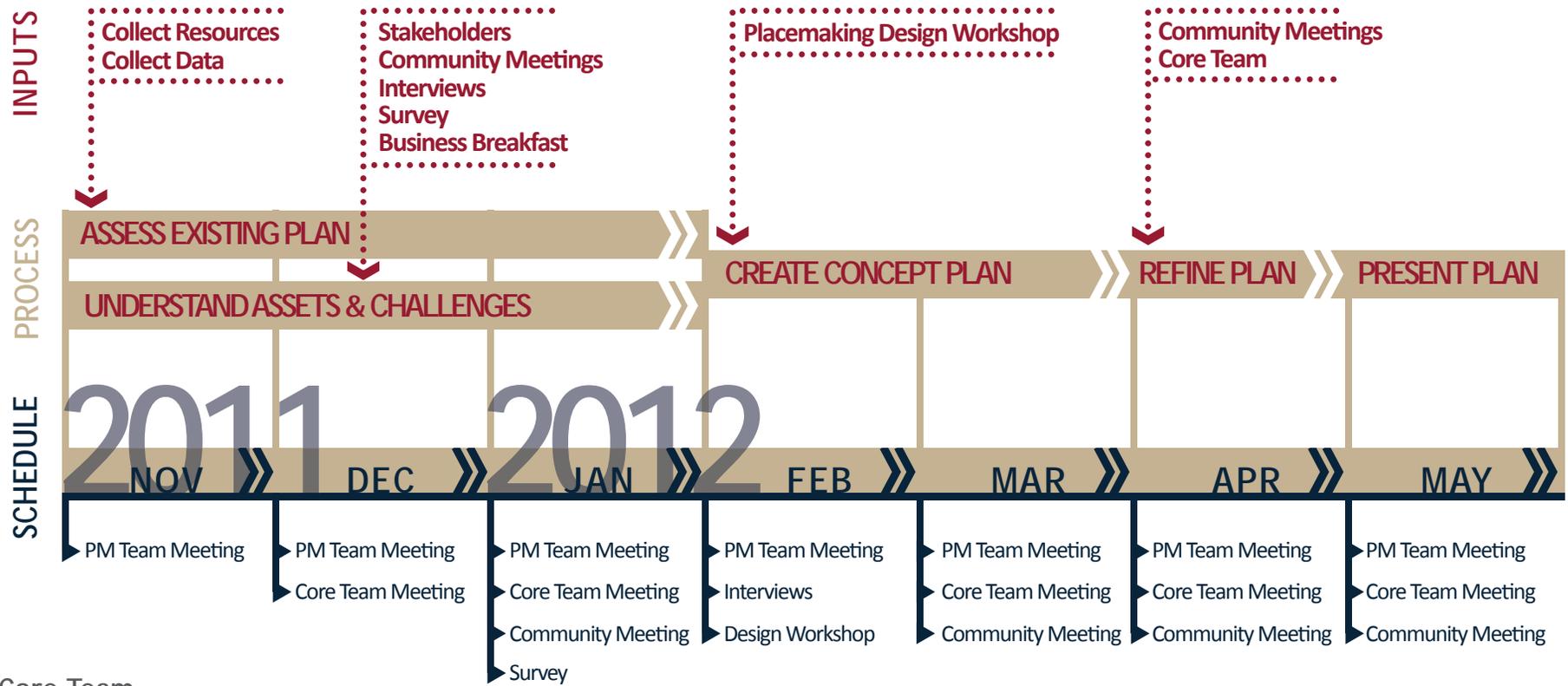
Project Management Team

The Project Management Team includes representatives from the City of Norcross Community Development department, Economic Development Department, Norcross Downtown Management, Public Relations, the City Council, the ARC, and the consultant team. This team met monthly, prior to community meetings, to discuss the study progress. The Project Management Team met according to the following schedule:



Project Management Kick-Off Meeting	November 29, 2011
Project Management Team Meeting #2	December 13, 2011
Project Management Team Meeting #3	January 3, 2012
Project Management Team Meeting #4	February 7, 2012
Project Management Team Meeting #5	March 6, 2012
Project Management Team Meeting #6	April 3, 2012
Project Management Team Meeting #7	May 1, 2012

Figure 25. Project Schedule Overview



Core Team

The Core Management Team includes the Project Management Team members, Norcross business owners, real estate developers, residents and members of homeowners’ associations, and representatives from the Gwinnett Village Community Improvement District, Downtown Development Authority, Sustainable Norcross, Norcross Business Association, Progressive Development Committee members, and tree board. This team met monthly, prior to community meetings, to review and comment on materials to be presented at those meetings, obtain preliminary feedback and review results, communicate

announcements, and distribute information to the community. The Core Team met on the following dates:

Core Team Initiation Meeting	December 13, 2011
Core Team Meeting #1	January 3, 2012
Core Team Meeting #2	February 7, 2012
Core Team Meeting #3	March 6, 2012
Core Team Meeting #4	April 3, 2012
Core Team Meeting #5	May 1, 2012



Community Meetings

Community meetings were held throughout the nine-month plan process at each key stage to gain feedback from all stakeholders in the study area or concerned with the plan. Meeting notices were distributed throughout the study area, emailed to stakeholder groups, and communicated through social media prior to each community meeting. All meetings took place in the Norcross Community Center at 10 College Street.

The four community meetings included the Plan Initiation, Presentation of Alternative Scenarios, Presenting the Draft Plan, and Presenting the Final Plan. A brief summary of each meeting held during the Norcross Town Center Plan planning process follows.

Community Meeting 1: Plan Initiation | January 25, 2011

About thirty-five attendees completed a mapping exercise and a visioning exercise as they arrived, identifying where they live, work, and shop, along with areas they particularly enjoy and those they wish to change. The team presented a summary of the LCI process, approach, project schedule, and an understanding of the study area's existing conditions. The remainder of the meeting was spent in an open discussion about study area assets and challenges.

A design charrette, discussed in detail later in this section, took place between Community Meetings 1 and 2. At the charrette, two concept plans were developed and vetted by the community at Community Meeting 2.

Community Meeting 2: Presentation of Alternative Scenarios | March 14, 2012

The purpose of Community Meeting 2 was to review the two concepts developed by the project's core team at the design charrette. The team discussed the LCI process and approach, walked through the project schedule, and briefed the group on the two draft concepts. The remainder of the meeting was spent discussing the two concepts in small groups. About twenty participants completed comment forms on the two plans. After collecting feedback, the consultant team used this input to create the consolidated draft plan.

Community Meeting 3: Presentation of Draft Plan | April 18, 2012

At Community Meeting 3, the consultant team presented the consolidated draft plan. For ease of explaining the concept, land use and transportation elements were presented individually, with specific example imagery to help attendees envision the plan. The team discussed the LCI process, approach, and schedule, with the majority of the meeting time spent discussing the concept elements in small groups. Participants filled out comment cards.

Community Meeting 4: Open House to Present Final Plan | May 23, 2012

Community Meeting 4 was a presentation of the final land use, transportation, and urban design concept and a five-year action plan for Norcross's Town Center. City council members also attended the meeting, which was held in an open house format. The participants circulated around the room, from a land use/master plan station to a transportation station, where team members discussed the plan details and addressed any questions that arose.



Other Meetings and Presentations

Business Owner Roundtable | February 9, 2012

Norcross business owners were invited to a roundtable discussion to provide their issues and opportunities specifically relevant to the success of local business in the city. The consultant team gave an overview of the study process. Rick Padgett presented an in-depth market assessment, and Cheri Morris outlined strategies for successful retail. The group then discussed assets and challenges of the study area.

Design Charrette | February 13, 2012

The Core Team was invited to participate in a hands-on design workshop to create the plan for the study area. The team divided into two groups and prepared a concept plan for land use and mobility (Figure 26). Guided by their knowledge of the study area assets and challenges and a vision developed from the first community meeting, the groups identified land uses in each character area, sites with development potential, new transportation concepts, and urban design strategies.

City Council Work Session | April 16, 2012

The consultant team presented the draft plan to the Norcross city council. After describing the LCI study process and schedule, the team discussed the vision for future land use and transportation improvements to the study area and how the plan will provide strategies for the city to seek funding for implementation.

Progressive Development Committee | May 16, 2012

Norcross's Progressive Development Committee ("PDC") is an unofficial organization comprised of council members, business owners, leaders of city and county organizations, and other involved citizens. The team presented the draft plan to the PDC to ensure they were well informed of the process and to obtain feedback.

Figure 26. Design Charrette Concept Sketches



Communication Tools

Project Website

A project website, integrated into the official page for Downtown Norcross, was developed at the onset of the study to provide access to all relevant materials. A study timeline, meeting schedule, description, agendas, meeting minutes, contact information, conceptual plans, and a link to the community survey were posted at www.aplacetoimagine.com/creating-community. (Figure 30)

Social Media

The Project Management team members provided real-time updates and meeting reminders via the City of Norcross's Facebook page (<https://www.facebook.com/pages/City-of-Norcross/165612119864>) and Twitter account (<https://twitter.com/#!/CityofNorcross>), reaching stakeholders online. (Figure 31)

Print Media

Flyers were distributed prior to community meetings to a number of locations throughout the community. The City also published an advertisement (Figure 27) before each community meeting in the local newspaper. Writers from the Atlanta Journal-Constitution and the Norcross Patch both attended community meetings and provided informative articles about the study process. (Figure 28, Figure 29)

Email Distribution

The Project Management Team and Core Team members took advantage of their myriad relationships in the Norcross community to reach out and gain support. Emails were distributed prior to public meetings to many of these organizations. The City also distributed meeting information to the Norcross Neighbors email list, which includes 500 residents and stakeholders, and its weekly events "e-blast," which goes out to 1,700 individuals.

Figure 27. Meeting Flyer



Figure 28. Atlanta-Journal Constitution Article

The screenshot shows the top of the Atlanta-Journal-Constitution website. It features the 'ajc' logo, weather information for Atlanta (79°F), and navigation links. A prominent advertisement for the 2012 SRX Crossover is displayed. The main article headline is 'Norcross unveils new Town Center plan' by Joel Anderson. The article text discusses the long-term vision for Norcross, including wider sidewalks and retail options. A sidebar titled 'More Gwinnett news' lists several local stories.

Figure 29. Norcross Patch Article

The screenshot shows a Facebook post from NorcrossPatch. The article title is 'Norcross Weighs in on Town Center Plan'. The text describes the first draft of the future downtown plan presented at a town hall meeting. It mentions that engineering firm Pond and Co. presented the plan, which is an update on the 2001 Livable Centers Initiative study. The article also notes that two town hall meetings were held earlier in the year to gather community input.

Figure 30. Creating Community: Project Website

The screenshot shows the 'Creating a Community' project website. The header includes the NORCROSS logo and navigation links for home, 2012 season, about norcross, directions, and town center. The main content area features a large graphic with the text 'NORCROSS TOWN CENTER DOWNTOWN PLAN' and a photo of a building. A sidebar on the right lists 'TOWN CENTER LINKS' such as Town Center Home, Project Overview, and Draft Concept Plan. The footer contains contact information for the City of Norcross.

Figure 31. City of Norcross Facebook Page Meeting Notice

The screenshot shows a Facebook post from the City of Norcross. The post is a meeting notice for an April 18 Town Hall Meeting. The text reads: 'April 18 - Town Hall Meeting; LCI Study Updates. Want to share your ideas for the continued revitalization of Downtown Norcross? Join us and see what's been discussed so far and add your two cents! Meeting 7pm, Community Center (10 College St.) http://aplacetoimagine.com/'. Below the text is a colorful graphic with the text 'April | aplacetoimagine.com' and 'aplacetoimagine.com'. A short paragraph encourages users to check out a flip book and use their mouse to turn the pages.

Community Survey

In an effort to receive detailed feedback on a number of issues relating to the Norcross Town Center, the team provided an online survey available for a month between Community Meetings 1 and 2. Ninety-three individuals responded to the survey, approximately one-third of whom reside in the study area and about 80% of whom live in the City of Norcross. The survey results indicated support for the following:

- Increased shopping and/or dining options
- A range of housing types
- More entertainment, arts, and cultural offerings
- Mixed use development
- More parking options
- Protect and enhance the identity of Norcross
- Better pedestrian and bicycle amenities
- Expanded streetscaping

These results greatly influenced the Vision and Goals for the Norcross Town Center Plan and helped guide the Core Team and consultant team throughout the process.

Figure 32. Community Survey

A. General Questions

1. What should be the highest priorities in terms of improving the Norcross Town Center Downtown area? (maximum of three)

Improve pedestrian environment and walkability

Enhance mobility for all users - pedestrians, bicyclists, and motorists

Create and enhance open space / public gathering spaces

Encourage mixed use development (two or more uses on one property/ within one development)

Promote sustainable (i.e. environmentally friendly) building and site practices

Provide range of housing options

Improve economic viability

Improve the identity/aesthetics/appearance (streetscaping/unique architectural style, etc.)

Increase the shopping and/or dining options

Increase entertainment, arts and cultural offerings

Provide more parking

None

Other (please specify)

2. What is your primary hope/desire for the future of the Norcross Town Center Downtown area?

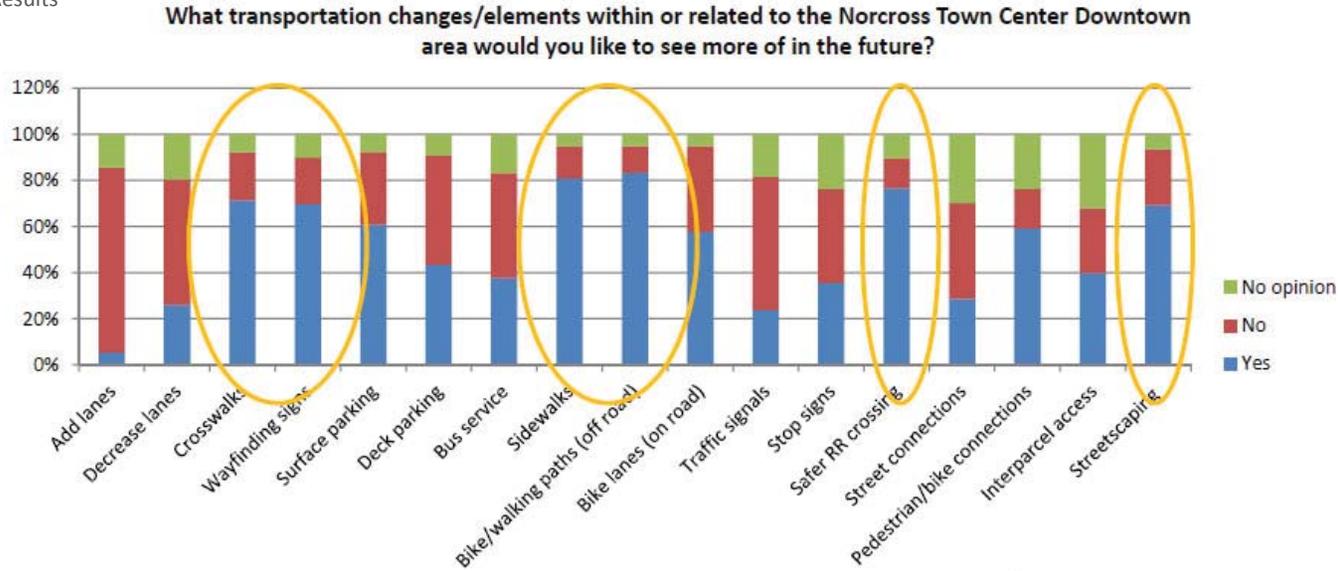
3. What is your primary concern/issue for the Norcross Town Center Downtown area?

4. What do you like most and least about the Norcross Town Center Downtown area currently?

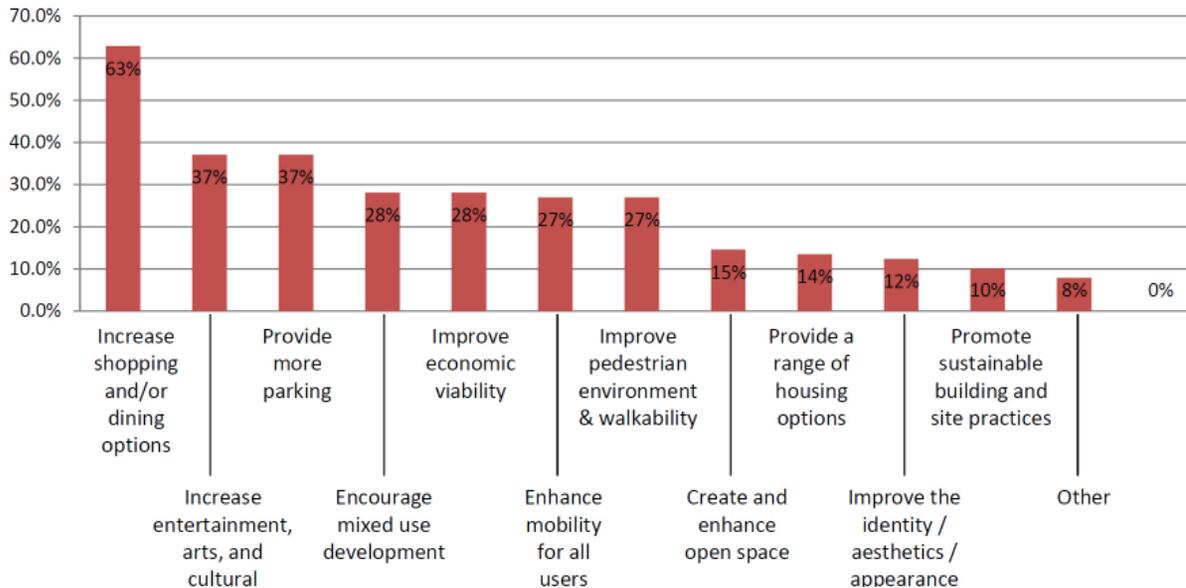
Most:

Least:

Figure 33. Survey Results



What should be the highest priorities in terms of improving the Norcross Town Center Downtown area?

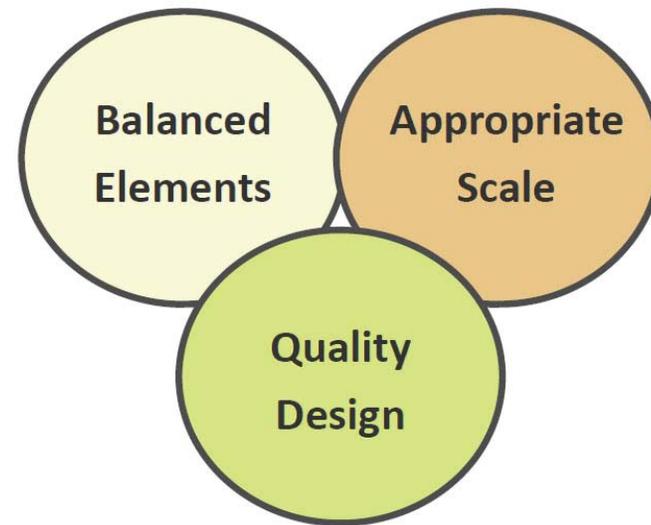


PROJECT APPROACH: PLACEMAKING

The Norcross Town Center Plan emerged from the principles of placemaking, which includes **well-balanced elements** at the **appropriate scale** with **quality design** (Figure 34). Educating the community members on what makes a place special and unique and how to achieve placemaking in Norcross's Town Center was central to the planning process. The key to placemaking is to ensure that the elements making up the Town Center—land use, transportation, and urban design—are well balanced, provided at the appropriate scale, and contain quality design elements, all while meeting community values.

To make sure that the components of placemaking were addressed, community feedback was incorporated throughout the process. In addition, the goal of well-balanced elements at the appropriate scale and with a quality design was always at the forefront. Feedback from the community relating to what makes the Norcross Town Center a unique and special place is represented in the Vision and Goals for the study.

Figure 34. Placemaking Elements



VISION AND GOALS

The vision for the Norcross Town Center Plan was established through discussions with the project management and core team as well as feedback from the community. The vision articulates the future of the town center to city stakeholders, the community, and the region at large, and was critical in the creation of the final transportation, land use, and redevelopment plan elements for the study area.

THE VISION

The Norcross Town Center Downtown Plan envisions a unique, compelling destination that dynamically ties to greater Norcross, connects Norcross to the region, and embraces its history while providing a forward-thinking, socially engaging, inclusive, economically and environmentally sustainable place to live, work and visit.



Goals

Land Use

- Facilitate “destination development” opportunities for the Norcross community to promote redevelopment and economic growth.
- Strengthen the Town Center future viability by offering employment diversity and daily services for all.
- Provide a variety of housing choices (type and price point) throughout the study area in order to provide housing options to residents throughout all stages of life.
- Encourage and promote development types commensurate with community needs and the study area vision that are high quality, walkable, and fiscally responsible with distinct character.
- Support a variety of uses within the study area that incorporate community gathering spaces, cultural and social facilities, and greenspaces in an aesthetically pleasing setting.
- Provide adequate and convenient parking throughout the study area.
- Increase shopping, dining, entertainment, arts, and cultural activities.

Circulation / Connections

- Provide compatibility, connectivity, and continuity in community-wide transportation for all modes of travel.
- Expand the number of alternative trips within the study area.
- Offer a safe, efficient, and continuous network of bicycle and pedestrian facilities both within the study area and connected to the rest of Norcross and to destinations within the region for improved health of the community.
- Modify railroad crossings for enhanced safety.

- Sustain efficient vehicular movement throughout the Town Center while employing appropriate safety measures, maintaining accessibility to local businesses, and meeting the walkability needs of the community.
- Reduce the number of “cut through trips” in the community and implement changes to capture pass-through traffic.

Identity

- Expand the identity of the “downtown” throughout the study area through quality architecture and design cohesiveness of streetscapes.
- Continue enhancements of the study area aesthetically through strategies that promote consistency, beautification, and safety.
- Improve both the safety and the aesthetics of the study area by promoting uniform signage, pedestrian friendly amenities, building placement, and landscaping.
- Provide enhanced signage throughout the study area to identify cultural amenities and destinations (i.e. shopping, parks, etc.), identify parking, and display relative distances to destinations.



MARKET ANALYSIS



ECONOMIC TRENDS: PROJECTED MARKET DEMAND

Norcross' project market demand relies on several factors based on economic trends. First, it is important to note that since the Great Recession of 2009, market conditions have shifted dramatically, and expectation for continuing trends and demand patterns have not followed traditional patterns. The first section below discusses the recovery timing of expected within each major market area. Following is a discussion on employment growth projection within the region as well as the Norcross superdistrict. Both of these items are critical to understanding what the market demands will be in the City of Norcross study area. To conclude are the housing, population, and job projections based on the new market demand anticipated over the next twenty-five years.

Key Demand Findings

Strong Retail Demand

Current unmet retail demand and the projected growth in both households and the income within those households in the Norcross Town Center retail market area should generate demand for over 200,000 square feet of net (of current excess vacancies) new retail space within the Norcross city limits over the next ten years and almost 530,000 square feet through 2037.

Moderately Strong Office Demand

Although not known as an office market, employment growth projections by ARC indicate moderately strong demand for professional and business services office space in Norcross. Over the next ten years, net demand for almost 204,000 square feet of new office space is anticipated, with that demand increasing to just over 660,000 square feet by 2037.

Minimal Near-Term New Industrial Demand

Based on ARC's projections through 2040 in those employment classifications generally considered as "industrial" jobs, there will be minimal (35,000 square feet) net new demand for industrial space in Norcross over the next ten years. Through 2037, net demand is projected to be almost 268,000 square feet.

Moderately Strong Residential Demand

Based on population growth within the city, net new demand for housing units in the Norcross Town Center LCI area by 2022 is projected to total 490. Three-quarters (74%) of the demand is anticipated to be for multifamily rental units based on identified trends in housing preferences. The city must make every attempt to introduce new retail, services and public amenities into the Norcross Town Center, which in turn will increase the area's appeal as a place to live.

LOOKING FORWARD - RECOVERY TIMING

Clearly the entire Metro Atlanta Region has suffered from the national economic downturn that began in 2007. Given the severity of the current “Great Recession,” economists have generally lowered expectations of what a recovery may look like and what a return to normal growth will be. These lowered expectations are summed up by the media’s use of the phrase “a return to the *new normal*” in describing an economic recovery that stabilizes at much lower – but hopefully less volatile and more sustainable – growth rates than those experienced in the heady economic expansions and associated bubbles that characterized recoveries in the past several decades.

As applied to Metro Atlanta’s recovery to levels of “new normal” growth, a weak consensus (major differences of opinion remain as to the timing and extent of recovery) has emerged pointing to recoveries in the markets for major types of development as follows:

- **Office:** Basically the same pattern of recovery as retail, but with larger inventories and longer lead times for new development than retail; “new normal” stabilization occurring in 2014-2015.
- **Hotels:** New location-specific deals will continue during 2012 even with overall declines in rates and occupancy. The hospitality market should see signs of substantive recovery as reflected in the increasing availability of capital in 2012, building to the “new normal” in 2013.
- **Residential:** Slight improvement in housing sales through 2011 coupled with continuing declines in sale prices as sellers – particularly banks writing down foreclosure inventories – increasingly prioritize moving product over pricing. Slight improvement in sales and prices is anticipated through 2012 with some degree of stabilization in the market being achieved by the end of 2013. The “new normal” is for the overall residential market is projected to be achieved in mid-to-late 2013 and early 2014 for sale properties. Rental properties are beginning to strengthen with respect to both occupancy and effective rates, with the “new normal” for apartments being reached in 2012.
- **Retail:** Declining rates and occupancy continuing and perhaps temporarily accelerating through mid-2012, with market stabilization in late-2012 and continuing through 2013. However, a “new normal” level is not anticipated to be reached until 2014.

EMPLOYMENT GROWTH PROJECTIONS

Metro Atlanta

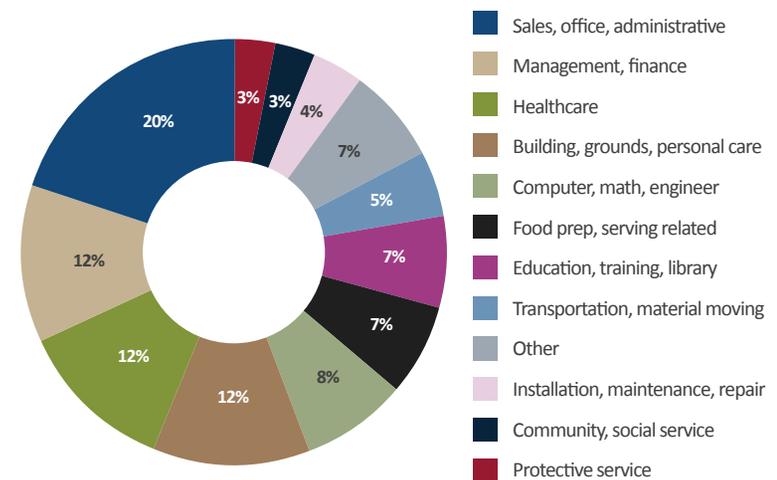
Recovery across all industries will occur only as employment grows. In its most recent (February 2011) 2010-2040 regional population and employment projections, the Atlanta Regional Commission lowered its estimates of job growth in the 20-County Atlanta region, last published in 2009. Nonetheless, the ARC's population and employment forecasts show moderately-strong long-term growth for the 20-County Atlanta region. ARC expects that 8.3 million people will call the region home by the year 2040, an increase of roughly three million people from today. Job growth, although not as robust as in the 1990s, will remain strong in the long-term, as well. ARC forecasts the region to have 3.65 million jobs by 2040, an addition of about 1.5 million jobs from today. One of the more significant trends ARC expects is the shrinking of the labor force participation rate (LFPR) over the coming decades. The labor force participation rate is expected to fall from a high of almost 74% in 2000, to around 62% by 2040.

In the short term, according to Dr. Rajeev Dhawan, Director of the Economic Forecasting Center (EFC) of Georgia State University, the Atlanta Metro area, after losing 271,400 jobs during 2008 to 2011, will experience a slight gain of 10,300 jobs in 2012. In 2013, Dhawan is projecting a gain of 29,700 jobs (a 0.9% growth rate) and 40,300 jobs in 2014.

Expected Growth by Occupation 2010 – 2040

In terms of specific occupations, then, it should be no surprise that healthcare occupations will be one of the leaders in percentage change between 2010 and 2040. Sales, office and administrative occupations will capture the bulk of the growth between 2010 and 2040. Management and finance occupations, healthcare occupations and occupations in building, landscape and other personal services will each capture approximately 12% of all growth in occupations between now and 2040. (Figure 35)

Figure 35. Expected Growth by Occupation, 2010-2040



Norcross Superdistrict Employment Projections

Overall employment growth in these submarkets is projected from Atlanta Regional Commission (ARC) employment growth forecasts, considered to be the most comprehensive and detailed database in the region. However, the projections are based on employment growth in the “Norcross Superdistrict,” which will generate the bulk – approximately 90% - of the demand for office space that redevelopment within the City of Norcross itself and the Town Center area will draw upon. The baseline Norcross Superdistrict employment estimates for 2009 (the most recent from ARC at that geographic level) are increased or reduced by the number of jobs estimated to be gained or lost in 2010 within major employment categories and adjusted to confirm to the County-level employment estimates recently released (February 2011) by ARC. ARC’s projections have been supplemented over the next five years with data from a variety of sources, with the EFC’s recent projections being the primary driver.

Applying growth projections to the 2009 base numbers and adjusting for the recent ARC County-level estimates, employment in the Norcross Superdistrict through 2037 is estimated as follows:

Table 5. Norcross Superdistrict Employment

Year	CONST	MFG	TCU	WHOL	RETL	FIRE	SVCS	GOV	TOTAL
2009	6,196	8,682	7,833	14,171	6,846	18,736	19,650	636	82,750
2011	5,111	8,652	7,741	13,919	6,738	17,002	19,896	598	79,658
2012	4,858	8,747	7,787	13,948	6,746	16,810	20,147	586	79,629
2017	5,666	9,826	8,613	15,479	7,414	18,491	23,091	614	89,195
2022	6,256	11,117	9,510	17,090	8,389	21,436	26,125	645	100,568
2027	6,907	12,578	10,500	18,869	9,491	24,850	29,559	678	113,431
2032	7,626	14,231	11,593	20,833	10,738	28,808	33,443	713	127,984
2037	8,420	16,101	12,799	23,001	12,149	33,396	37,837	749	144,453

2009-2037 Increase = 74.6%

Sources: ARC, GSU EFC, Huntley Partners

Table 6. Norcross City Employment

Year	CONST	MFG	TCU	WHOL	RETL	FIRE	SVCS	GOV	TOTAL
Employment	413	824	536	1,833	2,901	903	3,125	135	11,218
% Superdistrict	7%	10%	7%	13%	43%	5%	16%	22%	14%
% 2 miles	14%	14%	24%	27%	30%	32%	24%	58%	25%
% 6 miles	4%	5%	7%	9%	7%	6%	5%	10%	6%

Table 7. Norcross Market Area Employment

Year	CONST	MFG	TCU	WHOL	RETL	FIRE	SVCS	GOV	TOTAL
2 miles	2,957	5,855	2,211	6,726	9,725	2,823	13,167	231	45,495
% mkt	26%	36%	28%	32%	23%	20%	21%	17%	25%
2-4 miles	4,250	5,226	3,334	8,019	12,526	3,345	18,780	387	57,496
% mkt	38%	32%	42%	38%	30%	24%	30%	28%	32%
4-6 miles	4,114	5,174	2,326	6,367	19,420	7,839	30,765	776	78,344
% mkt	36%	32%	30%	30%	47%	56%	49%	56%	43%
Total Mkt	11,321	16,255	7,871	21,112	41,671	14,007	62,712	1,394	181,335

PROJECTED DEMAND FOR RETAIL AND HOUSING DEVELOPMENT

The potential for new office, retail and residential development within the City of Norcross and its Town Center LCI Study Area refers specifically to development demand that could occur within the boundaries of the Norcross based purely on:

- **Identification and definition of the market areas** from which demand is generated
- **Projected growth in demand** within these market areas, and
- **Share of the total market demand** (share of market or “SOM”) that the City of Norcross could reasonably be expected to attract.

Projected Demand for Retail and Housing is provided based on net demand which takes into account any excess inventory that is on the market which was discussed in the existing conditions section and as shown in Table 8. Taking into account the excess inventory that currently exists in the Norcross market area across product categories, the net demand for new retail and office space over the next ten years (2012-2022) is relatively high, particularly with respect to retail. During the 25-year period through 2037, that demand becomes even more significant.

Retail was a focus within this study including several desired retail uses to be analyzed and looked at to see if they could be viable in the redevelopment plan, including a grocery store, restaurants, apparel shops, and a hardware store. Additional detail is presented below.

Table 8. Total Norcross LCI Demand Net of Current Excess Inventory, 2012-2037

		Yrs 1-10	Total 25 Yrs
		2012-2022	2012-2037
Retail	SF =	202,050	529,180
Neighborhood Services (from household growth)	SF =	7,127	19,221
Office (from employment growth)	SF =	203,843	662,973
Industrial (from employment growth)	SF =	35,277	267,641
Residential: Single Family Detached Houses	Units =	108	285
Residential: Townhouses/Condos	Units =	18	47
Residential: Multi-family Rental/Apartments	Units =	364	964
Total Residential Units: All Types	Units =	490	1,296

Retail Demand Projections

Retail demand is based primarily on growth in households and income within a defined market area, not on projected employment growth within a Superdistrict or group of census tracts – although such employment growth is directly related to both household and income growth. However, in some markets, there is a significant amount of retail demand currently unmet by existing retail within that market as well as that which is generated by new demand.

The most significant unmet retail needs are summarized as follows:

- **Community-Oriented Grocery Store:** While the Norcross Market Area apparently could support at least one, possibly two major supermarkets (e.g. Kroger, Publix), there appears to be significant support for smaller-scale, community-oriented grocery stores such

as Trader Joe's (not likely due to its nearby Forum location), Aldi's, or a true neighborhood-oriented store such as Savi (in Inman Park) or the Candler Park Market. These types of stores were practically made extinct two decades ago by the emergence of specialty departments/offerings within Publix, Kroger and, in particular, Whole Foods and Fresh Market, which leveraged purchasing power and distribution networks to completely overpower small local chains, small floor-plate, and "mom-and-pop" markets. The recent emergence of neighborhood farmers markets has given rise to specialty grocery stores focusing primarily on local produce, "butcher shop" meat and fish, counter sandwiches, specialty take-out items, and wine. These specialty stores are approximately 5,000 square feet and meet "in-fill" grocery needs throughout the week, yet would not as the primary source for grocery needs.

- **Full-Service Restaurants:** The Norcross Town Center has a strong critical mass of restaurants and bar-grill-pub offerings. With respect to establishing a dining destination, more restaurants are better, particularly if (1) the variety of offerings can be increased, (2) a noteworthy local chain with individually-named restaurants (e.g. Fifth Restaurant Group) opens in the area and/or (3) a unique restaurant can be established with a "name" or "new star" chef at its helm.
- **Apparel and Accessories:** Small boutique shops are critical to creating a balance to food within a neighborhood or town center. There appears to be support for such specialized shops, but their success will depend on the operators' ability to cater to local tastes while also appealing to other-than-primary markets.
- **Building Materials, Lawn and Garden:** The major alternative to the Superstores in this category – Home Depot, Lowe's and, to a lesser extent, Pike's – is the neighborhood hardware store, particularly one with a garden center. There appears to be more than enough unmet demand in this category to support such a hardware store (perhaps with a garden center) in the Town Center area.

Retail categories of particular relevance to Norcross showing projected additional demand include the following:

- Supermarkets/Grocery Stores
- Restaurants
- Apparel and Accessories
- Entertainment & Recreation
- Household Furnishings and Equipment
- Building Materials, Lawn & Garden

Supermarkets, restaurants and apparel have been noted in the "unmet retail" section above. Growth projections clearly support additional demand for the types of Town Center-oriented offerings within these categories. New demand for Entertainment and Recreation may provide support for community-oriented theater and music venues, and Household Furnishings and Equipment may lend support for specialty stores (e.g. kitchen/cooking, computer, high-end home entertainment equipment).

Housing Demand Projections

As with net demand for additional office, industrial and retail space, the total demand for new housing units must take into account the amount of excess housing inventory that is currently on the market. Surprisingly, given the excess of residential inventory throughout most Metro Atlanta communities, there appears to be approximately 6-7 months' supply of housing currently in Norcross, or approximately that of a healthy, stable market. Given this data, one may conclude that there is no excess housing inventory in the Norcross area.

Incorporating these assumptions, the net demand for housing within the Norcross Town Center Study Area is reflected in the following table.

Over the next ten years, there will be a net demand in the Norcross Town Center LCI Study Area for 490 housing units. Of these, 125 will be ownership units and 364 will be rental units. Of the 125 ownership units, 108 will be single-family detached units and 18 townhouse or condominium units. Over the 25-year period 2011-2037, there will be demand for a total of 1,296 new units, of which 332 will be for owned units (285 single-family detached and 47 townhouse/condo units) and 964 will be for rental units (assumed to be overwhelmingly multifamily units – i.e. apartments).

Some products – demand notwithstanding – will not be built/developed in Norcross due to (1) the lack of available land for the type of product envisioned and/or (2) community perception which put constraints on such development. An example of the first is single-family detached residential homes, due primarily to the amount of land each requires. An example of the second is multi-family rental units, apartments not being viewed favorably in communities where rental units appear to dominate ownership units.

Table 9. Summary of Demand for Households: Norcross Town Center Area

Norcross Town Center Study Area	
2012 Total Households: Norcross Town Center	573
2012 Total Households: Primary Market Area	10,200
2012 Town Center as % of Primary Market Households	6%
Premium SOM % due to Town Center: Townhomes, Apts	5%
Total Anticipated SOM % in Town Center Study Area	11%
2012-2022 in Study Area	
Total Average Annual Owner Demand for Townhouses	2
Total Average Annual Owner Demand for Single Family	11
Total Average Annual Owner Demand	13
Total Average Annual Renter Demand	36
Total 2012-2022 Demand: Townhouses	18
Total 2012-2022 Demand: Single Family	108
Total 2012-2022 Demand: All Ownership	125
Total 2012-2022 Demand: Rental	364
Total Residential Units 2012-22: Study Area Demand	490
Total Residential Units 2012-37: Study Area Demand	1,296

* Discrepancies in sums are due to rounding.

HOUSING, POPULATION, AND JOB PROJECTIONS

Table 10. Projected Housing by Type: 2012-2037

Housing Type	Units
Total Housing Units	1,296
Single-family Detached	285
Townhouses/Condos	47
Multifamily Rental	964

Housing Projections

Housing projections are based on the introduction of new housing units into the study area based on demand projections for multifamily (owned and rented), townhouse residential units, and single family homes. The assumption is that development will equal the projected demand, summarized in the following table:

New housing projections are through 2037 and anticipate that all multi-family units supported by projected demand will be built net of excess-inventory currently on the market.

Table 11. Housing Projections

	2010	2012	2017	2022	2027	2032	2037
Existing Households	556						
Current Population	1,306						
Household Size per Occupied Unit	2						
Baseline Households: 2012		573	573	573	573	573	573
Projected New Housing Units during 5-yr Periods		-	245	245	253	268	284
Cumulative New Housing Units at Designated Year			245	490	743	1,011	1,296
Total Net Housing Units at Designated Year	556	573	818	1,063	1,316	1,584	1,868

Population Projections

Population increases within the study area is based on an anticipated 1.86 persons per household 2012-2037. The population increase due to new residential development is added to the baseline LCI-study area population of 1,344 in 2012 and is projected to reach 3,759 in 2037.

Table 12. Population Projections

	2010	2012	2017	2022	2027	2032	2037
Baseline Household Units		573	573	573	573	573	573
Additional Household Units due to Projected New Housing		-	245	245	253	268	284
Additional Population due to New Housing @ 1.864 per unit		-	457	457	472	500	529
Baseline Population: 2012							
Projected New Population during 5-yr Periods	1,306	1,344	1,344	1,344	1,344	1,344	1,344
Cumulative New Population at Designated Year			457	457	472	500	529
Total Net Population at Designated Year	1,306	1,344	1,800	2,257	2,729	3,228	3,759

Job Projections

Net new job growth is based on the introduction of new types of development that represent new FTE (full-time-equivalent) jobs: retail and office (both professional and local-serving). Employment in the 0.87-square-mile study area is projected to grow from 3,753 in 2012 to 8,222 in 2037.

Table 13. Job Projections

	2010						
Existing Jobs	3,753						
		2012	2017	2022	2027	2032	2037
Baseline Jobs		3,753	3,753	3,753	3,753	3,753	3,753
Net New FTE Jobs from Projected Development (5 yrs)			706	819	893	978	1,073
Cumulative New Jobs at Designated Year			706	1,525	2,418	3,396	4,469
Total Net Projected Jobs at Given Year	3,753	3,753	4,459	5,278	6,171	7,149	8,222

These job projections are based on the projected non-residential demand and summarized in the table below combined with square-footage-per-employee measures from *CoStar* and the *GSU Economic Forecasting Center*:

Table 14. Projected Non-Residential Development

Development Type		2010	2012	2017	2022	2027	2032	2037
Retail	529,180 sq ft			98,113	103,937	106,449	109,023	111,658
Neighborhood Services	19,221 sq ft			3,564	3,564	3,788	4,026	4,280
Office	662,973 sq ft			87,930	115,913	132,764	152,094	174,272
Industrial	267,641 sq ft			16,564	18,713	69,371	77,160	85,833

Jobs-to-Housing Ratio

Over the next 25 years, the study area is projected to add significant numbers of mid-to-high density multifamily (stacked-flat condominiums and rental apartments) and townhouse units that will decrease the jobs-to-housing ratio significantly. The ratios are projected to decrease from 6.75 in 2010 to 4.96 by 2022 and 4.40 by 2037 – assuming that multifamily and townhouse development equals projected demand.

Table 15. Jobs-Housing Ratio

	2010	2012	2017	2022	2027	2032	2037
Jobs:Housing Ratio (Jobs per Housing Unit)	6.75	6.55	5.45	4.96	4.69	4.51	4.40

FINAL PLAN & RECOMMENDATIONS



CONCEPT PLAN OVERVIEW

The Concept Plan provides land use, transportation and circulation improvements that will be undertaken in order to implement the community's vision and goals. The redevelopment plan is based on an outreach process that promoted involvement of all stakeholders and seeks to:

- Encourage a diversity of residential neighborhoods, employment, shopping and recreation at the town center with a focus on housing choices for individuals throughout all stages of their lives from young adults to seniors.
- Provide access to a range of travel modes including transit, walking, and biking to all uses within the study area through a complete streets network.

In addition to specific project recommendations there are also **policy recommendations**. Policies are general guidelines that provide direction to the implementation of certain issues and help to remove barriers. They serve as a basis for future actions by city officials and support the vision and goals defined through the planning process. The **projects** are specific tasks that physically advance the plan's realization. Details of the recommendations are listed in the Five-Year Action Plan and include the responsible party, timeframe and associated costs (Section 6: Implementation).

The Norcross Downtown Master Plan is based on over ten months of public participation and began with the overall project direction provided by the City staff led by the Community Development Department, Economic Development Department, and Downtown Development Authority. The plan was further guided by the Core Team comprised of approximately twenty community leaders representing homeowners, business leaders, community advocates, and developers. Further, the plan was

vetted through four community meetings where the public set a vision and goals, provided input, and selected and reviewed desired plan components. The plan was also guided and reviewed at each level by the project consultant team consisting of an economist, community and transportation planners, and a retail advisor.

Vision Statement

The following vision statement was written by the Core Team and further refined and adopted by the community through review and inputs at Community Meeting 1. The Vision is the guiding statement that provides the framework to establish goals and guides design decisions in creating elements that encompass the Vision.

"The Norcross Town Center Downtown Plan envisions a unique, compelling destination that dynamically ties to greater Norcross, connects Norcross to the region, and embraces its history while providing a forward-thinking, socially engaging, inclusive, economically and environmentally sustainable place to live, work, and visit."

The vision statement complements and reinforces components of the City's vision statement as adopted in the 2030 Comprehensive Plan:

"In 2030, the City of Norcross will continue to offer a small town experience, with metropolitan access. Capitalizing on its location – direct access onto Interstate 85 and minutes from Atlanta's perimeter (I-285), the City draws corporate offices and education centers whose employees enjoy the charm of Historic downtown. Master Planning efforts coordinated with Gwinnett County, the Gwinnett Village CID and major property owners and investors along Buford Highway and Jimmy Carter Boulevard will have

transformed the heavy commercial areas into more efficient and attractive corridors, and the City will have created Gateway areas which give Norcross visitors a distinct sense of arrival.”

Goals

From the Vision statement, three primary goals guide the development of the concept plan and establish the framework for policies, programs, recommendations, and priorities.

Land Use

Facilitate “destination development,” create opportunities for employment diversity and provide a variety of housing choices (type and price point) throughout all stages of life to promote redevelopment and economic growth throughout the study area. Development will be high quality, with attractive architectural styles and integrity of building materials. The new plan will put into place the “critical mass” necessary to support a diverse retail environment while being context sensitive to surrounding development patterns, density, and historic character. Land uses will support a variety of uses within the study area that incorporate residential, retail and office development, community gathering spaces, cultural and social facilities, and greenspaces in an aesthetically pleasing setting. Increase shopping, dining, entertainment, arts, and cultural activities.

Circulation / Connections

Expand safe, efficient, and continuous networks of bicycle and pedestrian facilities both within the study area and connected to the rest of Norcross and to destinations within the region for improved health of the community. Improve vehicular movement throughout the Town Center while employing appropriate safety measures, maintaining accessibility to local businesses, and meeting the walkability needs of the community. Provide adequate and convenient parking throughout the study area.

Identity

Expand the identity of the “downtown” throughout the study area through quality architecture and design cohesiveness of streetscapes; continue enhancements of the study area aesthetically through strategies that promote consistency, beautification, and safety; and provide enhanced signage throughout the study area to identify cultural amenities and destinations (i.e. shopping, parks, etc.), identify parking, and display relative distances to destinations.

CONCEPT PLAN

The Concept Plan generally describes elements applicable to most properties in the Town Center and consists of a **Land Use Plan**, **Illustrative Plan** and **Transportation Plan**. Applying the principles of placemaking, the resulting Concept Plan encourages a diversity of residential neighborhoods, employment, shopping, and recreation choices at the town center within a well-connected and complete street network providing a variety of transportation options. This conceptual framework lays the foundation for redevelopment to achieve the overall vision and goals of the Town Center. The **Illustrative Plan** (Figure 38) shows a potential future for Norcross Town Center consistent with the policy recommendations and projects. The **Illustrative Plan** indicates the conceptual locations and forms of buildings, parking, public spaces, street curb lines, and street trees. Depending on site configurations and property consolidation, these illustrative drawings represent one possible outcome for how each property can be developed following the recommendations set forth in this plan, although the realities of the development marketplace for a given project may well cause changes to the plan for that land parcel. The **Illustrative Plan** has a corresponding **Land Use Plan** (Figure 37) which identifies density and land uses appropriate for individual parcels depicted in the Illustrative Plan. The **Land Use Plan** provides heights appropriate within each land use district as a maximum “up to;” however, overall height should always be sensitive to adjacent development patterns and buildings should step down where appropriate. Finally, the **Transportation Plan** includes recommendations for bicycle and pedestrian facilities, traffic calming measures, intersection improvements, streetscapes, and new roadway connections. The Concept Plan extends to areas just outside the study area and attention was given to parcels that were across Buford Highway south of Lillian Webb Park

CONCEPT PLAN FOCUS AREAS

To create the Concept Plan, the study area was divided into seven distinct Focus Areas based upon the existing conditions of the area, including scale, massing, and unique character to be preserved or enhanced, and the overall goals of the community. Focus areas describe generalized land use patterns to meet overall goals. Within each focus area, the Concept Plan (Land Use and Illustrative) calls for specific land use recommendations such as residential, commercial, industrial, community facility, and parks and greenspace at the appropriate scale. The adjacent map shows the seven focus areas within the Norcross Town Center as well as the area just south of Lillian Webb Park across Buford Highway.

Note: The illustrative plans and concept sketches on this and the following pages are designed to show desired building placements, street locations, streetscape allocations, intersection configurations, crosswalk locations, open spaces, and potential design character of buildings and public spaces consistent with concept plan recommendations. The exact location, scale and design character of public and private improvements may differ from the illustrative plans and concept sketches.

An illustrative plan is a plan that portrays one example of how to implement the concept plan. The illustrative plan is not intended as a de facto design project, yet rather to propose one alternative method of development consistent with the urban design guidelines/recommendations provided in this document. The illustrative plan provides a sense of urban design, building type and mass, and the relationship between buildings and opens spaces that are described in the concept plan. Architectural compatibility and continuity, access and connectivity are considered while creating this type of plan. Developers, property owners, and the city’s advisory commissions (particularly the Architectural Review Board) will inevitably shape the illustrative plan through the development review process.

Note: photos in this section are conceptual and illustrative potential form and scale; photos credited to others.

Figure 36. Focus Area Map



Figure 38. Illustrative Plan



Residential Preservation

This area continues to provide opportunities for predominately large single-family homes for individuals and families on large lots. Redevelopment opportunities consist of rehabilitation and infill homes on large shaded lots laid out on quiet, curvilinear, sidewalk-lined streets that terminate in cul-de-sacs. Opportunities exist to create additional connections between the neighborhoods and into the downtown through pedestrian trails that connect “dead end” cul-de-sacs. Residents will benefit from additional trees planted along streets as well as social and recreational benefits of homes constructed with ample front porches. Individuals and families enjoy their close proximity to the downtown as well as Johnson Dean Park and new multi-use trails along North Peachtree Road and Holcomb Bridge Road.



GOALS:

- maintain existing housing stock
- provide for increased pedestrian connections
- preserve tree canopy and enhance when possible

SINGLE FAMILY HOMES
 established tree canopy
 sidewalk network
 CONNECTED TRAIL NETWORK
 ON-STREET BIKING
 LARGE LOTS



Figure 39. Residential Preservation Land Use Plan



- Single Family Residential
- Lifestyle Residential
- Low-Rise Multifamily (up to 3 floors)
- Mid-Rise Multifamily (up to 5 floors)
- Low-Rise Mixed Use (up to 3 floors)
- Mid-Rise Mixed Use (up to 5 floors)
- Low-Rise Retail (up to 2 floors)
- Low-Rise Office (up to 3 floors)
- Mid-Rise Office (up to 5 floors)
- Community Facility
- Modern Industrial
- Existing Park / Greenspace
- New Park / Greenspace

Figure 40. Residential Preservation Illustrative Plan



Where existing cul-de-sacs like the one shown in the picture below impede connectivity throughout the focus area, multi-use trail connections are encouraged, making these traditionally auto-oriented streets more walkable.



Intown Lifelong Residential

ARC LIFELONG COMMUNITIES

The older adult population in the Atlanta region is growing at a tremendous rate. Most individuals over 60 have lived in the region for at least three decades and plan to stay for many more, yet many of our cities & neighborhoods are not designed for an aging population. ARC's Lifelong Communities (LLC) are places where individuals can live throughout their lifetime; they provide a full range of options to residents, ensuring a high quality of life for all.

These neighborhoods are located in close proximity to Downtown and provide continued opportunity for a variety of housing formats including both single family and attached units. Single family homes are located on small lots with minimal setbacks to lot lines and neighboring structures. Attached housing units are designed as either townhomes or stacked flats. Development patterns are typical of traditional urban neighborhood with a grid street network and complete sidewalk network connecting to the abundant social, cultural and recreational activities in and around the downtown including restaurants, schools, City Hall, Lillian Webb Park, Thrasher Park, and multi-use trails. These developments are characterized by high quality, well-designed product including ample outdoor spaces, whether public or private. Private spaces may be characterized by courtyards integrated into the design of the structure, whereas public spaces may include areas such as community gardens and greenspaces. Porches and terraces face community and public spaces, creating opportunities for people to be social and providing a safe street environment. These communities also meet the Atlanta Regional Commission goals of creating Lifelong Communities (See Section 6: *Implementation*).

There are two neighborhoods characterized as Intown Lifelong Residential. One is located on the northwest side of the tracks just south of Holcomb Bridge Road and is represented by the "Seven" Development; this area is approximately 70% developed with about 30% containing undeveloped land where infrastructure has been put in place. The other Intown Lifelong Residential community consists of the neighborhood surrounding Norcross Elementary School. This neighborhood is located to the northeast of downtown on both sides of the school, providing opportunities for families and children to walk to school. This

GOALS:

- meet residential demand through high quality residential opportunities
- context sensitive infill development
- allow smaller lot residential development

QUALITY DEVELOPMENT

interparcel connectivity

cluster homes

SIDEWALK & TRAIL NETWORKS

open space

MULTIPLE HOUSING TYPES



area offers abundant incremental redevelopment opportunities for infill residential units through either single-lot replacement or through the aggregation of several lots redeveloped as a whole.

Figure 41. Intown Lifelong Residential Land Use Plan



Figure 42. Intown Lifelong Residential Illustrative Plan



- | | |
|---------------------------------------|----------------------------------|
| Single Family Residential | Low-Rise Office (up to 3 floors) |
| Lifestyle Residential | Mid-Rise Office (up to 5 floors) |
| Low-Rise Multifamily (up to 3 floors) | Community Facility |
| Mid-Rise Multifamily (up to 5 floors) | Modern Industrial |
| Low-Rise Mixed Use (up to 3 floors) | Existing Park / Greenspace |
| Mid-Rise Mixed Use (up to 5 floors) | New Park / Greenspace |
| Low-Rise Retail (up to 2 floors) | |

A variety of housing types and styles at medium densities and higher is desired for this focus area. Some townhouses and small-lot single family homes, shown in the picture at right, already exist here within the Seven development.



ARCHITECTURAL & SITE DESIGN STANDARDS MANUAL:

“The design of an infill building is a special challenge, especially when located within a historic area. Careful planning and thoughtful preparation is necessary to design a new building compatible to surrounding buildings within its area of influence.”

Historic Living

Individuals will continue to find opportunities to live in historic structures located within the City of Norcross' National Historic District. The majority of the area is located off of both North Peachtree Street and South Peachtree Street to the north and northeast of historic downtown as well as to the southwest of downtown near South Peachtree Street. The majority of the homes date from the late nineteenth century to the early twentieth century with some mid- and late twentieth century infill. Architectural styles include Greek Revival, Queen Anne, Craftsman, English Vernacular Revival, Folk Victorian, and Neoclassical. Several of the homes are listed as contributing structures as identified in the Historic Resource Inventory (1987). Large lot size development patterns will be preserved with development opportunities, and infill development respects the historic character of the area through adherence to the city's Architectural and Site Design Standards. Protection of the mature tree canopy is promoted. There exist many opportunities to add homes as contributing structures to the National Register of Historic Places.



GOALS:

- protect existing historic structures
- expand register of contributing structures
- protect historic lot sizes
- protect and maintain specimen trees

community identity
 LARGE LOTS
 MATURE TREE CANOPY
historic homes
 rolling front lawns
DISTINCT NORCROSS CHARACTER



Figure 43. Historic Living Land Use Plan



Figure 44. Historic Living Illustrative Plan



Historic Downtown

Retail components within redevelopment areas were carefully selected given inputs by the Strategic Retail Advisor and based on existing topographic considerations and consumer behavior patterns.

The Historic Downtown continues to be the heart and soul of the City as well as the Town Center Study Area. This area is characterized by a mix of civic, cultural, retail and office offerings complemented by a variety of residential types, within a strong historical context demarcated by distinct architectural features and unified streetscapes. The Historic Downtown provides the community with a strong and well identified sense of place. Lillian Webb Park, Thrasher Park, the Nest, City Hall, Lionheart Theatre, the Art Center, the Community Center, and a variety of restaurants and retail options provide residents with many opportunities and outlets to be social. The well-defined, small block street network and well connected public places create opportunities for individuals to access a variety of amenities in their community. In order to accomplish redevelopment goals, provisions should be made to allow for the relocation of historic structures where redevelopment potential can be gained through the aggregation of parcels. However, careful attention should be given to the preservation and enhancement of the historic character of the Downtown.

Redevelopment will strengthen the connections to downtown from surrounding neighborhoods through improvements to street networks, increased sidewalks, on street bicycle facilities as well as off street trails. Safety enhancements are included throughout the study area by means of applications such as bulb outs, refuge islands, splitter islands, and tables. Enhancements at the rail crossings create greater connections to and from Thrasher Park. Increased density and a mix of uses provide the critical mass needed to draw visitors and residents to the town center to support the existing and future businesses and while meeting the growing market demand for high quality multifamily rental properties desired by the millennial generation.

GOALS:

- creating opportunities for mixed use environments
- strengthening Norcross's identity
- connecting downtown to Buford Highway
- pursuing "critical mass" with retail and residential

entertainment options

H I S T O R Y

community identity

local businesses

REGIONAL ATTRACTION

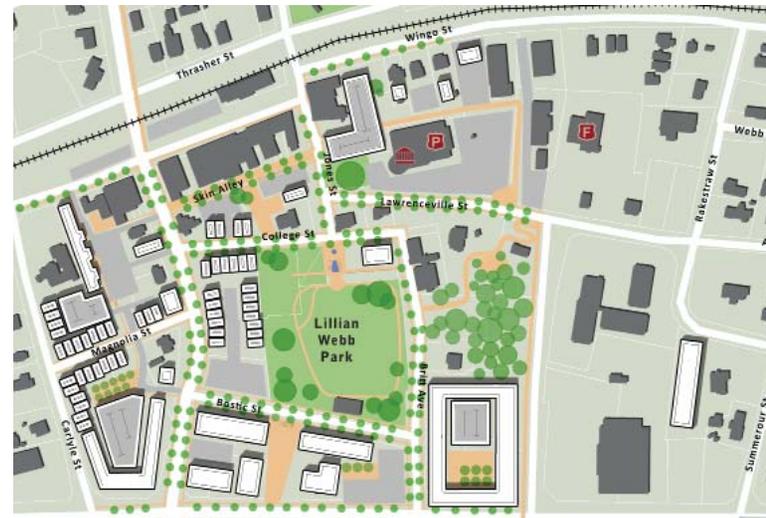
LIVE - WORK - PLAY

Redevelopment consists of mixed use projects integrated both horizontally and vertically within new developments. Mixed use can either consist of retail with office, retail with residential, or office with residential. Opportunity exists to bring additional entertainment venues, a hardware store, a neighborhood grocery, additional restaurants, and retail shops to the Downtown, enhancing it as a true destination within the region while also providing additional services for the local community.

Figure 45. Historic Downtown Land Use Plan



Figure 46. Historic Downtown Illustrative Plan



Historic Downtown: Key Catalyst Projects

Historic Downtown envisions seven key catalyst projects: **1) Skin Alley; 2) Lillian Webb Parcels; 3) Buford Highway Anchor West; 4) Buford Highway Welcome Plaza; 5) Buford Highway Anchor East; 6) Lillian Webb Park; 7) Downtown Office.** During development of the key catalyst project it was essential to keep in mind Placemaking (Balanced Elements, Appropriate Scale and Quality Design). In addition the redevelopment plans analyze the absorption for the different types of uses within

each catalyst project juxtaposed with the market demand study in order to show the amount of projected demand that can be absorbed in the study area. Lastly, the key catalyst projects take into consideration the 4 C's of Successful Retail, implement a retail strategy of deploying ground floor space only for retail on appropriate streets, and are always mindful of the current and projected parking demands.

STOREFRONT STREETS

Creating storefront streets advances the 4 requirements of retail success: critical mass, concurrency, contiguity, and convenience. Storefront streets are proposed along portions of South Peachtree Street, Holcomb Bridge Road, and Jones Street. Retail uses appropriate for storefront streets include restaurants, clothing stores, jewelry, art galleries, coffee/candy/ice cream shops, music stores, toy stores, etc. Offices and service-oriented retail such as banks, credit unions, barber shops, beauty salons, as well as fraternal organizations and lodges, are not appropriate for storefront streets. See adjacent map for storefront street locations.

Figure 47. Historic Downtown Storefront Streets



Parking needs will be addressed over the next several years through a series of coordinated actions. The following three options should be explored and implemented in the next year in order to address parking concerns in the study area:

- A. Conduct a wayfinding study and implement signage program and enhancements to public parking facilities to make them easier to find and use. This option has excellent short term returns as it makes current assets of the City available. It is recommended that all current parking facilities be used as efficiently as possible prior to expending any additional funds for new parking facilities.
- B. Coordinate with the Downtown Development Authority and Businesses to create a parking program for employees, locating in lots or off-street parking locations adjacent to the Downtown (yet not within) to allow access to the prime parking locations for Downtown visitors/shoppers. This requires landlords of commercial

properties to include well-defined lease language (articulating this parking stipulation for employees) with monetary fines. This places considerable responsibility on landlords to police this program to be effective. The program could become burdensome as it requires individual training and management of staff by the owner, which is often difficult as most retail and restaurant uses experience high employee turnover. Therefore, it is anticipated that for this option to be most effective, it requires the City to be responsible for enforcement.

- C. Renegotiate the lease with the existing Norcross Station Café to allow shared public parking with the uses along South Peachtree Street. Currently the Norcross Station site contains forty-five spaces dedicated to the Norcross Station Café with a parking lot that is often empty at peak times (corresponding to when the South Peachtree on-street parking is full). As this is a City-owned parcel, the opportunity exists to use this lot as shared public parking for all of the businesses on S. Peachtree Street, relieving a portion of the parking issue experienced for these commercial properties.
- D. Metering - Research in well-established, successful downtowns indicates that retail sales actually *increase* when parking meters are installed in front of commercial uses. Metering of spaces leads to greater turnover of the parking space and lessens the chance that employees (or owners) will park in these prime spaces, thus leaving them available for customers. Behavior patterns indicate that consumers seek the closest space in front of the business they are patronizing and perceive an issue with parking if they are unable to find a space within a few feet of that business. Research shows individuals are accepting of two options: 1) the ability to pay to park in the “prime” spaces, and 2) the opportunity to locate free parking within a reasonable walking distance. This “combined system” lessens the perception that parking is an issue because the two options are now available to the consumer. It should be noted that an on-street parking space in a retail district typically generates approximately \$200,000 per year in revenue for the retail use. Additional successful metering strategies include free parking for the first two hours with payment thereafter.

THE 4 C'S OF SUCCESSFUL RETAIL

- CRITICAL MASS** lots of stores and restaurants to complement each others' success
- CONCURRENCY** shops should not all look the same, yet should work well with one another in scale and architectural style

- CONTIGUITY** easy to walk from place to place, well connected, leads you along
- CONVENIENCE** no barriers to keep shoppers and diners from visiting and lingering

Figure 48. Historic Downtown Key Catalyst Projects



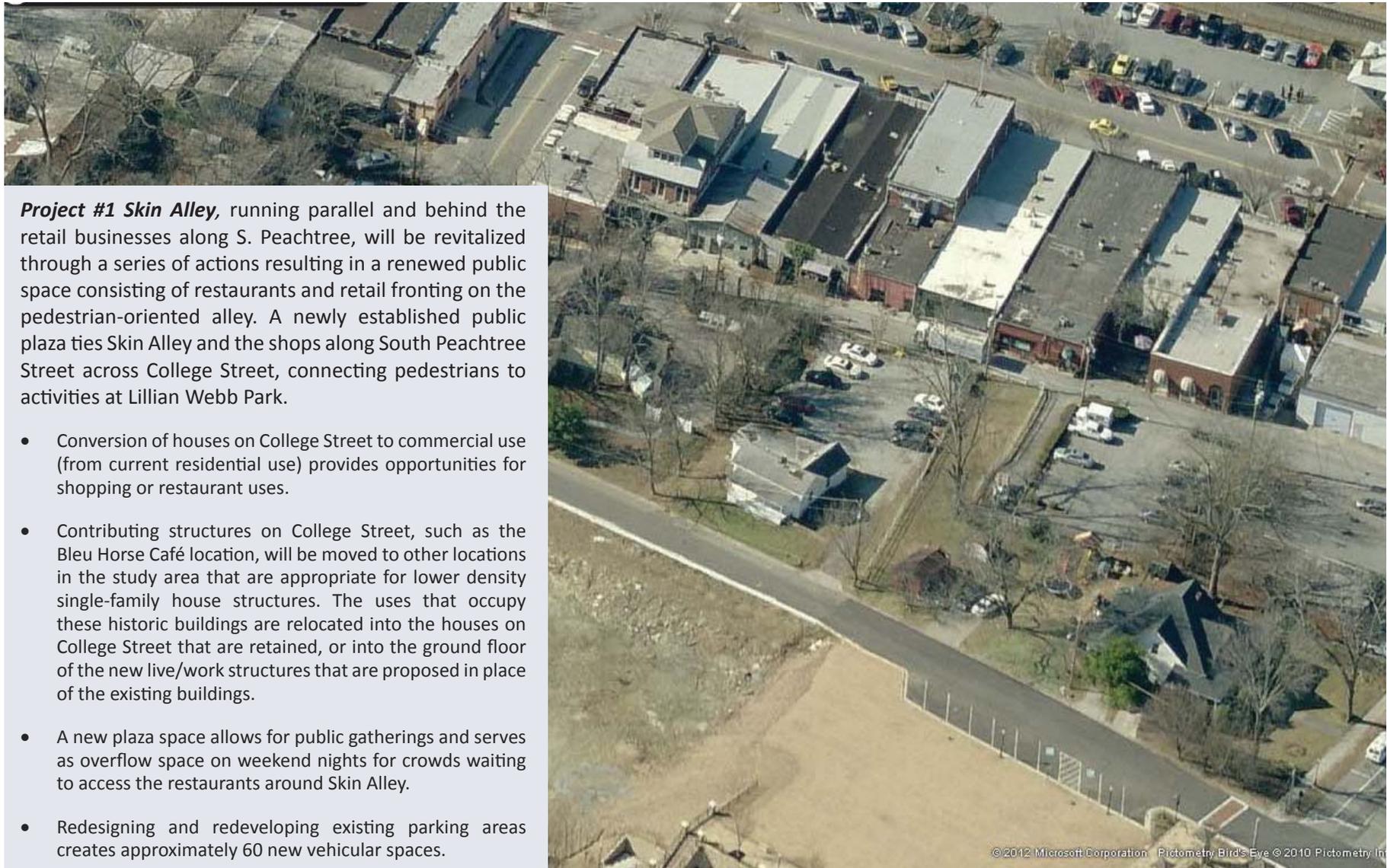
Table 16. Historic Downtown Demand Met by Land Use Type

Land Use Type	Demand	Provided	% Met
Retail (sq feet)	529,180	119,600	23%
Services (sq feet)	19,222	-	0%
Office (sq feet)	662,973	32,200	5%
Industrial (sq feet)	267,641	-	0%
Apartment (units)	964	231	24%
Town/Condo (units)	47	26	55%
Single Family units	285	20	7%

Table 17. Historic Downtown Total Square Footage Added

Project Area	Use	Sq Ft/Units	Description
1 Skin Alley	Retail	1,800	Restaurants and retail fronting Skin Alley, commercial uses in houses, and a plaza space
	Residential	6	
2 Lillian Webb Parcels	Office	-	3-4 story mixed use with retail and residential, parking deck wrapped with townhouses
	Retail	15,400	
3 Buford Highway Anchor West	Residential	48	Mixed use structure up to 5 stories with residential, office, and retail
	Office	24,000	
4 Buford Highway Welcome Plaza	Retail	54	Restaurant (12,000-16,000 SF) and retail surrounding a public plaza that ties to Lillian Webb Park
	Office	47,450	
5 Buford Highway Anchor East	Residential	-	Mixed use structure up to 5 stories with residential and retail
	Office	20,000	
6 Lillian Webb Park	Retail	150	Space for markets, civic building at the crest of Jones Street, and 20 new single-family homes
	Residential	10,950	
7 Downtown Office	Office	19	Small, boutique-type office infill and a parking deck wrapped with retail
	Retail	-	
Total	Retail (sq ft)	119,600	
	Res. (units)	277	
	Office (sq ft)	32,200	

Figure 49. Key Catalyst Project: Skin Alley, Existing Conditions



Project #1 Skin Alley, running parallel and behind the retail businesses along S. Peachtree, will be revitalized through a series of actions resulting in a renewed public space consisting of restaurants and retail fronting on the pedestrian-oriented alley. A newly established public plaza ties Skin Alley and the shops along South Peachtree Street across College Street, connecting pedestrians to activities at Lillian Webb Park.

- Conversion of houses on College Street to commercial use (from current residential use) provides opportunities for shopping or restaurant uses.
- Contributing structures on College Street, such as the Bleu Horse Café location, will be moved to other locations in the study area that are appropriate for lower density single-family house structures. The uses that occupy these historic buildings are relocated into the houses on College Street that are retained, or into the ground floor of the new live/work structures that are proposed in place of the existing buildings.
- A new plaza space allows for public gatherings and serves as overflow space on weekend nights for crowds waiting to access the restaurants around Skin Alley.
- Redesigning and redeveloping existing parking areas creates approximately 60 new vehicular spaces.

Figure 50. Key Catalyst Project: Skin Alley, Rendering of Proposed Redevelopment



Pictometry Bird's Eye © 2010 Pictometry Int'l

Skin Alley is revitalized through a series of actions resulting in an active, pedestrian-oriented public space with restaurants and retail fronting the alley. Included is a newly established public plaza that ties Skin Alley across College Streets to activities at Lillian Webb Park. New homes on the southeast side of College Street with front porches and shallow front yards contribute to a dynamic, lively street environment.

HISTORIC RESOURCES

Much of the identity for the downtown emanates from its history and the historic commercial and residential structures that exist. New commercial and residential structures should be sensitive to the existing context of the historic character and will follow the Architectural and Site Design Standards. However, where there is aggregation of parcels in order to encourage redevelopment, allowances should be made for the relocation of historic structures.

Project #2 Lillian Webb Parcels – This site provides opportunity for infill development consisting of a mixed use 3-4 story building with retail on the ground floor and residences on floors 2-4; an integrated parking deck wrapped with townhomes on Carlyle Street and Magnolia Street; the addition of a mixed use building at the corner of Holcomb Bridge Road and Magnolia Street and additional infill retail space. Parking is provided by both a structured deck as well as surface parking. Historic structures are incorporated into the redevelopment plan. Redevelopment anticipates 48 new residential units.

Project #3 Buford Highway West – This redevelopment opportunity anchors the southwest corner of the Historic Downtown District and provides new residential, office, and retail opportunities, while protecting the historic structure already located on the northeast corner of the property. Redevelopment occurs at heights up to 5 stories with structured parking wrapped by a mixed use project (then stepping down in height as the development approaches Magnolia Street). This area anticipates 54 new residential units, 22,000 square feet of office and 47,450 square feet of retail.

Project #4 Buford Highway Welcome Plaza -

Buford Highway Plaza will enhance the vitality of Lillian Webb Park, serve as the front door to Norcross, enhance the visibility of Historic Downtown and serve as a linkage to the rest of the City. It will be welcoming, inviting, aesthetically pleasing, active, and connecting. The redevelopment of the plaza envisions the removal of the current structures that are located on the parcel reorganizing and orienting the structures to create an internal plaza that links Buford Highway to Lillian Webb Park both physically and visually. The end uses envisioned for the commercial structures would ideally be restaurant tenant lining Bostic Street with outside oriented dining looking out over the park and the newly created Plaza. Buildings in general should be

designed to front both Buford Highway as well as the surrounding streets. The high quality development along with the new retail, restaurants and plaza will serve as a magnet to those traveling along Buford Highway, connect Norcross across Buford Highway, energize Lillian Webb Park, and create a true sense of arrival to Downtown Historic Norcross. Redevelopment should also work to relocate the existing market to a nearby space, perhaps appropriate as a tenant for the East or West Anchor sites.

Project #5 Buford Highway East - Buford Highway East envisions the redevelopment of area with a 4-5 story mixed use project with retail on the ground floor along with residential units. Streetscape enhancements should be made on Buford Highway with wide sidewalks and an ample landscape zone for buildings. A small parking area would be appropriate in front of the building for the retail uses that are anticipated on the ground floor. The project also envisions a structured parking deck as well as an internal courtyard to serve residents. This development will serve to anchor the northeastern edge of the front door of Norcross. Access to the parcel should be taken off of Britt Ave. or Mitchell Road.

Project #6 Lillian Webb Park - is further enhanced through a public space on the northwest corner of the park that will be used for “market” space with temporary shelters for events such as the farmers market or artist market. This northwest corner should remain undeveloped with no new structures to maintain the connectivity from Skin Alley to Lillian Webb Park via a new linkage in the proposed plaza between Skin Alley and College Street. Additionally, parking is limited for these parcels in the northwest corner of the park, so they will be ideally used as event space rather than a use with a dedicated demand. The northeast corner will see the development of a new 7,500-square foot one- to two-story building anchoring the northeast corner at the crest of Jones Street where it terminates into the park.

This building anchors this corner and serves as a draw for those visiting shops and restaurants along Jones Street to make their way to the “top of the hill.” This building will be of high quality and similar vernacular to the surrounding historic structures and is appropriate for a civic use. Lillian Webb Park is energized through additional activities and functions programmed for the park space. The southwest side of the park is anchored with the pending development of approximately 20 single family homes.

Project #7 – Downtown Office – A number of small, boutique-type office spaces fill in existing development on the southeast side of Wingo Street, behind City Hall. These spaces are ideal for small start-up companies, shared office space, and professional services, attracting professionals who wish to work in downtown Norcross. Future occupants may also include uses such as karate or dance studio spaces. Additionally, a parking deck off of Jones Street provides ample parking for city employees, patrons and employees of downtown restaurants, and office workers. Shared parking agreements allow access to the deck throughout the day by different users.

Project #8 – Plazas and Downtown Trail – The historic downtown is linked through a series of pedestrian trails, on-street networks and alleys connecting all existing and proposed redevelopment areas. In addition there are seven plazas/parkettes linked by the trail and incorporated into redevelopment. One plaza already exists, located at the entrance to Lillian Webb Park. The network of trails and plazas meets the social, recreational, and cultural needs of the city while linking the downtown in a pedestrian oriented and friendly manner. Plaza spaces provide opportunities for gatherings and should be themed appropriately to meet the overall feel of the redevelopment areas. Materials used throughout the plazas and connecting trails should be consistent, whether brick, colored pavement, or pavers. Plazas are incorporated into redevelopment parcels and should be

dedeed back to the city as public space. It is recommended that developers team with the Norcross Arts Alliance and provide different themes of art to be displayed within the plazas.



URBAN DESIGN

In areas where there is increased density proposed, design should be sensitive to surrounding residential and commercial heights of existing structures.



Figure 51. Key Catalyst Project: Buford Highway Welcome Plaza, Existing Conditions



BEFORE | Existing Site Conditions

Figure 52. Key Catalyst Project: Buford Highway Welcome Plaza, Rendering of Proposed Redevelopment



Lillian Webb Park is enhanced through a public space on the northwest corner of the park that provides a market space, with temporary shelters for events such as the farmers' market or arts and crafts markets. The northeast corner will see the development of a new civic building to draw visitors from the restaurants on Jones Street to the top of the hill at College Street. The southwest side of the park includes the development of approximately twenty single-family homes.

Technology and Innovation Incubator District

Providing for the continuation of industry and related jobs within Norcross is an important economic development goal. An industrial tax base provides excellent revenue without the requirement of providing services for residential uses. This area is located on the northeast end of the study area and is split by the rail lines with the majority on the south side of the rail lines.

The area provides for continued opportunities for light industrial uses as well as an incubator for artists and technology-based start-ups. Adaptive reuse of industrial buildings with live-work spaces is appropriate and provides for affordable units for artists and entrepreneurs.

Inter-parcel connectivity is promoted between Norcross Industrial Court and Giles Street with redevelopment. In addition, the proposed multi-use trail linking Giles Street to Lawrenceville Street provides for increased connectivity between the Technology & Innovation Incubator District and Downtown, offering safe pedestrian and cycling opportunities.

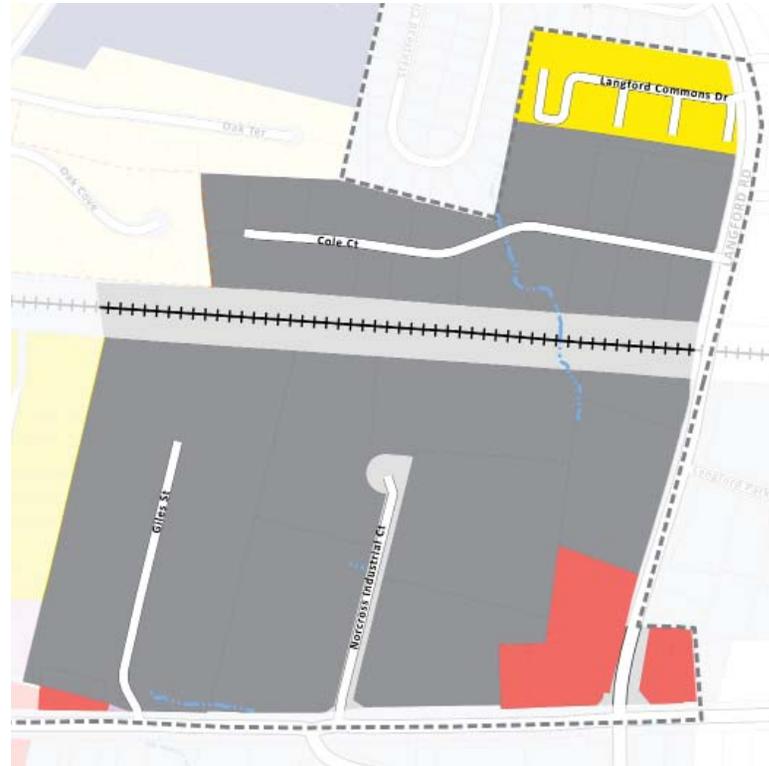
GOALS:

- maintain industrial tax base
- provide affordable live-work opportunities
- create space for innovation and entrepreneurship
- reuse outdated distribution centers

innovation & technology
L I V E - W O R K
ENTREPRENEURSHIP
adaptive reuse
clean technology
START-UP COMPANIES



Figure 53. Technology & Innovation Incubator District Land Use Plan

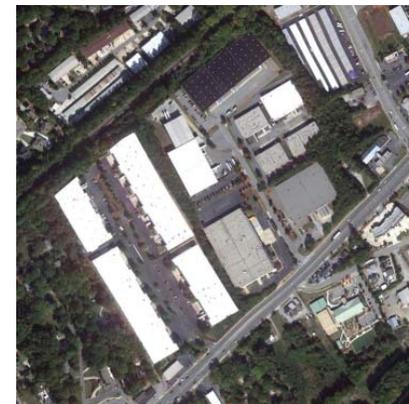


- | | |
|---------------------------------------|----------------------------------|
| Single Family Residential | Low-Rise Office (up to 3 floors) |
| Lifestyle Residential | Mid-Rise Office (up to 5 floors) |
| Low-Rise Multifamily (up to 3 floors) | Community Facility |
| Mid-Rise Multifamily (up to 5 floors) | Modern Industrial |
| Low-Rise Mixed Use (up to 3 floors) | Existing Park / Greenspace |
| Mid-Rise Mixed Use (up to 5 floors) | New Park / Greenspace |
| Low-Rise Retail (up to 2 floors) | |

Figure 54. Technology & Innovation Incubator District Illustrative Plan



Existing buildings with large footprints and relatively low heights provide excellent opportunity for infill and adaptive re-use with new, high-tech industry and live-work spaces, as historic industrial and shipping uses are phased out.



**CASE STUDY:
TECHNOLOGY
INNOVATION
CENTER (TIC)
EVANSTON,
ILLINOIS**

A community of entrepreneurs bringing innovation to market.

The TIC is a not-for-profit business incubator dedicated to supporting the growth of very early stage technology-based businesses. It is an extremely entrepreneurial business environment that fosters collaboration and sharing among young companies, while respecting the independence and self-reliance that motivates entrepreneurs. It is a community with a culture that supports risk taking, invention and the creation of wealth.

Multi-Nodal Commercial

Multi-nodal commercial are characterized by historical sprawled out strip commercial districts serving vehicular trips, which will be refined to have distinct boundaries, single access points, unified themes. They are retrofitted to accommodate both single use commercial and mixed use developments. These commercial nodes are located between the higher density mixed use activity centers that will be developed along the corridor, “breaking up” the continuous flow of sprawled out commercial retail that currently exists along the corridor. Building heights are limited to two stories. Enhancements programmed for Buford Highway that are in progress include adding a median as well as enhancing sidewalks, thus improving pedestrian safety and access to businesses. Architectural styles will be consistent with the Comprehensive Plan, which calls for “train era” with unique craftsman style buildings. This area is within the Downtown Development District and therefore redevelopment is guided by the Architectural and Site Design Standards. Parking and loading is located to the side and rear of the property, but small parking lots for retail businesses are allowed in the front of businesses, when appropriate. Curb cuts should be minimized with shared access developed when possible. Landscape zones including both landscaping materials and sidewalks are added



GOALS:

unified corridor

additional landscaping

access management

appropriate uses

improved pedestrian

access

ACCESSIBILITY *OPTIONS FOR SHOPPING* mixed use opportunities *pedestrian friendly* COMMERCIAL VILLAGE employment opportunities

as redevelopment occurs. This streetscaping is an important component to maintaining a consistent edge to the properties, providing a pedestrian realm, and enhancing the overall safety and aesthetics of the Buford Highway corridor.

Figure 55. Multinodal Commercial Land Use Plan



Figure 56. Multinodal Commercial Illustrative Plan



- | | |
|---|--|
| Single Family Residential | Low-Rise Office (up to 3 floors) |
| Lifestyle Residential | Mid-Rise Office (up to 5 floors) |
| Low-Rise Multifamily (up to 3 floors) | Community Facility |
| Mid-Rise Multifamily (up to 5 floors) | Modern Industrial |
| Low-Rise Mixed Use (up to 3 floors) | Existing Park / Greenspace |
| Mid-Rise Mixed Use (up to 5 floors) | New Park / Greenspace |
| Low-Rise Retail (up to 2 floors) | |

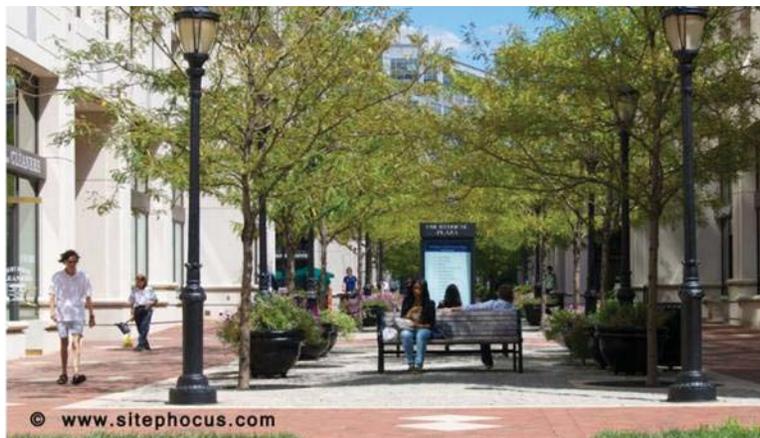


Typical suburban, strip shopping center-style development, shown in the adjacent image, redevelops as a pedestrian-oriented place with high-quality landscape and building design.

Employment Center

The Employment Center provides opportunity for new office space linked to downtown Norcross through a complete street network of sidewalks and on street bike lanes located on S. Peachtree Street. The site provides for excellent automobile accessibility due to its proximity to I-85, I-285, Buford Highway and Jimmy Carter Boulevard. In addition the site is adjacent to three transit lines that intersect at a nearby proposed transit station. This area provides for the development and expansion of class A office space within the community along with opportunities for mixed use and residential development. Small scale neighborhood retail is encouraged to serve the needs of the employment center and those within walking distance.

This area is characterized by large regional, national and international businesses that require medium to large scale floor area for operations. An excellent example nearby is the Fortune 500 firm RockTenn. This area is paramount to the continued economic success of the community by offering modern Class A office space within a small town feel and character, offering all the amenities of a big city. In addition, Norcross's well-developed



GOALS:

- expand available office space to meet future demand
- create a visually interesting gateway to Norcross
- implement pedestrian-friendly development
- provide high-quality multi-family residential options

corporate campus development
 NATIONAL EMPLOYERS
INTEGRATED OPEN SPACE
 economic base
meeting office demand
 WORK WHERE YOU LIVE
 LIVE WHERE YOU WORK



Figure 57. Employment Center Land Use Plan



- | | |
|---------------------------------------|----------------------------------|
| Single Family Residential | Low-Rise Office (up to 3 floors) |
| Lifestyle Residential | Mid-Rise Office (up to 5 floors) |
| Low-Rise Multifamily (up to 3 floors) | Community Facility |
| Mid-Rise Multifamily (up to 5 floors) | Modern Industrial |
| Low-Rise Mixed Use (up to 3 floors) | Existing Park / Greenspace |
| Mid-Rise Mixed Use (up to 5 floors) | New Park / Greenspace |
| Low-Rise Retail (up to 2 floors) | |

Figure 58. Employment Center Illustrative Plan



In the Employment Center, corporate campuses (like the existing RockTenn facility shown at left) are pedestrian-oriented with integrated open space, parking interior to the lot, and places for gathering and recreation.

Figure 59. Employment Center Key Catalyst Projects



Table 18. Employment Center Total Square Footage Added

Project Area	Use	Sq Ft/Units
1	Office	225,600
3	Retail	10,000
4	Office	227,200
5	Residential	66
6	Retail	18,000
	Residential	18
7	Office	62,800
Total	Retail (sq ft)	28,000
	Residential (units)	84
	Office (sq ft)	515,600

downtown in close proximity has numerous restaurant options for employees at lunch time and nearby parks, plazas and greenspace, all connected with bicycle paths and sidewalks providing workers a multitude of recreational opportunities.

Specific Redevelopment Concepts

This new employment center (both north and south of the rail line) provides up to 515,600 square feet of new office opportunity. On the north side, redevelopment begins at Jimmy Carter Boulevard to the southwest and W. Peachtree Street to the north. This area of the employment center extends and incorporates the current RockTenn Campus. New internal roads are created with the redevelopment, along with on-street and off-street parking options. The appropriate scale for development is up to five stories; however, given market constraints, it is more likely that the office buildings will be one- to three-story structures with the highest buildings or sections adjacent to Jimmy Carter Boulevard and then stepping down toward the interior of the development. Residential development occurs between the new employment center and the RockTenn campus, creating the opportunity for eighteen single family residences. In addition, space is allotted for multifamily residential development along with approximately 20,000 square feet of supporting retail space to serve those in the immediate vicinity as well as the office users. Anticipated neighborhood retail uses include services such as packaging/shipping, gym, dry cleaners, salon, and a deli.

Table 19. Employment Center Demand Met by Land Use Type

Land Use Type	Demand	Provided	% Met
Retail (sq feet)	529,180	28,000	5%
Services (sq feet)	19,222	-	0%
Office (sq feet)	662,973	515,600	78%
Industrial (sq feet)	267,641	-	0%
Apartment (units)	964	84	9%
Town/Condo (units)	47	-	0%
Single Family units	285	-	0%

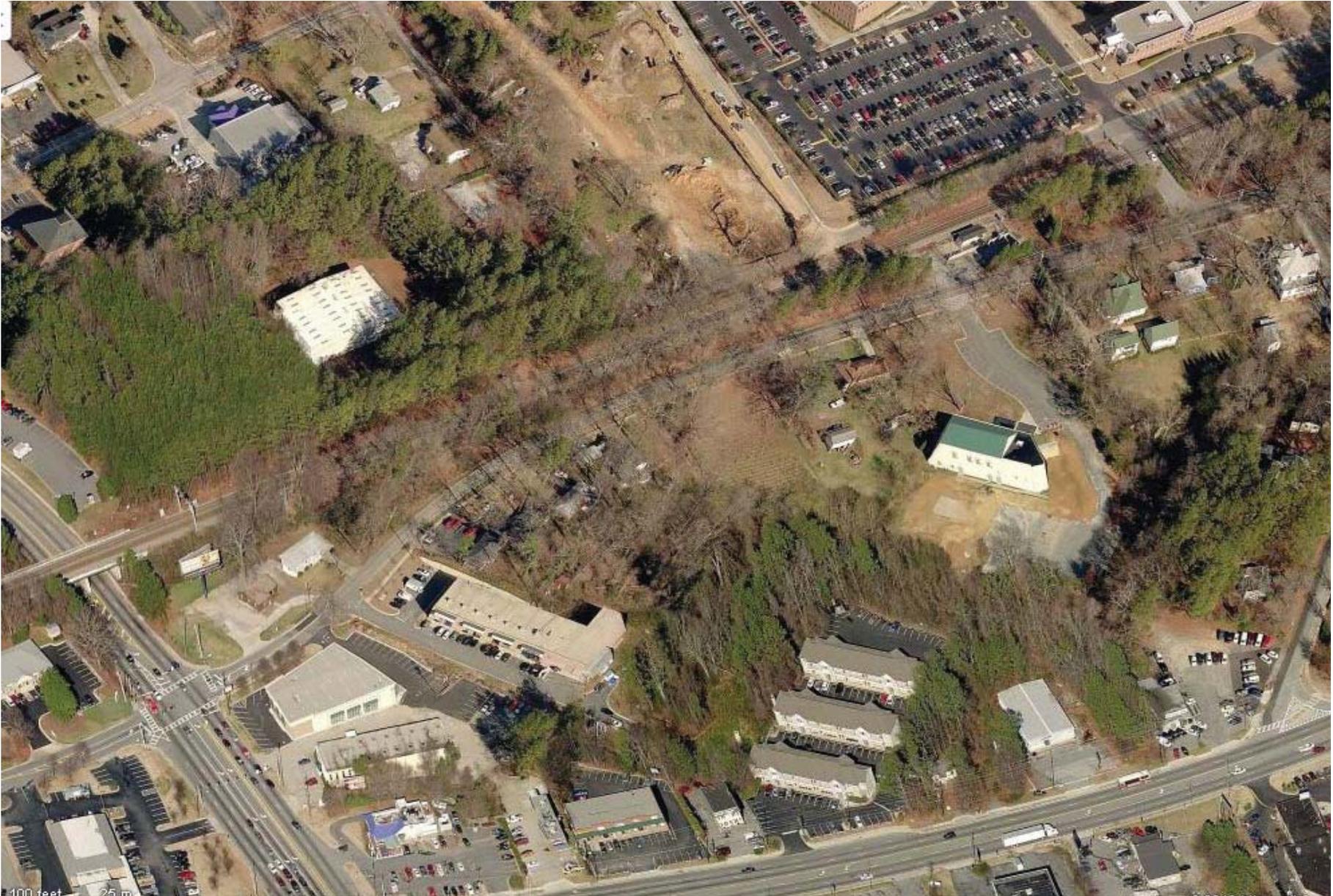
Retail District: Southwest of Buford Highway Outside of Study Area

The area is ideal for redevelopment, given large parcels, few owners, and low building values. Across Buford Highway from the Historic Downtown catalyst projects 3, 4 and 5, this development helps to cement a sense of place, provide the critical mass to draw patrons, and create the opportunity to meet the demand for formula or national retailers as identified in the market study. The redevelopment of this area would resemble a “mini-Forum,” the Avenues, or Edgewood Retail in Atlanta primarily comprised of retail but with opportunities for office and residential product as well. Redevelopment could provide for up to 300,000 square feet of retail space, including major national chains as well as multifamily for sale and rental units in the form of townhomes and stacked flats. The types of retailers that would be appropriate for this area may include fast casual restaurants, big box retailers (Target, Petco, etc.), national grocery chains, electronics stores, coffee shops, and banks. Mixed-use development is consistent with the Norcross Activity Center LCI’s vision for Buford Highway.



Successful retail requires right-hand turns and must be convenient for the trip home. Existing traffic volumes along Buford Highway would support this type of redevelopment. Each anchor tenant, such as a Kroger, Target, or Lowe's, requires fourteen smaller retailers to support it and generate enough trips to the shopping center.

Figure 60. Key Catalyst Project: Employment Center, Existing Conditions



BEFORE | Existing Site Conditions

Figure 61. Key Catalyst Project: Employment Center, Rendering of Proposed Redevelopment



The Employment Center provides opportunity for new office space linked to downtown Norcross through a complete street network of sidewalks and on street bike lanes located on S. Peachtree Street. The site provides for excellent automobile accessibility due to its proximity to I-85, I-285, Buford Highway and Jimmy Carter Boulevard. In addition the site is adjacent to three transit (bus) lines that intersect at a nearby proposed transit station.

RECOMMENDATIONS & DESIGN CONCEPTS

Land Use / Housing

The Town Center Plan integrates land use and housing policy to promote and support a vibrant mixed-use, mixed-income community where residents, employees, and visitors walk, bicycle, or take transit to reach their destinations. The plan recommends seven key catalyst projects, which provide significant impact on the continued viability of downtown Norcross.

Land Use Policies

- Utilize land within the Historic Downtown for higher density, mixed-use development.
- Preserve existing historic residential areas as identified on the focus area map as Historic Living.
- Encourage a wide variety of housing types within the study area, including high quality rentals, senior housing and workforce living options.
- Encourage cluster infill residential housing in the Intown Lifelong Residential Focus areas.
- Encourage mixed use development downtown surrounding Lillian Webb Park, as identified on the plan, to provide a variety of retail and office services to meet daily needs.
- Encourage varying types of open space and/or community gathering spaces within all new development and redevelopment, to facilitate an active public realm and provide needed places for socializing and programming.
- Examine parking requirements for all uses. Shared parking agreements between complementary uses, such as an office building and a restaurant, can maximize the utility of a parking lot and reduce the number of spaces needed. Overall, a downtown

parking management strategy will promote compact infill while providing adequate, but not excessive, parking.

Land Use Projects

- **O-1:** Update City of Norcross Future Land Use Plan per LCI Plan recommendations.
 - Modify the Comprehensive Plan to allow for structures greater than two stories in downtown Norcross.
 - Modify Comprehensive Plan Downtown Norcross Future Development Map Boundary to accommodate the Historic Downtown boundaries as shown on the focus area map.
- **O-2:** Zoning Code Amendments per LCI Plan recommendations
 - Modify R100 zoning district to require two trees each with a diameter of three inches or more to be planted in every front yard prior to issuance of the certificate of occupancy.
 - Modify R100 zoning district to require garage parking to be on the side or accessory structure behind the front elevation of the principal residence.
 - Amend Section 113-13 to require new street tree planting with new development, rather than limit it to only when a new street is developed.
 - Rezone R100 and R75 zoning districts within the Intown Lifelong Residential Focus area to Design Concept Development in order to promote and facilitate redevelopment of those areas in keeping with the goals of the overall development patterns.
 - Modify Section 115-89 Design Concept District language to allow for the district to apply to the Intown Lifelong Residential Focus Area.
 - Modify zoning ordinance on parcels within the Historic Downtown and Employment Center Focus Areas to be required to incorporate a percentage of plaza/greenspace

- with new development. It is recommended that this space be deeded to the city as public space.
- Amend Central Business zoning ordinance to allow only retail uses along storefront streets as shown on the Storefront Streets Map.
- Modify zoning associated with the Technology and Innovation Incubator District to allow for residential use within existing structures.
- Amend zoning districts within the Multinodal Commercial focus area to establish minimum lot size requirements for commercial developments in order to promote aggregation of parcels with shared access. Provide for maximum square footage per building in order to prevent strip shopping centers from developing along the corridor, promoting a village-style development pattern.
- Amend zoning districts within the Multinodal Commercial Focus area to require interparcel connectivity in order to implement access management strategies.
- Amend zoning ordinances to establish landscape zone requirements along Buford Highway in order to have opportunities to widen sidewalks and enhance the appearance of the corridor, creating a more pedestrian friendly environment.
- **O-3:** Revisions to Overlay Districts per LCI Plan recommendations
 - Downtown Development District Overlay amendments
 - Amend Architectural and Site Design Standards to allow lots within the National Historic District but within the Intown Lifelong Residential or Historic Downtown Focus Areas to be allowed to relocate historic structures when there is opportunity to redevelop the parcel at a higher density.
 - Amend the Architectural and Site Design Stands to protect the historic size of the lots within the Historic Living Focus area to prevent the subdivision of the traditional large lots.
 - National Historic District
 - Assess structures within the Historic Living Focus Area within the National Historic District and add additional contributing structures in order to protect and further the historic character of the Town Center.
 - Redevelopment Area Overlay District (RAOD)
 - Require parking at the rear or side for commercial properties that fall within the Redevelopment Area Overlay District on Buford Highway
- **O-4:** Update City of Norcross Comprehensive Development Plan per LCI Plan recommendations.
 - Modify Comprehensive “Downtown Norcross” Future Development Map area to allow for heights greater than two stories.
- **O-5:** Develop catalyst projects.
 - The Historic Downtown consists of seven (7) catalyst projects that are recommended in order to spur additional development downtown and throughout the rest of the study area. A strong Downtown will also make the area more attractive to prospective Class A office tenants desired for the Employment Center. The initial catalyst project should be the completion of Skin Alley including the rehabilitation of the Alley itself, acquisition of parcels for the creation of public parking and Plaza.
- **O-6:** Develop Plazas with redevelopment
 - Modify zoning ordinance on parcels within the Historic Downtown and Employment Center Focus Areas to be required to incorporate a percentage of plaza/greenspace with new development. It is recommended that this space be deeded to the city as public space.

- **O-7:** Develop a Downtown Trail.
 - Modify zoning ordinance to require the creation of a downtown trail with the redevelopment of parcels within the Historic Downtown and in locations as shown on the Illustrative Plan.
 - **O-8:** Promote high-quality rentals with a rental licensing program.
 - Establish a Rental Licensing program in order to maintain standards for existing and newly constructed rental dwelling units in the city.
-

Transportation

The integration of land use, transportation and urban design is important in developing a unified approach to redevelopment in the LCI study area. The Transportation Plan for the Downtown Norcross Town Center LCI study identifies both short-term improvements and the long-term vision for how various transportation facilities can enhance mobility within and through the core of the City. As with the entire study effort, the elements of the transportation plan stem from public participation through core team and public meetings, a design charrette, as well as research, field observation, and technical judgment.

The transportation improvements build on previous work performed to enhance walkability in downtown Norcross through construction of streetscapes and intersection improvements. The recommendations here provide:

- Expanded walkability in Downtown with connections to surrounding residential neighborhoods
- Options for addressing the railroad crossings and adjacent intersections in downtown
- Extension of the bicycle network from downtown to surrounding neighborhoods and connection to regional bicycle network
- Enhanced pedestrian and bicycle connections to and across Buford Highway
- Traffic calming through use of bulbouts and median splitter islands to reduce traffic speeds at key locations
- Automobile and Pedestrian enhancements to the rail crossings; specifically at Holcomb Bridge Road and at Jones Street

The adopted study serves as a guide for the City of Norcross, as well as property owners and developers as to the location and

type of transportation facilities needed to support a pedestrian oriented town center. The study contains an Action Plan identifying 5-year and long-term implementation strategies. The estimated cost, potential funding sources, and timeframe are specified for each transportation project. The plan has short-term components that can be implemented quickly, but also incorporates long-term components for implementation in the future to accomplish the LCI goals and support redevelopment efforts. Full implementation of recommended improvements may take several years and depend on the availability of local, state, private, or federal funding.

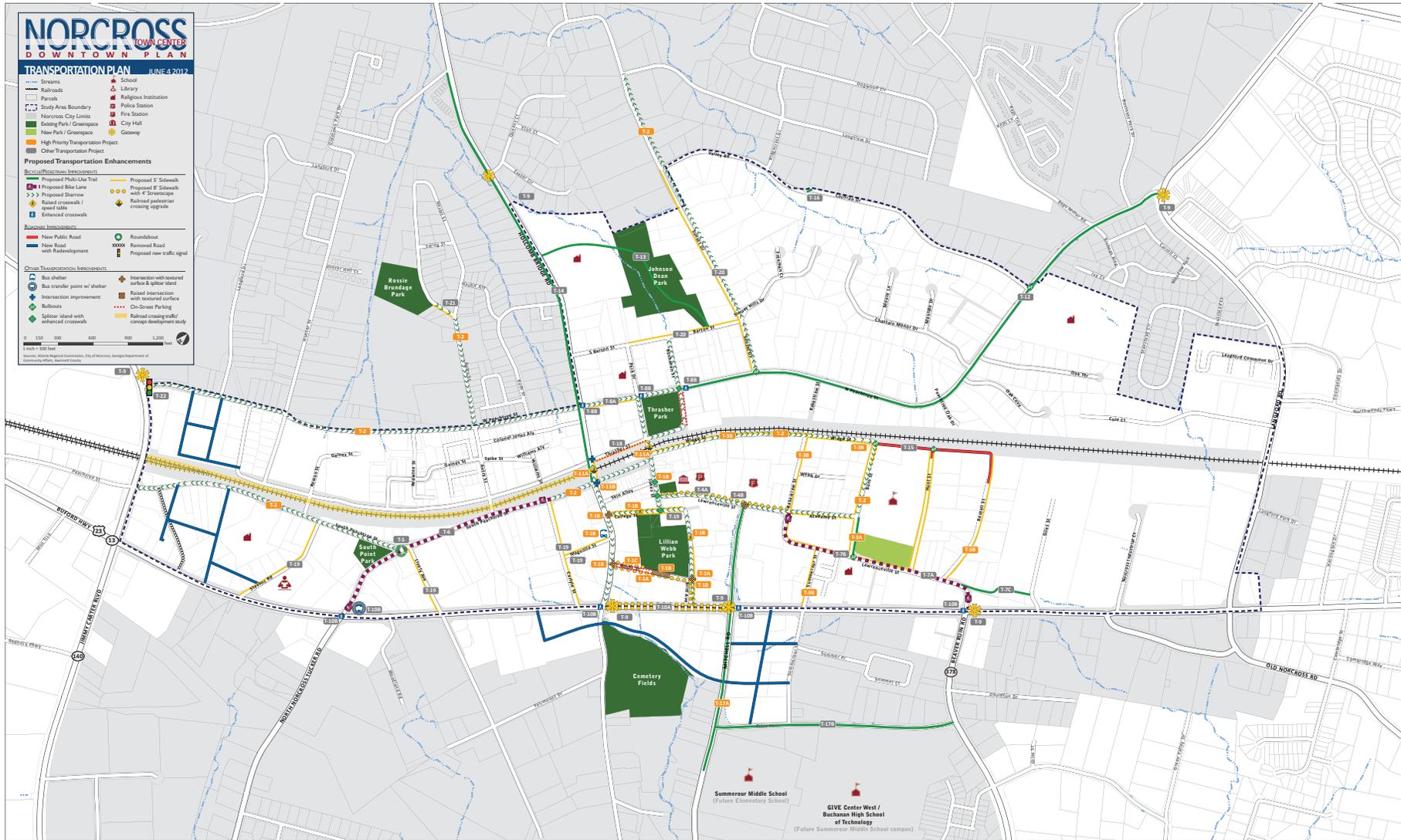
The recommended transportation projects are included in the Action Plan primarily as stand-alone projects to provide flexibility with implementation. This allows the City to determine the best way to implement projects depending on the amount of funding available, the funding source, and other factors. It should be noted that the LCI implementation funding grants available through ARC provide 80% of a project's cost with a 20% match. The maximum funding that can be obtained from one grant is \$4 million, with a local match of \$1 million. Multiple projects from the action plan may be grouped for implementation under one funding application.

The transportation projects in the Action Plan are described in the following text. The projects are intended to work together to create a cohesive transportation system throughout the City.

Expanding Downtown Walkability

The streetscape and brick paver crosswalks in Downtown Norcross are known throughout the Atlanta Region as an example of aesthetically pleasing and functional streetscape. The streetscape combines hardscape features with small planted areas and planter boxes that provide color and softer texture to the downtown streets. Project **T-1A** expands the streetscape

Figure 62. Transportation Plan



along three key roads. Project **T-4A** extends streetscape along Lawrenceville Street in the vicinity of City Hall.

On-street parking with new sidewalk is added along Bostic Street and Thrasher Street in projects **T-1C** and **T-18**.

The Thrasher Park area is a key pedestrian destination. It receives additional sidewalk and pedestrian crossing enhancements in projects **T-8A** and **T-8B**.

Improving the Safety of the Railroad Crossing in Downtown

The Railroad is a large part of the City's history. Historically, the presence of the railroad station connected people to downtown Atlanta for commerce and travel. However, the railroad tracks also present a challenge as they divide the community. Several projects have been identified to enhance the connectivity across and the safety of the railroad tracks.

Short-term recommendations include construction of pedestrian crossing modifications at the Holcomb Bridge Road and Jones Street crossings (see projects **T-11A** and **T-11B**). These improvements include:

- Upgrade the Jones Street pedestrian crossings on both sides of the roadway with 5-ft sidewalks crossing the tracks.
- Upgrade the Holcomb Bridge Road crossing on the southwest side of the roadway with a 10-ft multi-use trail crossing the tracks with minimal gaps between the sidewalk and rail.
- Add a decorative fence along both sides of the RR tracks from Holcomb Bridge Road to the existing tree line 300 ft from the intersection.
- Add gateways at the intersections of Holcomb Bridge Road at South Peachtree Street and Thrasher street consisting of a decorative barrier over the northwest leg of the intersection limiting the height of vehicles crossing.

- Add a raised splitter island on the northwest leg of the Holcomb Bridge Road at South Peachtree Street intersection and a bulbout on the southeast leg of the intersection, northeast corner.

The recommendation for addition of decorative barriers to prevent crossing by oversized vehicles, which may be hung up at the steep rail crossing, was included in the previous LCI study and is included in this plan as well.

In addition, examination of options for relocation or reconstruction of one or more railroad grade crossings is recommended (see project **T-23**). This study would include examination of the following crossing options at the Holcomb Bridge Road grade crossing:

- Raising the elevation of Holcomb Bridge Road at Thrasher Street to improve visibility at the crossing, disconnecting Thrasher Street as a through Street and connecting the slope of Holcomb Bridge Road to the small rise on the existing road southeast of North Peachtree Street.
- Relocating the Holcomb Bridge Road crossing further southwest a few hundred feet to a location where a near-level crossing is possible. This requires traffic traveling through on Holcomb Bridge Road to turn onto South Peachtree Street and Thrasher Street, thus slowing speeds through downtown. This location also provides an excellent "overview" of the downtown enhancing the opportunity to capture potential retail/ shopping "pass by" trips.
- Relocating the Stevens Street at-grade crossing to a grade separated crossing to the southwest. This is best accomplished in conjunction with redevelopment of properties along Jimmy Carter Boulevard, South Peachtree Street and West Peachtree Street. This provides excellent connectivity between the two proposed employment centers in the area.

All recommended rail crossing enhancements should be presented as a package to the railroad, in that a unified approach may result in easier acceptance and approval than presenting individual projects.



Pedestrian Rail Crossing Enhancement

Extension of Pedestrian, Bicycle, and Roadway Network to Surrounding Neighborhoods

Many people walk from surrounding neighborhoods to access downtown, Lillian Webb Park and Thrasher Park, key assets in Norcross. Enhancing the sidewalk network increases the attractiveness of downtown to both residents and visitors. Projects were identified to fill in the gaps in the sidewalk network along Barton Street, Sunset Drive, and Autry Street (**T-20** and **T-21**).

Sidewalk with Streetscape



In addition, providing bicycle trails and shared use markings significantly improve bicycle safety in and around the downtown. Multiuse trails are recommended along North Peachtree Road (**T-12**) and Holcomb Bridge Road (**T-14**), as well as through Johnson Dean Park (**T-13**). Construction of a short multiuse trail between the cul-de-sacs on Cochran Road and Valley Road (**T-16**) provides a continuous walkable and bikeable route from Sunset Drive to South Peachtree Road. Bicycle lanes are recommended along Lawrenceville Street, in conjunction with sidewalks (**T-7A**, **T-7B**, and **T-7C**).

Multi-Use Trail



A variety of components are used throughout the study area to provide complete bicycle connectivity, including sharrows, bike lanes, and multi-use trails. Consideration of auto traffic speeds and volumes, right-of-way availability, and cost was given to determine which facility was appropriate on each thoroughfare. This combination of various facility types will create a network that is both implementable and accessible for all users.

The bicycle network provided by the recommended bicycle lanes and multiuse paths uses cost effective pavement markings to define shared bicycle lanes. The use of shared lane markings (known as sharrows) was approved for use in the 2009 Manual on Uniform Traffic Control (MUTC) devices. The use and benefit of these markings is described below.

- Sharrows are used to identify bike routes by highlighting the presence and location for shared bicycle use.
- Markings are spaced at 250 feet – this frequent spacing provides a constant reinforcement of the need to share the road.
- The placement of the sharrow marking provides an indication of where drivers would typically expect to see cyclists positioned in the travel lane.
- The presence and continuity of the pavement markings identifies routes to the community, increasing the likelihood of bicycle travel.

Sharrows are recommended to complete the bicycle network along lower volume roads, where shared use is appropriate. Fifteen roadway sections are identified for installation of sharrow markings (**T-2**). This study recommends sharrows along South/ West Peachtree Streets from Thrasher Park to Jimmy Carter Boulevard (SR 140). These markings are recommended in the low speed sections between the Thrasher Park and Holcomb Bridge Road, as well as the lower volume sections southwest of Holcomb Bridge Road. Sharrows are also proposed along the lower speed streets in the heart of downtown Norcross.

Sharrow



Bike Lane



In addition to extending the pedestrian and bicycle network to surrounding neighborhoods, extension of the roadway network at key locations is recommended to support redevelopment efforts and improve access. Extension of Wingo Street to Beutell Street with a connection to Hunt Street is recommended (**T-15**). The street would include signage to prevent cut-through truck traffic. Construction of additional street network in conjunction with redevelopment is recommended in three areas:

- Southeast of Buford Highway (SR 13) between Mitchell Street and Summerour Street – Creation of a street grid with short block spacing for ease of vehicular circulation in the area.
- Southeast of Buford Highway (SR 13) between Mitchell Street and Cemetery Street – Creation of interparcel access to serve the park and development fronting on Buford Highway.
- Northeast of Jimmy Carter Boulevard on between Buford Highway (SR 13) and West Peachtree Street - Creation of a street grid with short block spacing for ease of vehicular circulation in the area. In conjunction with redevelopment of this area, creation of a grade separated railroad crossing should be considered to connect both sides of the railroad tracks (part of railroad crossing study identified as **T-23**) and provide access to this area via a new traffic signal along Jimmy Carter Boulevard (SR 140) at West Peachtree Street (**T-22**).

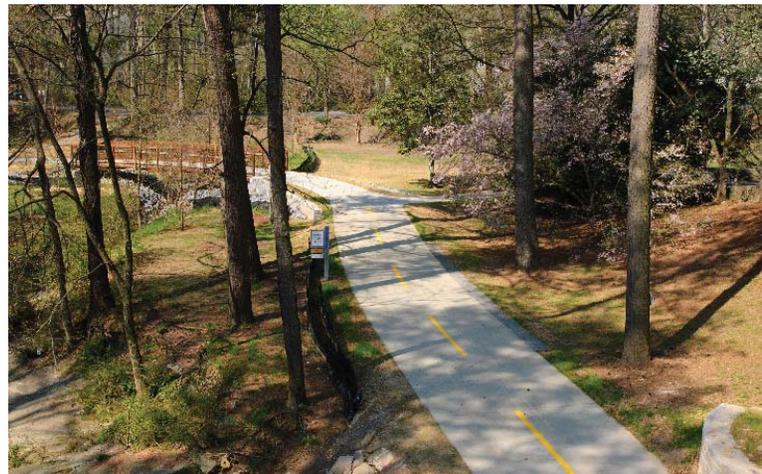
In conjunction with the implementation of new roadways and pedestrian/bicycle infrastructure improvements, an additional access improvement is planned to provide access to the redeveloping area northeast of Jimmy Carter Boulevard. This improvement (**T-22**) signalizes the intersection of Jimmy Carter Boulevard at West Peachtree Street. If planned construction of the Continuous Flow Intersection (CFI) at the intersection of Buford Highway (SR 13) at Jimmy Carter Boulevard (SR 140) results in elimination of the traffic signal at South Peachtree Street, this study recommends relocation of the traffic signal to the West Peachtree Street intersection (if signal warrants are satisfied per GDOT requirements).

Connecting Schools with Pedestrian and Bicycle Facilities

Travel to and from school via pedestrian and bicycle modes provides opportunities for physical activity for school children and parents, while reducing automobile travel. Areas with well connected and maintained sidewalks have significantly higher rates of walking to school. Several sidewalk improvements were recommended to enhance walkability in the vicinity of Norcross Elementary School, including sidewalk connections on eight streets (**T-3B**) and a multiuse trail connection to Lawrenceville Street (**T-3A**), where sidewalks and bicycle lanes are planned.

Providing a connection from downtown Norcross, across Buford Highway (SR 13) to Summerour Middle School links the two sides of Buford Highway and facilitates a connection to the school and nearby sports fields. Construction of a multiuse trail along Mitchell Road from Lawrenceville Street to Summerour Middle School (**T-17A**) is recommended. This area is further supported by construction of a multiuse trail along Price Place from Mitchell Road to Beaver Ruin Road (SR 318) (**T-17B**).

Multi-Use Trail



Safe Routes to School (“SRTS”) programs strive to connect the trip to school with safety, health, community, and choice. These programs provide opportunities “to make walking and bicycling to school safer and more accessible for children, including those with disabilities, and to increase the number of children who choose to walk and bicycle.” The Norcross community’s SRTS task force and Summerour Middle School produced a Safe Routes to School report in 2012 that included an assessment of students currently get to the school, a list of policy recommendations to support students who walk or bike, and a list of recommended engineering improvements surrounding the school. Projects can be within two miles of the school; current funding sources are extremely limited, so SRTS must coordinate with other projects to see recommended projects to implementation. Currently, Gwinnett County is seeking funding for SRTS programs, but implementation of the pedestrian and multi-use connections proposed by this LCI update should also consider the SRTS recommendations when funding is sought. In addition, Norcross Elementary School should work with SRTS to make sure that the many trails and bike lanes proposed for the surrounding neighborhood meet the needs of the school and its students.

Gateway



City Identification and Multimodal Connections along and across Buford Highway

Enhanced Crosswalk



The City of Norcross has been successful at creating an aesthetic character to its downtown area through implementation of streetscape improvements. The City has also identified its boundaries through construction of gateway monuments. Construction of additional gateways to introduce travelers to the City is recommended at six locations (**T-9**). These gateways may replicate or complement the existing City of Norcross stone gateway pillars, but should specifically demarcate the entrance into historic Downtown Norcross.

Extension of the Downtown streetscape to Buford Highway has been accomplished through recent improvements along Holcomb Bridge Road. The next step is extension of the streetscape improvements along Buford Highway between Holcomb Bridge Road and Mitchell Street (**T-10A**). In addition, this study recommends improvements to enhance crosswalks along Buford Highway at four key intersections (**T-10B**):

- Beaver Ruin Road
- Mitchell Road
- Holcomb Bridge Road
- North Norcross Tucker Road

Some of these enhancements can be accomplished in conjunction with the City’s current Buford Highway Median project, yet others may require additional resources.

Sidewalk connections will fill in the gaps along five roads near Buford Highway (**T-19**). Bicycle connections are proposed via bicycle lanes along South Peachtree Street and North Norcross Tucker Road (**T-6**). These connect downtown Norcross to an intersection where three Gwinnett County Transit (GCT) routes intersect, providing access to transit. Further, construction of a bus shelter at this location facilitates its use as a transit transfer point between the GCT routes 10, 20, and 35 (**T-10B**). Coordination with Gwinnett County Transit is needed to facilitate location of the bus shelter and potential bus stop relocation.

Calming Traffic on Collector Streets

Creating a walkable town center requires implementation of facilities that support and encourage pedestrian movement. When vehicle speeds are high, this significantly detracts from the pedestrian's perception of safety, and decreases the frequency of adequate gaps in traffic for pedestrians crossing the street. In order to enhance walkability of the LCI study area, a variety of techniques are proposed to address pedestrian crossings and slow vehicular traffic:

- **Intersection Bulbouts:** Bulbouts narrow the width of a roadway at an intersection by extending the curb line across the parking lane. This shortens the distance that pedestrians have to cross on that leg of the intersection. Bulbouts also force turning traffic to slow due to the tighter turning radius created by the narrower intersection. Intersection bulbouts are recommended along Jones Street (**T-1B**).
- **Median Splitter Islands:** These features reduce the lane width near a pedestrian crossing to produce a reduction in speed and raise driver awareness of the crosswalk. These treatments are recommended along Holcomb Bridge Road, Bostic Street (**T-1B**), Lawrenceville Street (**T-4B** and **T-7B**), and North Peachtree Street (**T-12**).
- **Raised Crosswalk:** This provides a raised pedestrian crossing that is level with the sidewalks. It is typically textured to match the sidewalk streetscape. It is intended to show preference of the pedestrian movement over the automobile at the crossing. Traffic is slowed since the road rises to and falls when crossing the crosswalk. Raised crosswalks are recommended on Britt Avenue and Bostic Street (**T-1B**).
- **Roundabout intersection:** This requires a reduction in travel speed for all vehicles entering the intersection. It also allows for aesthetic treatments in the center of the intersection. The slower traffic and center splitter island refuge areas typically enhance safety for pedestrians, particularly in applications with a single circulating lane. A roundabout is recommended at the intersection of North Norcross Tucker Road at South Peachtree Street (**T-5**).

Roundabout



Intersection Bulbout



Splitter Island



Raised Crosswalk



The following typical sections illustrate the recommended roadway and bicycle/pedestrian improvements on major streets throughout the study area. Please note that all dimensions are conceptual and may differ slightly from actual construction dimensions.

Figure 63. Typical Section Key Map

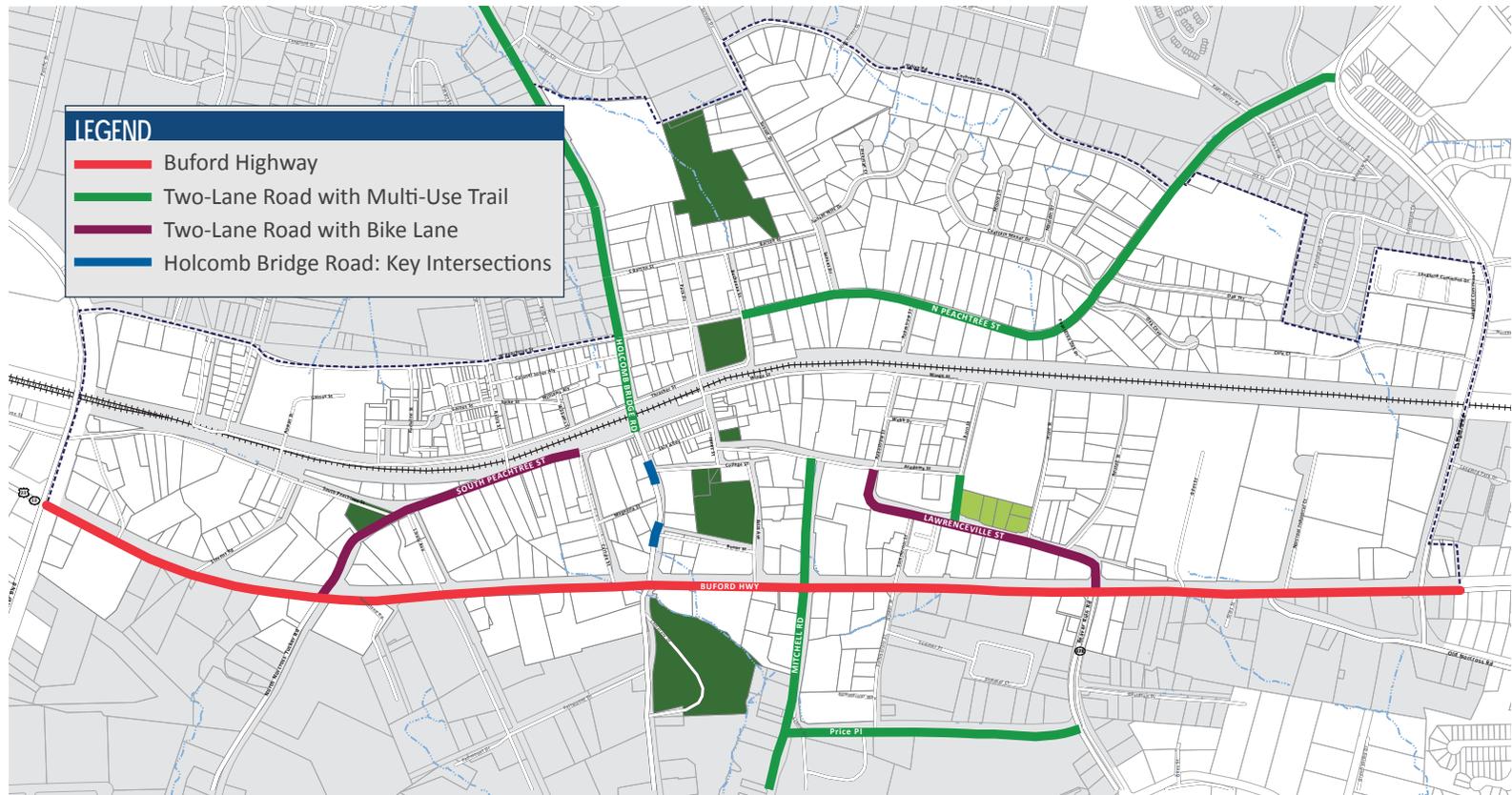


Figure 64. Typical Section: Buford Highway

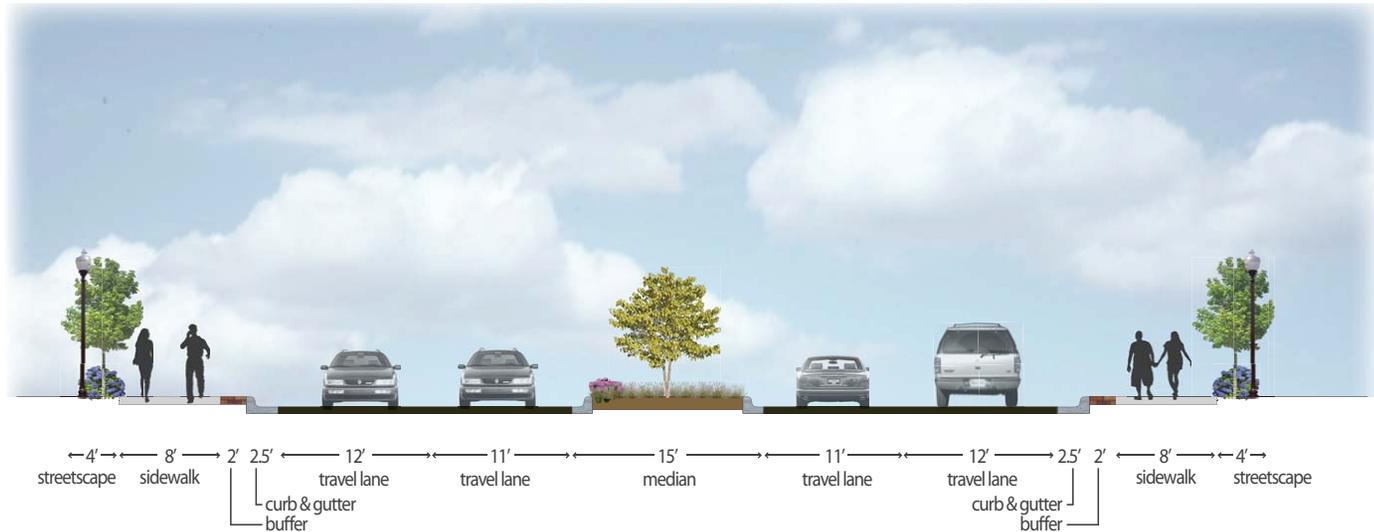


Figure 65. Typical Section: Two-Lane Road with Multi-Use Trail

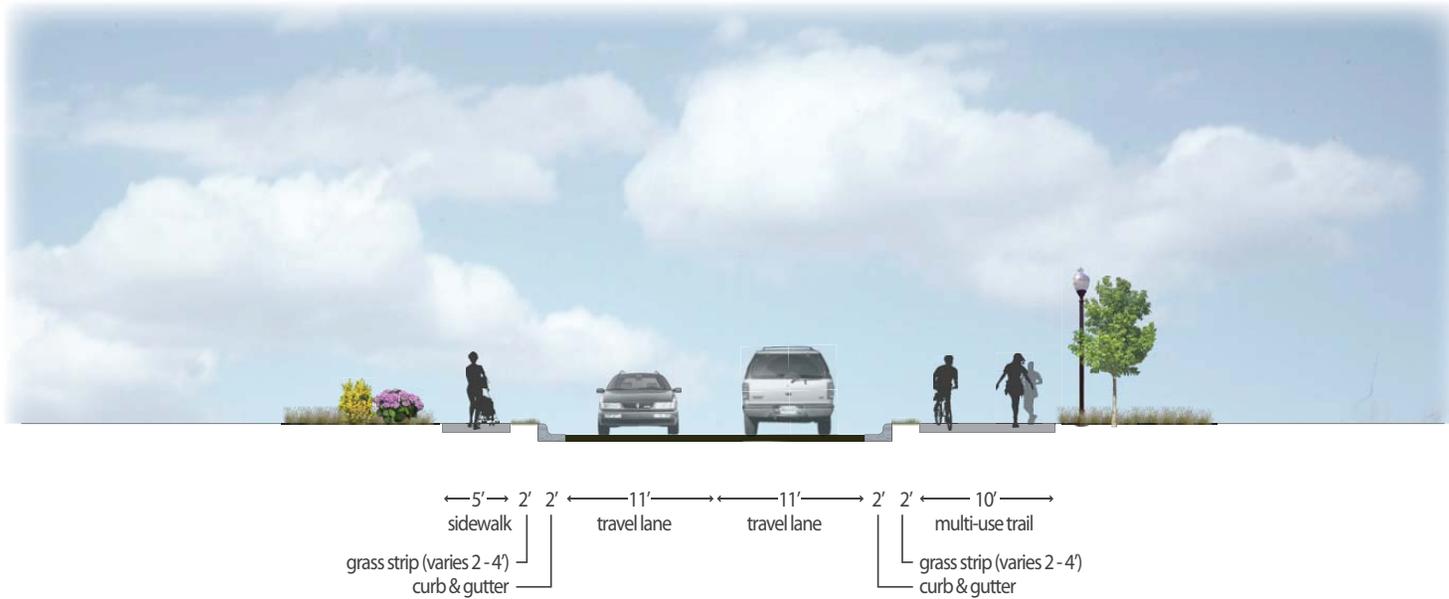


Figure 66. Typical Section: Two-Lane Road with Bike Lane

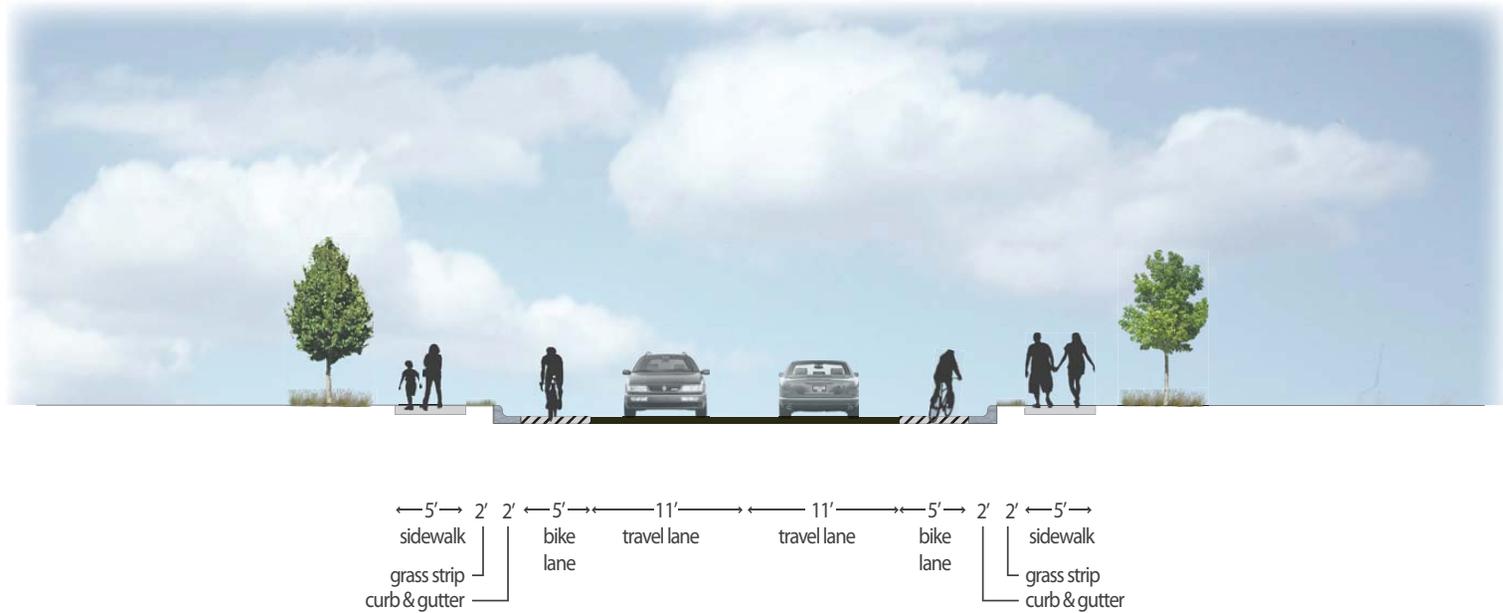
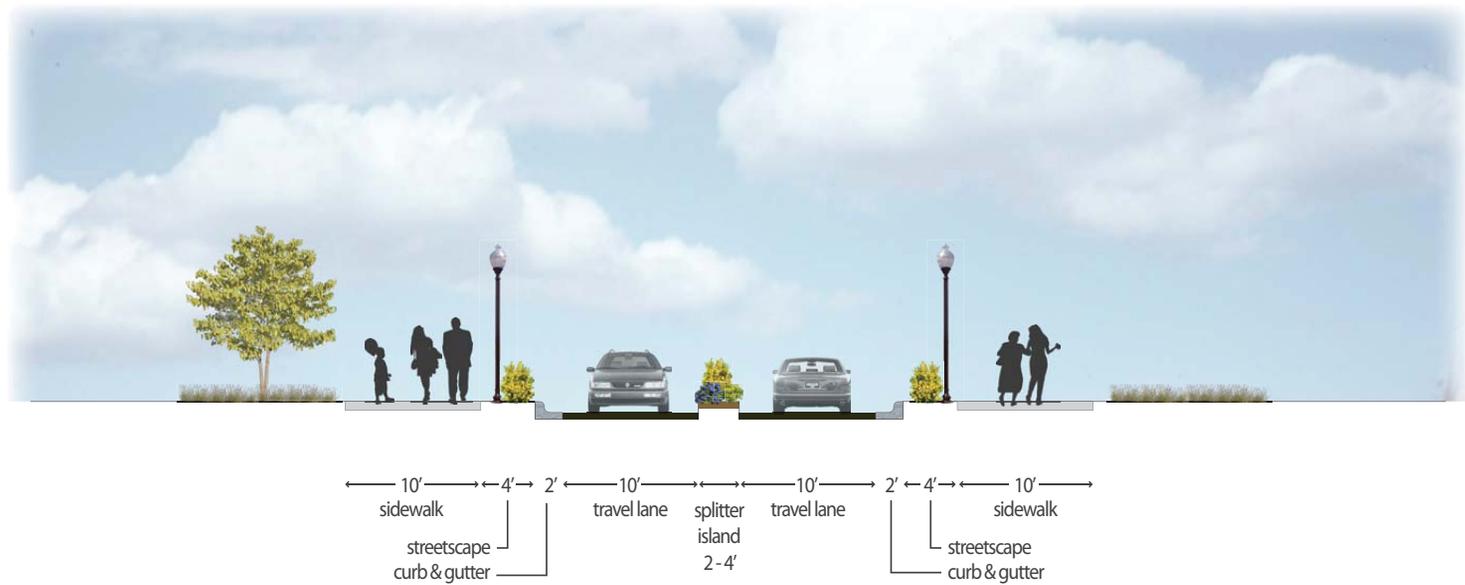


Figure 67. Typical Section: Holcomb Bridge Road: Key Intersections with Splitter Islands



Economic Development / Retail Strategies

The Market Assessment for Norcross provides a detailed analysis of existing and future demand for housing, retail and services, and recommendations for taking advantage of future market opportunities.

Downtown Norcross has a tremendous opportunity to capitalize on existing and potential future market demand given its rich history and location within the region. With shifting consumer preferences and demographic changes underway there will be strong demand for mixed-use development around town centers. With new services and retail opportunities, residential and employment demand will be attracted to the new activity and amenities proved in the Norcross Town Center. These enhancements will further the vibrancy to the study area, providing local services for Norcross residents, help increase the local tax base, and make Norcross more competitive in the Region.

To achieve the vision of the Town Center plan, an economic development and marketing program that builds on Norcross' strengths and investments must be pursued. As the study area develops, its businesses will serve a variety of markets, including local residents, market area shoppers, visitors, downtown employees, and the Region. Key market segments include:

- Small-scale professional & business services
- Destination shopping and dining
- National Retailers (*appropriate at the Retail Center across Buford Highway*)
- Large employers such as Fortune 500 Companies (Employment Center)
- Retailers- Unique specialty retailers and local chains

- Convenience shopping and services
- Services and activities for seniors, families and children
- Cultural and entertainment opportunities

The following recommendations will assist Norcross to build on an attractive community that serves residents and visitors in an aesthetically pleasing, historically and environmentally sensitive and highly authentic Town Center.

Economic Development Policies

- Allow for flexibility within the redevelopment guidelines to encourage preservation with allowance for redevelopment within areas where single structure preservation may discourage reinvestment (i.e. allow relocation).
- Encourage redevelopment of underutilized properties.
- Create Residential Recruitment material to improve awareness for future residential opportunities, particularly multifamily.
- Support public private partnerships, including the contribution of land and/or infrastructure by the city.
- Promote storefront streets.
- Support community-wide programming initiatives, such as craft festivals, live music, food trucks, outdoor movies, art walks and other events to spur visitors to the downtown and Skin Alley.
- Support the conversion of industrial and warehouse space in the Technology and Innovation Incubator District into high-tech businesses including information technology, green businesses, and other modern industrial uses.
- Continue to work with and promote the DDA.

Economic Development Projects

- **O-9:** Strengthen Historic District Regulations to preserve not only structures' character but to preserve historical lot sizes as well. Allow for flexibility within the redevelopment guidelines to encourage preservation with allowance for redevelopment within areas where single structure preservation may discourage reinvestment.
- **O-10:** Complete a Redevelopment Guide for focus projects within the LCI Study Area, such as the Buford Highway Welcome Plaza or Jimmy Carter Employment Center.
- **O-11:** Expand Visitor Center to improve visibility and promote business and activities within the Study area.
- **O-12:** Create Residential Recruitment material to improve awareness for future residential opportunities, particularly senior housing and multifamily.
- **O-13:** Request for Development proposals for properties within the LCI Focus Areas, per Plan recommendations.
- **O-14:** Create retail-only ordinance along the floor of South Peachtree Street businesses and parts of College and Holcomb Bridge where appropriate to promote storefront streets.
- **O-15:** Document current fiber optics, data cables and electrical services provided within the Technology and Innovation Incubator District and assess where upgrades are necessary in order to attract and provide services to high tech industry.
- **O-16:** Establish monthly or quarterly meetings with business owners within the Technology and Innovation Incubator District and provide them with a model of Innovation Center establishment.
- **O-17:** Establish the business mentoring program as described in the 2011 Community Choices report.
- **O-18:** Collaborate with Gwinnett Village Community Improvement District to incentivize redevelopment of properties near Buford Highway that fall within the CID boundaries, per plan recommendations.

Urban Design

Urban Design Policies

- Strengthen identity and wayfinding within the study area, include branding, signage, street light banners, maps and directional signage for a more cohesive aesthetic.
- Implement safe and activate streetscapes throughout the Norcross Town Center study area by discouraging uses and designs that disrupt pedestrian and bicycle flow and access, such as surface lots, multiple driveways and large setbacks.
- Promote public art throughout the public realm of the study area, as recommended in the public plaza per the plan recommendations.
- Focus initial urban design implementation in the Historic Downtown focus area.

Urban Design Projects

- **O-19:** Complete illustrative imagery of the Town Center Plan concept (per focus area) for use in Redevelopment Guide, marketing collateral, and communications/outreach.
- **O-20:** Develop a Public Art and Cultural Resources Master Plan for Downtown.
- **O-21:** Implement management program of off-site parking for employees of downtown business.
- **O-22:** Develop a Wayfinding Signage Program to address need for better identification of public parking areas.
- **O-23:** Expand current standards for streetscape elements to entire study area to create uniformity, including streetlights, benches, wayfinding signage, etc.
- **O-24:** Update Design Standards manual and other documents, including the Ordinance (which mentions it in the Community Design District section), to reference the most recent Norcross LCI rather than the 2001 study.

- **O-25:** Amend the ROAD Overlay District to more reasonable densities and scale.
 - Tier II Neighborhood Centers commercial properties adjacent to Buford Highway and Lillian Webb Park but also extend deep into almost the historic commercial buildings along South Peachtree Street. Maximum Densities in this area include: Height to 80 feet or five stories, Residential to 32 units/acre and FAR to 1.0.
- **O-26:** Reduce off-street parking minimums within the Historic Downtown focus area.

Community Facilities

The maintenance, retention, and expansion of Norcross's existing community facilities will continue to be important for creating a competitive, diverse, and vibrant downtown. Numerous large parks, City Hall, the Norcross Community Center, and religious institutions attract people to Downtown Norcross. The City should continue to upkeep and maintain existing facilities and attract new programming to strengthen the livability and convenience of the Norcross Town Center study area.

Community Facilities Policies

- Support the conversion and renovation of community buildings where appropriate.
- Pursue relocating the library from Buford Highway to downtown.

Community Facilities Projects

- **O-27:** Modify Chapter 30 of the Ordinance, "Parks and Recreation," to allow for more uses within the parks and clarify those that are prohibited in order to enhance use of Lillian Webb Park.

Environment and Open Space

The environment and open space are vital to Norcross's sustainability and are essential to the success of any future redevelopment proposal. The recommendations below seek to enrich the public realm of Norcross by making the most of its abundant open space. In addition, new environmental and open space measures will minimize the negative impacts of development on the natural landscape of the city.

Environment and Open Space Policies

- Reduce the impacts of parking lots on water quality by encouraging pervious materials. Pervious paving and other best stormwater management practices should be included in the next update of the city's land development regulations. Until new regulations are adopted, city staff can encourage water infiltration on newly constructed parking lots.
- Encourage local food production through community gardens. Community gardens can provide healthy food to the citizens of Norcross. It can also minimize the environmental impacts of transporting produce and can be sold to local residents at the Whistle Stop Farmers' Market.
- Require usable green space as part of large new developments. Open space in new residential and mixed-use developments will create increased gathering spaces for residents to complement existing parks and create opportunities for playgrounds for children and dog parks. As an alternative, create a greenspace bank into which developers can contribute for the creation of public spaces within the downtown district.

Environment and Open Space Projects

- **O-28:** Modify the City's Land Development regulations to allow pervious paving in parking lots within the LCI study area.
- **O-29:** Develop Johnson Dean as a passive recreation area.
- **O-30:** Develop Skin Alley Plaza.

Infrastructure

The overall infrastructure goal for the Norcross Town Center Plan is ensuring that infrastructure is adequately, safely, and efficiently provided for current and future populations. Through city policies and regulations, city staff can encourage developers to use more sustainable infrastructure methods as redevelopment occurs.

Infrastructure Policies

- Encourage developers to bury utility wires or relocate them behind buildings. Efforts should be taken by the city and developers to locate utility wires underground where feasible, especially in and around key catalyst redevelopment projects. Although expensive, this will greatly improve street aesthetics in the Norcross Town Center.
- Encourage the use of pervious asphalt, porous pavement, "grass-crete" or similar materials in new or rebuilt parking lots. Staff should encourage water infiltration through pervious paving blocks or other methods on all constructed parking lots (public and private).
- Encourage the use of Best Management Practices in all projects that affect stormwater and water quality, including the use of bio-swales, constructed wetlands, and riparian buffers.

Infrastructure Projects

- **O-31:** Establish a sidewalk bank.
 - A sidewalk bank can allow developers to pay mitigation fees rather than develop sidewalks in a piecemeal manner. When adequate fees are collected or a development threshold has been reached, the City can use the sidewalk bank funds for sidewalk construction to minimize costs and maximize efficiency.

IMPLEMENTATION PLAN



IMPLEMENTATION

The Town Center LCI Plan integrates transportation, housing, retail and civic space to ensure a mixed-use, mixed-income, vibrant Town Center that attracts business and residents. It utilizes a Placemaking Approach as a framework – determining the appropriate community element at the right scale and location – to facilitate Norcross as a place that offers transportation and housing options and promote a more walkable, urban environment while lessening environmental impacts and retaining affordability.

The following implementation policies and projects facilitate the realization of the Town Center vision as “a unique compelling destination that dynamically ties to greater Norcross, connects Norcross to the region, and embraces its history while providing a forward-thinking, socially engaging, inclusive economically and environmentally sustainable place to live, work and visit”. The recommendations will guide local and elected officials in decisions throughout the next 5-10 years, allowing them to reap the social, fiscal and environmental benefits of this 8-month planning effort. This section culminates in a 5-Year Action Plan that provides additional detail for all recommended projects: description, timeline, cost, responsible party and funding source.

Steps to Overcome Obstacles

The implementation of the plan recommendations will require commitment and adherence to the vision and goals of this plan, as guided through an extensive community involvement process. The City of Norcross’ staff and elected officials must remain committed to the plan over the next five to ten years.

Importantly, not one action will achieve the Town Center vision. Rather, many solutions are necessary at several levels to create

an economically and socially successful Town Center in Norcross. The funding sources and regulatory changes detailed in this section were selected to advance the following four strategies during the implementation of the plan recommendations:

- **Marketing Strategies:** Marketing and related promotional activities are critical to optimizing plan implementation. This includes providing a positive message about the Town Center study area to both external and internal constituencies. Norcross has already established a brand with the theme “A Place to Imagine.” Branding of Norcross must attract the millennials and the baby boomers to ensure the sustainability of the downtown, and the support of the plan’s implementation. Marketing must focus on the Downtown as a “destination” for external visitors. A place where visitors can find events, shopping, and dining all within a walkable, safe, attractive environment. Where residential choices are abundant—adding to the energy of the downtown—and where residents can find plenty of recreational options such as Lillian Webb Park and Thrasher Park. Tree lined streets with complete sidewalk networks and bike routes connect visitors and residents to social and cultural events, such as evening art walks, live music, movies in the park, farmers’ markets, and weekend festivals.

The illustrations and images provided throughout this plan should be packaged within new collateral and marketed to stimulate redevelopment. As projects outlined in this plan are accomplished, highlighting even the smallest successes will help to spur interest and build momentum for all components of the plan.

- **Transportation Management Strategies:** Providing for alternative modes, rather than solely vehicular, in the Town Center will guide the success of the plan’s implementation. All efforts for realizing the recommendations must promote walking, biking and alternative transportation choices and de-emphasize driving. Importantly, initiatives and policies must support transit accessibility, connectivity and overall access to alternative transportation modes. Programs such as bike and car sharing, projects that widen sidewalks and zoning that reduces parking minimums for off-street requirements are all examples of successful transportation management strategies.

FUNDING

Funding for implementation of a mixed use/mixed-income downtown is complex. The costs associated with the planning, financing, marketing and communication require a patchwork of sources, public and private, local and federal.

The pursuit of infrastructure and planning grants are a fundamental component of the City of Norcross' ability to positively affect change in the Town Center Study Area. The real goal when considering funding any planning or infrastructure project is to successfully leverage limited funds. Most often the public sector needs to make targeted investments in an area first, in order to spur further private development. The City of Norcross and the DDA will need to continue to undertake various improvements in the areas of land use, housing, economic development, infrastructure, and marketing to attract the interest of private developers, and new residents and businesses.

Locating and accessing sources of funding and financing for community improvements in Norcross will be a long-term endeavor. Cooperation among the City of Norcross community residents, businesses, stakeholders and local government is required to successfully fund public improvements as well as to recruit private investment.

Federal

Atlanta Regional Commission LCI Transportation Project Funding for Implementation

The Atlanta Regional Commission (ARC) has committed to making federal funding available for the implementation of transportation-related plan recommendations and to pre-qualify a limited number of transportation projects for funding. Since the program's inception in March of 2000, the ARC has approved over \$600 million for project funding of transportation projects from LCI Studies. The City of Norcross should work with the ARC to ensure that projects requiring transportation funds are included in future Regional Transportation Plans, which are revised every five years. Most funds administered via the ARC using federal dollars requires a twenty percent local match, which would likely be from the City's general fund, or from Special Purpose Local Option Sales Tax (SPLOST) revenues. The local sponsor is to acquire the right-of-way with one-hundred percent local funds. Other sources for this match could include development impact fees and private funding opportunities.

Only two projects per LCI Study area may be accepted in any given funding cycle. The projects selected from the local sponsor and submitted to ARC must originate from the Action Plan. The minimum total project cost for LCI funding is \$500,000 and the maximum is \$4 million with a 20% local match.

Eligible projects are identified in the 5-Year Action Plan and provide improved safety and accessibility for pedestrians and bicyclists.

The application process involves three stages: project pre-qualification; project refinement (concept studies); and the Transportation Improvement Program (TIP) funding commitments by ARC, GDOT and local sponsors (city and/or county).

LCI Implementation funding grants are very competitive, as LCI sponsors from throughout Metro Atlanta compete for the same funding. The City may choose to fully fund any of the projects in the Five Year Action Plan. However, when applying for LCI implementation funding, it is recommended that the City maximize the number of projects included in each application for funding. As the maximum total project cost is \$5 million (\$4 million LCI grant plus \$1 million local match), it is recommended that the following groups of projects be combined when applying for LCI implementation funding.

Implementation Application 1, Total Estimated Cost \$4,680,000

- T-1, Downtown Pedestrian Improvements
- T-2, Sharrows
- T-3, Norcross Elementary School Bike/Ped Connectivity
- T-4, City Hall Pedestrian Improvements
- T-5, Roundabout at North Norcross Tucker Rd and S. Peachtree St
- T-6, Bike lanes on North Norcross Tucker Rd
- T-7, Lawrenceville Street Bike/Ped Connectivity

Implementation Application 2, Total Estimated Cost \$4,291,000

- T-8, Thrasher Park Area Pedestrian Improvements
- T-11, Railroad pedestrian crossing upgrades and traffic calming
- T-12, N. Peachtree St Multi-Use Trail and Traffic Calming
- T-13, Johnson Dean Park Multi-Use Trail - Multi-use trail
- T-14, Holcomb Bridge Road Multi-Use Trail

- T-16, Multi-use trail connection between the cul-de-sacs on Cochran Rd and Valley Rd
- T-18, Thrasher Street Sidewalk & Parking
- T-20, Sidewalk Gaps Residential

Implementation Application 3, Total Estimated Cost \$3,246,000

- T-9, Gateways
- T-10, Buford Highway Pedestrian Improvements
- T-15, Extended Wingo Street
- T-17, Summerour Middle School Multi-Use Trail
- T-19, Sidewalk Gaps near Buford Highway

The projects were combined into these applications based on the project location and type. As conditions and priorities change in the future, the City may want to adjust the projects that are included in each application to meet their current needs.

The City may want to fully fund project T-2, Sharrows, due to the relatively low cost of implementing sharrows. However, they are included in Application 1 to provide the option for LCI implementation funding as well. Project T-21 is not eligible for LCI implementation funding because it is not located within the study area. It is not included in any of these three applications and may need to be funded only by the City. Project T-22 is primarily a traffic operations project and may not be eligible for LCI implementation funding. It must meet signal warrants to get approval from GDOT and therefore should be constructed when significant redevelopment takes place near the proposed traffic signal location to generate additional traffic. It can be funded by the City or potentially by developers who are interested in improved access to their developments.

Atlanta Regional Commission LCI Supplemental Study Grant

The LCI Supplemental Study grant provides LCI award-recipient communities with federal funds (80/20 match) for additional planning studies that help to refine or extend the original LCI study to advance continued, successful implementation. Examples of these include zoning code updates, wayfinding studies, or projects targeted to serve the aging population. Projects eligible for LCI supplemental grant funds are identified in the 5-Year Action Plan.

Freight Operations and Safety Program

The Freight Operations and Safety Program consists of a \$60 million federal set-aside plus a 20% state/local match. This is a jointly-funded ARC/GDOT program with a total of \$75 million in expected funding in the FY 2012-2017 TIP. According to the ARC, the goal of this program “is to enhance, as quickly and efficiently as possible, the regional freight transportation network that serves the regional economy.” This is a potential funding source for the railroad projects in the Five Year Action Plan, projects T-11A and T-11B, and for the potential crossing improvements that will be examined as part of project T-23.

Multi-Family Housing Finance and Development Programs: Low-Income Housing Tax Credit (LIHTC) and HOME Investment Partnership Program (HOME)

The State of Georgia’s Department of Community Affairs (DCA) Office of Affordable Housing (OAH) administers funding to for-profit and non-profit developers for the construction and/or renovation of affordable multifamily rental housing in communities across Georgia.

DCA’s process for allocating funds is outlined in Georgia’s Qualified Allocation Plan. This document describes (1) the federal and state resources available for financing rental housing through the plan, (2) the legislative requirements for distributing these resources, (3) the State’s preference for the location and type of

such housing, (4) the process used for evaluating applications and awarding these resources, and (5) program compliance requirements and procedures. Financing sources available through DCA include the Low Income Housing Tax Credit (LIHTC) and the HOME Investment Partnership Program (HOME).

The Low-Income Housing Tax Credit (LIHTC) program provides tax credits that developers can use to raise capital for the acquisition, rehabilitation or construction for affordable housing (by reserving all or a portion of their units for occupancy for low income tenants). The application process occurs in the spring annually to DCA.

Tax Credits can be used to bring high quality, well managed affordable units to the area but the use of the credits should be integrated within a market rate project. And the key to successful implementation will be selection of a highly qualified, well respected development company that has built projects that have been around for twenty years or more.

Participating jurisdictions may use HOME Investment Partnership Program (HOME) funds for a variety of housing activities, according to local housing needs. Eligible uses of funds include tenant-based rental assistance; housing rehabilitation; assistance to homebuyers; and new construction of housing. HOME funding may also be used for site acquisition, site improvements, demolition, relocation, and other necessary and reasonable activities related to the development of non-luxury housing. All housing developed with HOME funds must serve low- and very low-income families. For rental housing, at least 90 percent of the families benefited must have incomes at or below 60 percent of the area median income; the remaining 10 percent of the families benefited must have incomes at or below 80 percent of area median income. Homeownership assistance must be to families with incomes at or below 80 percent of the area median income.

New Markets Tax Credit Program

The New Markets Tax Credit Program (NMTC Program) was established by Congress in 2000 to spur new or increased investments into operating businesses and real estate projects located in low-income communities. The NMTC Program attracts investment capital to low-income communities by permitting individual and corporate investors to receive a tax credit against their Federal income tax return in exchange for making equity investments in specialized financial institutions called Community Development Entities (CDEs). The credit totals 39 percent of the original investment amount and is claimed over a period of seven years (five percent for each of the first three years, and six percent for each of the remaining four years). The investment in the CDE cannot be redeemed before the end of the seven-year period.

Both of the census tracts in which the LCI Study Area is located qualify for New Market Tax Credits, one as a Housing Hot Zone. Unfortunately, the NMTC program expired at the end of 2011 and is currently waiting reauthorization.

Federal Historic Preservation Tax Credits

20% Tax Credit. A 20% income tax credit is available for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be “certified historic structures.” The State Historic Preservation Offices and the National Park Service review the rehabilitation work to ensure that it complies with the *Secretary’s Standards for Rehabilitation*. The Internal Revenue Service defines qualified rehabilitation expenses on which the credit may be taken. Owner-occupied residential properties do not qualify for the federal rehabilitation tax credit. Each year, Technical Preservation Services approves approximately 1000 projects, leveraging nearly \$4 billion annually in private investment in the rehabilitation of historic buildings across the country.

10% Tax Credit. The 10% tax credit is available for the rehabilitation of non-historic buildings placed in service before 1936. The building must be rehabilitated for non-residential use. In order to qualify for the tax credit, the rehabilitation must meet three criteria: at least 50% of the existing external walls must remain in place as external walls, at least 75% of the existing external walls must remain in place as either external or internal walls, and at least 75% of the internal structural framework must remain in place. There is no formal review process for rehabilitations of non-historic buildings.

State and Local Programs

State and local budgets are increasingly constrained in this economic climate. However, the commitment by local governments can leverage additional, larger funds. Following are funding sources appropriate for the Town Center Development LCI implementation.

Transportation Enhancements (TE)

These federal government funds are explicitly for projects that expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment. Streetscape, pedestrian and bicycle facilities, and gateways are examples of projects that qualify for TE funds. TE funds cover a maximum of eighty percent of the total project cost, and the city's local match must be at least twenty percent of the total project cost. The local match may be cash, in-kind services, or donated services, materials, or real property. The federal TE funding award may be used in any or all of the three project phases of preliminary engineering, right-of-way, and/or construction.

Norcross Tax Allocation District (TAD): Infrastructure Improvements

A Tax Allocation District, also known as tax increment financing or "TIF district," is simply a public finance tool used by local governments to attract private redevelopment to substandard, deteriorated, distressed, obsolete, defective or otherwise blighted property. Created in response to the many challenging conditions that face local governments attempting to revitalize such an area, a TAD is often the best choice among all public financing options available.

Nationally, tax increment financing is the most popular form of public finance for economic development projects, according to the Council of Development Finance Agencies.

A Tax Allocation District finances public and other strategic improvements within the TAD that attract private investment. As investment occurs and property values within the TAD begin to rise, any property tax revenues that are generated above the TAD's original certified revenue base, called the TAD increment, are used to pay for these public improvements.

Norcross established its Tax Allocation District in 2008. Norcross should seriously consider re-establishing its Tax Allocation District now that the area's tax digest value has (hopefully) reached bottom. The newly-created TAD should include the frontage along both sides of Buford Highway as well as portions of the Town Center around Lillian Webb Park. Obviously, the industrial node and the Jimmy Carter Boulevard node – in conjunction with the Gwinnett Village TAD – should also be included. The following includes improvement costs a TAD may support: Sewer expansion and repair; Storm drainage; Street construction and expansion; Water supply; Parks, paths and green spaces; Bridge construction and repair; Curbs and sidewalks; Traffic control; Street lighting; Landscaping; Property acquisition; Building acquisition; Demolition and clearance work; Parking structures; Environmental remediation; historic preservation and remediation.

Community (or Downtown) Improvement District

A Community Improvement District (CID) is an excellent means for a community of businesses to augment local government services it receives. It also allows a CID entity, with its own Board of Directors and staff, to specify how the funds it generates can be used. Unfortunately, a CID is a special self-taxing district. The only funds it raises come from a millage assessment on real property owned by CID members/participants – any amount from 1/8 mill to a State maximum of 5.0 mills, with most CIDs in Georgia assessing an additional 1.25-1.75 mill.

Georgia law authorizes property owners in commercial areas to establish special tax districts to pay for infrastructure enhancement. These CIDs do not replace traditional city and county infrastructure improvement programs, yet instead supplement them. Projects which can be funded by a CID include street and road construction and maintenance, sidewalks and streetlights, parking facilities, water systems, sewage systems, terminal and dock facilities, public transportation, and parks and recreational areas.

The Gwinnett Village Community Improvement District (CID) has already been established and serves as the gateway between the city of Atlanta and its largest suburb in Gwinnett County. The organization works to increase commercial values in the district by promoting redevelopment, driving infrastructure investments aimed at increasing mobility, enhancing public safety and creating a roadside landscape that is pleasing to residents and business owners. Several parcels along Buford Highway within the Town Center fall within the Gwinnett Village CID. Improvements to these parcels could be completed using CID funding.

Public–Private Partnership

A public-private partnership (“PPP”) is a government service or private business venture which is funded and operated through a partnership of government and one or more private sector companies. PPP involves a contract between a public sector authority (example being the DDA) and a private party, in which the private party provides a public service or project and assumes substantial financial, technical and operational risk in the project. In some types of PPP, the cost of using the service is borne exclusively by the users of the service and not by the taxpayer (example being a fee for use parking garage). In other types (notably the private finance initiative), capital investment is made by the private sector for funding of public infrastructure projects with the government implementing the services and

costs (example would be financing of a centralized sewer or stormwater system for a community whereas the government implements the service and bills for the costs. Government contributions to a PPP may also be in kind (notably the transfer of existing assets, most often in the form of land). In projects that are aimed at creating public good the government may provide a capital subsidy in the form of a one-time grant, so as to make it more attractive to the private investors. In some other cases, the government may support the project by providing revenue subsidies, including tax breaks or by providing guaranteed annual revenues for a fixed period.

Downtown Development Authority

Already established, the DDA is dedicated to the development, growth, and preservation of historic downtown Norcross. The DDA works to advance projects within the Downtown Development district, a zone of approximately 400 acres which includes the National Register-listed Norcross Historic District and extends 600 feet to the east of Buford Highway. The DDA boundaries cover the entire Town Center study area. The DDA has the authority to finance projects (through the issuance of bonds) within the central business districts that will develop and promote the public good and general welfare in accordance with Chapter 42, Section 36-42-1 of the Georgia Code.

Opportunity Zone

Local governments which undertake redevelopment and revitalization efforts in certain older commercial and industrial areas can now qualify those areas for the State’s maximum state job tax credit of \$3,500 per job. The incentive which is available for new or existing businesses which create two or more jobs are “credits” that can be taken against the business’s income tax liability and state payroll withholding. The credits are available for areas designated by DCA as “Opportunity Zones”. There are a number of parcels already included within the study area

that are within the opportunity zone. Application of the OZ would be appropriate for incentivizing redevelopment in the new Employment Center, Technology and Innovation Incubator District, as well as properties along Buford Highway.

TSPLOST LOCAL 15% (Proposed)

The City of Norcross will receive a prorated share of 15% of the Transportation Investment Act (HB277) for local projects. The City has identified projects that would be funded by the City of Norcross using their share, a number of which are in the LCI study area, such as pedestrian enhancements to Mitchell Road, a new bus shelter downtown, and bike facilities on Holcomb Bridge Road. This proposed tax will be on the ballot in the July, 2012 election. The City would receive \$2.49 million over the next ten years and should make sure that the projects funded align with those recommended in the LCI.

DCA Downtown Development Revolving Loan (DDRLF)

The purpose of the Downtown Development Revolving Loan Fund (DD RLF) is to assist cities, counties and development authorities in their efforts to revitalize and enhance downtown areas by providing below-market rate financing to fund capital projects in core historic downtown areas and adjacent historic neighborhoods where DD RLF will spur commercial redevelopment.

GA Cities Foundation Revolving Loan Fund (GCFRLF)

Applications are evaluated based on leadership, accountability, long-term sustainability, and potential for private investment. Projects should encourage spin-off development, add jobs, promote downtown housing, or add to the cultural enrichment of the community. Each application must also undergo credit underwriting. Eligible Projects include real estate acquisition, building rehabilitation, new construction, green space and parks. Ineligible uses of funds are operating expenses and administration, local revolving loan funds, public infrastructure projects, streetscapes, and facade projects.

Local Revolving Loan Funds (RLF)

Local Revolving Loan Funds (RLF) are potential sources of funding for new or expanding businesses in select areas throughout Georgia. The goal of each RLF is the creation of job opportunities, primarily for low- and moderate-income persons. Funds for each RLF are capitalized with a Community Development Block Grant (CDBG) Employment Incentive Program (EIP) grant that is loaned to a private business or a Redevelopment Fund (RDF) loan(s). As loan repayments are made, the RLF is capitalized by the local government that was the recipient of the initial CDBG EIP or RDF award. RLF loan applications are received and reviewed by the local RLF committee and government that operate the RLF.

Equity Fund (One GA)

The purpose of the Equity Fund is to provide a program of financial assistance that includes grants, loans and any other forms of assistance authorized by (O.C.G.A.50-34-1 et seq.) to finance activities that will assist applicants in promoting the health, welfare, safety, and economic security of the citizens of the state through the development and retention of employment opportunities in areas of greater need as defined by the Georgia Business Expansion and Support Act of 1994, as amended (O.C.G.A.48-7-40).

GA Environmental Facilities Authority (GEFA)

GEFA is a state agency that administers a wide variety of programs that provide financial assistance and other support services to improve Georgia's environment. GEFA's program focus areas are water, wastewater, solid waste, recycling, land conservation, energy efficiency and fuel storage tanks for local governments, other state agencies and non-profit organizations. GEFA funds can be used to implement the Environment & Open Space policies and best management practices for stormwater.

Redevelopment Fund

Redevelopment projects can be the most challenging economic and community development projects a local government undertakes. The Redevelopment Fund gives local governments access to flexible financial assistance to help them implement projects that cannot be undertaken with the usual public sector grant and loan programs. The Redevelopment Fund finances locally initiated public/private partnerships to leverage investments in commercial, downtown and industrial redevelopment and revitalization projects that wouldn't proceed otherwise; it can be used for implementation in the Historic Downtown and Technology and Innovation Incubator District.

Community Development Block Grant Loan Guarantee Program (Section 108 Program)

The CDBG Loan Guarantee Program (Section 108 Program) is an economic and community development financing tool authorized under Section 108 of Title I of the Housing and Community Development Act of 1974, as amended. The program is a method of assisting non-entitlement local governments with certain unique and large-scale economic development projects that cannot proceed without the loan guarantee. In order to be eligible, a project must meet all applicable CDBG requirements and result in significant employment and/or benefit for low and moderate income persons. Projects that are eligible for financing under existing federal, state, regional or local programs will generally not be considered for guarantee assistance unless the programs would fail to fully meet a project's need.

State Historic Preservation Tax Incentives

The Georgia State Income Tax Credit Program for Rehabilitated Historic Property allows eligible participants to apply for a state income tax credit equaling 25% of qualifying rehabilitation expenses capped at \$100,000 for personal, residential properties, and \$300,000 for income-producing properties. The credit is a

dollar for dollar reduction in taxes owed to the State of Georgia and is meant to serve as an incentive to those who own historic properties and wish to complete rehabilitation. The Georgia Preferential Property Tax Assessment Program for Rehabilitated Historic Property allows eligible participants to apply for an 8-year property tax assessment freeze. This incentive program is designed to encourage rehabilitation of both residential and commercial historic buildings by freezing property tax assessments for eight and one-half years.

CONSISTENCY WITH LCI COMPONENTS

The Atlanta Regional Commission’s Livable Centers Initiative Program “encourages local jurisdictions to plan and implement strategies that link transportation improvements with land use development strategies to create sustainable, livable communities consistent with regional development policies.”

The planning process and final report documents fulfill the standards and goals set forth for the LCI Program. The summary below demonstrated how the supplemental LCI study addressed each of these 10 study requirements:

1. **Efficiency/feasibility of land uses and mix appropriate for future growth including new and/or revised land use regulations needed to complete the development program.**
 - Primary inputs for the Norcross Town Center LCI Plan land use decisions include community feedback, the economic and market analysis completed as part of the study, retail advising, the existing conditions inventory and analysis, and previous studies and projects already in progress.
 - The Norcross Town Center Plan’s seven focus areas provide a diverse balance of land uses, including commercial, residential, commercial, office, mixed use, and modern industrial within the Town Center study area. These focus areas help create a sense of place in the Norcross Town Center by contributing these land uses at the appropriate scale and of high-quality design. A mix of land uses also encourages walkability and the use of alternative modes of transportation, so more connectivity for pedestrians is included in the plan. Increased densities over time will create the “critical mass” necessary for a dynamic retail environment and allow for housing opportunities for all residents’ needs. See Section 5: Recommendations for a more detailed description of each focus area.
2. **Transportation demand reduction measures.**
 - The plan proposes changes to the City of Norcross’s zoning code, Future Land Use Plan, and Comprehensive Plan recommended for plan implementation. See Table X: Action Plan for Other Projects for more information.
 - The Norcross Town Center Plan includes an extensive pedestrian and bicycle network consisting of bike lanes, sharrows, multi-use trails, and sidewalks, connecting surrounding neighborhoods to downtown. These improvements will reduce auto demand by shifting some auto trips to pedestrian and bicycle trips, reducing trips along streets in Norcross’s Town Center and improving pedestrian and bicyclist safety.
 - Encouraging mixed use developments that offer opportunities to live, work, and play will further reduce demand for motor vehicle trips in the Norcross Town Center, improving traffic flow and increasing pedestrian activity.
3. **Internal mobility requirements (including safety and security of pedestrians), such as traffic calming, pedestrian circulation, transit circulation, and bicycle circulation.**
 - The plan recommends intersection improvements, railroad crossing safety enhancements, and other streetscape improvements to improve pedestrian safety and security. Enhancements such as raised crosswalks, textured intersections, splitter islands, bulbouts, and wider sidewalks are located throughout the study area, particularly in downtown Norcross, and will serve to manage traffic speeds and improve the pedestrian environment, leading to a safer walking experience.
 - An extensive bicycle and pedestrian network in the study area, including bike lanes, sharrows, multi-use trails, and sidewalks, will provide more opportunities for walking and

biking through the study area, improving overall traffic flow for all modes of travel. Dedicated bike/ped facilities improve safety on high-traffic volume roads. See Section 5: *Recommendations* and Table X: Transportation Projects Action Plan for more information.

4. Mixed-income housing, job/housing match and social issues.

- The market analysis completed as a part of this study identified a need for high-quality rental apartments, appealing to the millennial generation (that does not purchase a home until later in life) and the aging population. The Norcross Town Center Plan identifies locations for expanded housing types that will support these demand projections within the study area.
- The Plan proposes a variety of other residential opportunities, including single-family homes, traditional in-town neighborhood design, townhouses, and stacked flats, to strengthen the appeal of the community to many income levels and age groups. The addition of these housing types also strengthens the jobs/housing balance. Further, sidewalk and trails will facilitate the ability to live and work in or near downtown Norcross. See Section 5: *Recommendations*.
- The Norcross Town Center study area proposes a mixed use destination with varied employment and residential opportunities, offering diversity in residential options and employment space that will enhance and support the surrounding existing single-family neighborhoods, which will continue to attract families to the community.

5. Continuity of local streets in study area and development of a network of minor roads.

- The Norcross Town Center Plan identifies opportunities for several new roadway connections to expand the street network and improve connectivity. Constructing a grid

network of streets within large new development areas is also encouraged to further enhance connectivity.

- As the railroad affects overall connectivity through the Norcross study area, the plan recommends further study of connectivity and safety issues related to vehicle and pedestrian crossings of the railroad tracks. New crossings may become necessary, improving the mobility of cars, cyclists, and pedestrians.

6. Need/identification of future transit circulation systems.

- The Norcross Town Center study area is currently served by the Gwinnett County Transit system. The plan examined constructing new facilities at the bus transfer location, as well as potentially relocating it, to better serve the needs of transit riders and greatly improve pedestrian safety. A need for expansion of the current transit service was not identified.

7. Connectivity of transportation system to other centers.

- Access to jobs is an important factor as individuals chose where to live. The Norcross Town Center currently offers excellent connectivity to downtown Atlanta and to Hartsfield-Jackson Atlanta International Airport through its close proximity to I-85. Additionally, the Gwinnett County Transit bus service provides connection to MARTA. The Town Center Plan includes recommendations that would improve connectivity throughout the study area and to regional connections via improved traffic flow throughout the study area and enhanced facilities for non-motorized transportation.

8. Community organization, management, promotion, and economic restructuring to ensure implementation.

- The Norcross Town Center plan identifies opportunities for numerous economic development initiatives for implementing the plan, such as strengthening the identity of downtown Norcross, improving programming in civic spaces, and attracting modern, high-tech industrial businesses to existing industrial/warehouse centers. See Section 5: *Recommendations* for a discussion of all proposed economic development policies and projects.
- Successful retail is critical to ensuring the sustainability of the Norcross Town Center. A parking management plan, a branding/wayfinding signage plan, and a retail-only ordinance on storefront streets are addressed and recommended.
- The City of Norcross will work collaboratively with the development community and surrounding property owners to ensure that future development adheres to the land use, mobility, and urban design recommendations with the plan. Specifically, the key catalyst projects identified in the Historic Downtown and Employment Center focus areas can become drivers of future development, and the City will work to seek opportunities for their implementation.

9. Stakeholder participation and support.

- The creation of this Plan was guided by feedback from the Project Management Team (comprised of the city of Norcross and the Atlanta Regional Commission) and a Core Team that included the Gwinnett Village CID, property owners, developers, businesses, study area residents, and community representatives. The Core Team was established exclusively to review and guide planning activities and recommendations. At the design charrette/workshop was conducted with the Core Team for the creation of alternative concepts; a business owner

roundtable meeting allowed one-on-one conversation with the affected businesses; and an online community survey and project website facilitated awareness and communication, providing crucial feedback throughout the project at key milestones. Complementing this involvement were three community meetings and an open house, each with interactive exercises for improved dialogue. The Plan established a vision and set of goals in the areas of land use, circulation, and urban design and identified key placemaking elements to integrate land use and transportation recommendations throughout the study area. See Section 3: *Study Methodology and Process* for additional information.

10. Public and private investment policy.

- Investment in the study area by public-private partnerships, especially those facilitated and/or led by the City of Norcross, will facilitate the successful implementation of the plan concept and associated recommendations. Communication and collaboration between the City of Norcross and development authorities on the key catalyst projects downtown and in the Employment Center will facilitate their success as walkable, sustainable communities to residents and employers. Recommendations for future land use, zoning, and Overlay District revisions to be conducted by the City of Norcross Community Development Department (with City Council approval) will advance the goal of redevelopment that is mixed use, pedestrian-friendly, and sustainable for the long term future. See Section 5: *Recommendations*.

CONSISTENCY WITH LIFELONG COMMUNITIES INITIATIVE

The Lifelong Communities Initiative at the ARC strives to create places in metropolitan Atlanta where individuals can live throughout their lifetime. As the older adult population is growing, our cities need to adapt to meet their needs. The goals of the Lifelong Communities Initiative are:

- Promoting Housing and Transportation Options
- Encouraging Healthy Lifestyles
- Expanding Information and Access to Services

The Norcross Town Center LCI meets the goals of the Lifelong Communities (LLC) as described below:

Promoting Housing and Transportation Options

The Norcross Town Center plan identifies locations for a mix of uses throughout downtown Norcross to allow for residential units to develop in close proximity to services. These residential units will include a variety of housing types and densities, expanding options and allowing for a diverse mix of age and socioeconomic groups to live and work in the study area. An enhanced pedestrian and bicycle network will improve connectivity and safety for non-motorized travel. Extending the sidewalk network and improving safety at the railroad crossings, as well as adding streetscaping and traffic calming measures, will contribute to an easier, more comfortable walking experience for users of all ages.

Encouraging Healthy Lifestyles

The City of Norcross has numerous places for gathering and socializing within the downtown area. The Town Center plan focuses on expanding these opportunities through the creation of public plazas and a trail downtown and enhancing programming downtown to create a lively and dynamic social environment for all residents. Additional open space throughout the study area, not just in the downtown, is recommended as redevelopment occurs, especially in close proximity to future multi-family and lifelong housing. A network of multi-use trails, sharrows, bike lanes and sidewalks provide opportunities for walkers and cyclists to access downtown and to engage in physical activity. Supporting the growing local food movement with community gardens and the Whistle Stop Farmers' Market provides residents easy access to fresh, healthy food.

Expand Information and Access to Services

The Norcross Town Center Plan study area includes a variety of government services and religious institutions, many of which provide additional services to the community. Enhanced programming at civic spaces will provide outreach opportunities and expand residents' knowledge of other local services. Careful consideration of the needs of older adults will be a vital element of future redevelopment efforts.

Table 20. Five Year Action Plan: Transportation

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Fiscal Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-1A	<p>Downtown Pedestrian Improvements, Traffic Calming, and Parking: 8' sidewalk with streetscape at the following locations</p> <ul style="list-style-type: none"> On the northwest side of Bostic St from Holcomb Bridge Rd to Lillian Webb Park (370') On the southeast side of Bostic St from Holcomb Bridge Rd to Britt Ave (650') On the southwest side of Britt Ave from Buford Hwy to Bostic St (150') <p>5-ft sidewalks on both sides of Britt Ave from Buford Hwy to 200 ft past south end of Lillian Webb Park (620')</p>	Bike/Ped	2013	\$36,000	2014	\$36,000	2015	\$360,000	\$432,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$86,400
T-1B	<p>Downtown Pedestrian Improvements, Traffic Calming, and Parking: Raised crosswalk / speed table on Britt Ave and on College St; Raised intersection with textured surface on Bostic St; Intersection with textured surface, splitter island, and brick crosswalks at the following locations:</p> <ul style="list-style-type: none"> On Holcomb Bridge Rd at College St On Holcomb Bridge Rd at Bostic St On Bostic St at Britt Ave <p>Bulbouts on Jones St at the intersections with Skin Alley, Lawrenceville St, and College St Bus Shelter on southwest side of Holcomb Bridge Road between College Street and Magnolia Street</p>	Bike/Ped; Traffic Calming	2013	\$25,000	2014	\$25,000	2015	\$250,000	\$300,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$60,000
T-1C	<p>Downtown Pedestrian Improvements, Traffic Calming, and Parking: On-street parking on both sides of Bostic St from Holcomb Bridge Rd to the raised intersection (350')</p>	Parking	2013	\$6,500	2014	\$6,500	2015	\$65,000	\$78,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$15,600

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Fiscal Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-2	Sharrows on the following routes: <ul style="list-style-type: none"> • North Peachtree Street/W Peachtree Street from Buchanan Street to Jimmy Carter Boulevard (4700') • Lawrenceville Street from Rakestraw Street to Jones Street (1100') • Academy Street from Rakestraw Street to Born Street (600') • Born Street from Academy Street to Wingo Street (670') • Wingo Street from Jones Street to Born Street (1950') • Jones Street/Park Drive from College Street to N Peachtree Street (1100') • Buchanan Street from Barton Street to Thrasher Street (820') • Thrasher from Buchanan Street to Jones Street (340') • S Peachtree Street from Jones Street to Carlyle Street (960') • S Peachtree Street from N Norcross Tucker Road to Jimmy Carter Blvd (2500') • Holcomb Bridge Road from Thrasher Street to College Street (480') • S. Cemetery Street from College Street to Buford Hwy (740') • College Street from Holcomb Bridge Road to Britt Avenue (730') • Britt Avenue from College Street to Buford Highway (830') • Sunset Drive from N Peachtree Street to end of roadway (4100') 	Bike/Ped	2013	\$17,000	N/A	\$17,000	2014	\$170,000	\$204,000	City	City	General Fund	\$40,800
T-3A	Norcross Elementary School Bike/Ped Connectivity: Multi-use trail on the southwest side of Born St from Academy St to Lawrenceville St (300')	Bike/Ped	2014	\$4,500	2015	\$4,500	2016	\$45,000	\$54,000	City	City, LCI, Safe Routes to School	General Fund	\$10,800

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Fiscal Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-3B	Norcross Elementary School Bike/Ped Connectivity: 5-ft sidewalks on the following routes <ul style="list-style-type: none"> • Beutell St (northeast side) from Lawrenceville St to Wingo St (1000') • Summerour St (southwest side) from Lawrenceville St to Buford Hwy (450') • Wingo St (southeast side) from Park Dr to Born St (1900') • Born St (northeast side) from Wingo St to the end of the existing sidewalk in front of Norcross Elementary School (230') • Rakestraw St (northeast side) from Wingo St to Academy St (660') 	Bike/Ped	2014	\$96,000	2015	\$96,000	2016	\$960,000	\$1,152,000	City	City, LCI, Safe Routes to School	General Fund	\$230,400
T-4A	City Hall Pedestrian Improvements: 8' sidewalk with streetscape on the northwest side of Lawrenceville St between Jones St and Rakestraw St (2200')	Bike/Ped	2014	\$44,000	2015	\$44,000	2016	\$440,000	\$528,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$105,600
T-4B	City Hall Pedestrian Improvements: Intersection with textured surface and splitter island at Lawrenceville St and Mitchell Rd	Bike/Ped; Traffic Calming	2014	\$6,000	2015	\$6,000	2016	\$60,000	\$72,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$14,400
T-5	Roundabout at North Norcross Tucker Rd and S. Peachtree St	Roadway; Traffic Calming	2014	\$60,000	2015	\$40,000	2016	\$350,000	\$450,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$90,000
T-6	Bike lanes on North Norcross Tucker Rd / S. Peachtree St from Buford Hwy to Carlyle Street (4200')	Bike/Ped	2014	\$48,000	2015	\$48,000	2016	\$480,000	\$576,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$115,200
T-7A	Lawrenceville Street Bike/Ped Connectivity: Bike lanes on Lawrenceville St from Rakestraw Street to Buford Highway (4000')	Bike/Ped	2014	\$46,000	2015	\$46,000	2016	\$460,000	\$552,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$110,400

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Fiscal Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-7B	Lawrenceville Street Bike/Ped Connectivity: • Sidewalks on northwest side of Lawrenceville St from Academy St to Hunt St (1330') • Splitter island with enhanced crosswalk at Lawrenceville St at Born St	Bike/Ped; Traffic Calming	2015	\$15,000	2016	\$15,000	2017	\$150,000	\$180,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$36,000
T-7C	Lawrenceville Street Bike/Ped Connectivity: Multi-use trail connection between Lawrenceville St (northwest side) and Giles St near Buford Highway (550')	Bike/Ped	2015	\$8,500	2016	\$8,500	2017	\$85,000	\$102,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$20,400
T-8A	Thrasher Park Area Pedestrian Improvements: Sidewalk on southeast side of W. Peachtree St between Holcomb Bridge Rd and Park Dr (940')	Bike/Ped	2015	\$9,500	2016	\$9,500	2017	\$95,000	\$114,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$22,800
T-8B	Thrasher Park Area Pedestrian Improvements: • Enhanced crosswalks at W. Peachtree and Holcomb Bridge Rd and at W. Peachtree St and Park Dr • Bulbout and enhanced crosswalk at N Peachtree St and Buchanan St	Bike/Ped; Traffic Calming	2015	\$2,500	2016	\$2,500	2017	\$25,000	\$30,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$6,000
T-9	Gateways – Stone columns with signage at the following locations: • Holcomb Bridge Rd at LCI Boundary west of Queens Ct • Jimmy Carter Blvd and W Peachtree St • Holcomb Bridge Rd and Buford Hwy • Mitchell Rd and Buford Hwy • Beaver Ruin Rd and Buford Hwy • Langford Rd and N Peachtree St	Signage	2015	\$3,500	2016	\$3,500	2017	\$35,000	\$42,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$8,400

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Fiscal Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-10A	<p>Buford Highway Pedestrian Improvements: 8' sidewalk with streetscape on both sides of Buford Hwy between Holcomb Bridge Rd and Mitchell Rd (1920')</p>	Bike/Ped	2015	\$38,000	2016	\$38,000	2017	\$380,000	\$456,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$91,200
T-10B	<p>Buford Highway Pedestrian Improvements: Enhanced crosswalks on Buford Hwy at the following intersections:</p> <ul style="list-style-type: none"> • North Norcross Tucker Rd • Holcomb Bridge Rd • Mitchell Rd • Beaver Run Rd <p>Bus Shelter on southwest side of S. Peachtree Rd at Buford Hwy</p>	Bike/Ped	2016	\$26,000	2017	\$26,000	2018	\$260,000	\$312,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$62,400
T-11A	<p>Railroad pedestrian crossing upgrades and traffic calming: Pedestrian crossing upgrades at the RR crossings on Holcomb Bridge Rd and Park Dr</p> <ul style="list-style-type: none"> • Upgrade the Jones Street pedestrian crossings on both sides of the roadway with 5-ft sidewalks crossing the tracks with minimal gaps between the sidewalk and rail • Upgrade the Holcomb Bridge Road crossing on the southwest side of the roadway with a 10-ft multi-use trail crossing the tracks with minimal gaps between the sidewalk and rail • Add a multi-use trail on the southwest side of Holcomb Bridge Road from S Peachtree Street to Thrasher Street (200') • Add a decorative fence along both sides of the RR tracks from Holcomb Bridge Road to the existing tree line 300 ft from the intersection 	Bike/Ped	2016	\$15,000	2017	\$15,000	2018	\$150,000	\$180,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$36,000

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Fiscal Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-11B	<p>Railroad pedestrian crossing upgrades and traffic calming: Intersection improvements at Holcomb Bridge Rd at S Peachtree St</p> <ul style="list-style-type: none"> • Add a gateway feature consisting of a wrought iron decorative barrier over the northwest leg of the intersection limiting the height of vehicles crossing • Add a raised splitter island on the northwest leg of the intersection • Add a bulbout on the southeast leg of the intersection, northeast corner <p>Intersection improvements at Holcomb Bridge Road at Thrasher Street - Add a gateway feature consisting of a wrought iron decorative barrier over the southeast leg of the intersection limiting the height of vehicles crossing</p>	Traffic Calming; Roadway	2017	\$9,000	2018	\$9,000	2019	\$90,000	\$108,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$21,600
T-12	<p>N. Peachtree St Multi-Use Trail and Traffic Calming: • Multi-use trail on southeast side of N Peachtree St from Buchanan St to Langford Rd (5100')</p> <ul style="list-style-type: none"> • Splitter island with enhanced crosswalks at N Peachtree St and Sunset Dr and at N Peachtree St and Cochran Dr 	Bike/Ped; Traffic Calming	2017	\$78,000	2018	\$78,000	2019	\$780,000	\$936,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$187,200
T-13	Johnson Dean Park Multi-Use Trail - Multi-use trail from Barton St through Johnson Dean Park, connecting to Holcomb Bridge Rd (2200')	Bike/Ped	2018	\$77,000	2019	\$770,000	2020	\$770,000	\$1,617,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$323,400
T-14	Holcomb Bridge Road Multi-Use Trail - Multi-use trail on southwest side of Holcomb Bridge Rd from Peachtree Industrial Blvd to S Peachtree St (6300')	Bike/Ped	2019	\$95,000	2020	\$95,000	2021	\$950,000	\$1,140,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$228,000

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Fiscal Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-15	Extended Wingo Street • Extend to Beutell St with a connection to Hunt St (3000') • Splitter island with enhanced crosswalks on Wingo St at Born St and on Wingo St at Hunt St	Roadway; Traffic Calming	2020	\$62,000	2021	\$182,000	2022	\$620,000	\$864,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$172,800
T-16	Multi-use trail connection between the cul-de-sacs on Cochran Rd and Valley Rd (120')	Bike/Ped	2021	\$2,000	2022	\$2,000	2023	\$20,000	\$24,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$4,800
T-17A	Summerour Middle School Multi-Use Trail: Multi-use trail on northeast side of Mitchell Rd from Lawrenceville St to Summerour Middle School (2100')	Bike/Ped	2021	\$31,500	2022	\$31,500	2023	\$315,000	\$378,000	City	City, LCI, Safe Routes to School	General Fund	\$75,600
T-17B	Summerour Middle School Multi-Use Trail: Multi-use trail on northwest side of Price Place from Mitchell Rd to Beaver Ruin Rd (2000')	Bike/Ped	2022	\$30,000	2023	\$30,000	2024	\$300,000	\$360,000	City	City, LCI, Safe Routes to School	General Fund	\$72,000
T-18	Thrasher Street Sidewalk & Parking On-street parallel parking and a 5-ft sidewalk on the southeast side of Thrasher St from Holcomb Bridge Rd to Park Dr (470')	Parking; Bike/Ped	2022	\$8,500	2023	\$8,500	2024	\$85,000	\$102,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$20,400

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Fiscal Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-19	<p>Sidewalk Gaps near Buford Highway – 5-ft sidewalks on the following segments</p> <ul style="list-style-type: none"> • West side of Stevens Rd from Buford Hwy to S Peachtree St (1940') • Southwest side of Lively Ave from Buford Hwy to S Peachtree St (1120') • Northeast side of Carlyle St from Buford Hwy to Magnolia Street and on the southwest side of Carlyle St from about 200 ft west of Buford Hwy to S Peachtree St (1760') • Southwest side of Carlyle St from S. Peachtree St to Buford Hwy (1400') • Northwest side of Magnolia St from Holcomb Bridge Rd to Carlyle St (860') 	Bike/Ped	2023	\$69,500	2024	\$69,500	2025	\$695,000	\$834,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$166,800
T-20	<p>Sidewalk Gaps Residential – 5-ft sidewalks on the following segments</p> <ul style="list-style-type: none"> • Northwest side of Barton St from Park Dr to Sunset Dr (2000') • Southeast side of Sunset Dr from N Peachtree St to Valley Rd (4000') 	Bike/Ped	2024	\$60,000	2025	\$60,000	2026	\$600,000	\$720,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$144,000
T-21	<p>Sidewalk Gap Residential (outside study area) – 5-ft sidewalk on the southwest side of Autry St from Rossie Brundage Park to Nesbit St (outside study area) (800')</p>	Bike/Ped	2025	\$8,000	2026	\$80,000	2027	\$80,000	\$168,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$33,600
T-22	<p>Signalized intersection (if warranted) with redevelopment at Jimmy Carter Blvd and W. Peachtree St</p>	Roadway	2025	\$9,000	2026	\$12,000	2027	\$120,000	\$141,000	City	City, LCI, TE, TIA Local Distribution	General Fund	\$28,200
T-23	<p>Supplemental Study - Railroad Crossing Concept/Traffic Study</p>	Study	2013	n/a	na	n/a	n/a	n/a	\$50,000	City	City of Norcross, ARC	General Fund	\$10,000

Note: All costs are in 2012 dollars. Exact determination of ROW needs will be done after design is complete and may impact projected cost estimates. Costs provided are based on other similar projects.

Table 21. Five Year Action Plan: Other Items

ID	Project Name/Description	Start Date	Responsible Party	Estimated Cost	Potential Funding Source
Land Use					
O-1	Update City of Norcross Future Land Use Plan per LCI Plan recommendations.	2013	Community Development	Staff Time	City of Norcross
O-2	Zoning Code Amendments per LCI Plan recommendations.	2012	Community Development	Staff Time	City of Norcross
O-3	Revisions to Overlay Districts per LCI Plan recommendations.	2012	Community Development	Staff Time	City of Norcross
O-4	Update City of Norcross Comprehensive Development Plan per LCI Plan recommendations.	2013	Community Development	Staff Time	City of Norcross
O-5	Promote and partner on catalyst projects.	2013	City of Norcross, Developers	TBD	City of Norcross, Developers, Bonds,TAD, CID, GAFRLF, Equity Fund, Redevelopment Fund, CDBG
O-6	Develop Plazas with redevelopment.	2013	City of Norcross, Developers	TBD	City of Norcross, Developers, Bonds,TAD, CID, GAFRLF, Equity Fund, Redevelopment Fund, CDBG
O-7	Develop a Downtown Trail.	2014	City of Norcross, Developers	TBD	City of Norcross, Developers, TAD, Equity Fund, GEFA
O-8	Promote high-quality rentals with a rental licensing program.	2014	City of Norcross	Staff Time	City of Norcross
Economic Development					
O-9	Strengthen Historic District Regulations to preserve not only structures' character but to preserve historical lot sizes as well. Allow for flexibility within the redevelopment guidelines to encourage preservation with allowance for redevelopment within areas where single structure preservation may discourage reinvestment.	2013	City of Norcross	Staff Time	City of Norcross, State historic Preservation Tax Incentives
O-10	Complete a Redevelopment Guide for focus projects within the LCI Study Area	2013	Economic Development	\$15,000	City of Norcross
O-11	Expand Visitor Center to improve visibility and promote business and activities within the Study area	2013	DDA	TBD	City of Norcross, TAD, GAFRLF, Equity Fund
O-12	Create Residential Recruitment material to improve awareness and viability of key focus areas for future residential opportunities, particularly millennials and senior housing	2013	Economic Development	\$5,000	City of Norcross
O-13	Request for Development proposals for properties within the LCI Focus Areas, per Plan recommendations	2015	City of Norcross	Staff Time	City of Norcross

ID	Project Name/Description	Start Date	Responsible Party	Estimated Cost	Potential Funding Source
O-14	Create retail-only ordinance along first floor of South Peachtree Street businesses and parts of College and Holcomb Bridge where appropriate to promote storefront streets.	2013	DDA, Community Development, City of Norcross	Staff Time	City of Norcross
O-15	Document current fiber optics, data cables and electrical services provided within the Technology and Innovation incubator district and assess where upgrades are necessary in order to attract and provide services to high tech industry.	2013	Economic Development	Staff Time	City of Norcross
O-16	Establish monthly or quarterly meetings with business owners within the Technology and Innovation incubator district and provide them with a model of Innovation Center establishment.	2013	Economic Development	Staff Time	City of Norcross
O-17	Establish the business mentoring program as described in the 2011 Community Choices report.	2012	Economic Development	Staff Time	City of Norcross
O-18	Collaborate with Gwinnett Village Community Improvement District to incentivize redevelopment of properties near Buford Highway that fall within the CID boundaries.	2012	Community Development, Economic Development	Staff Time	City of Norcross
Urban Design					
O-19	Complete illustrative imagery of the Town Center Plan concept per focus area for use in proposals, collateral and communications/outreach.	2012	Economic Development, Community Development	\$7,500	City of Norcross
O-20	Develop a Public Art and Cultural Resources Master Plan for Downtown.	2014	City of Norcross	\$30,000	City of Norcross, ARC
O-21	Implement management program of off-site parking for employees of downtown business.	2013	City of Norcross, DDA, Businesses	Staff time	City of Norcross
O-22	Enhance Wayfinding Signage program to address need of better identification of public parking areas.	2012	City of Norcross	\$15,000	City of Norcross
O-23	Expand current standards for streetscape elements to entire study area to create uniformity, including streetlights, benches, wayfinding signage, etc.	2013	City of Norcross	TBD	ARC, TE Grants, City of Norcross
O-24	Update Design Standards manual and other documents, including the Ordinance (which mentions it in the Community Design District section), to reference the most recent Norcross LCI rather than the 2001 study.	2013	City of Norcross	Staff Time	City of Norcross
O-25	Amend the ROAD Overlay District to more reasonable densities and scale.	2013	City of Norcross	Staff Time	City of Norcross
O-26	Reduce off-street parking minimums within the Historic Downtown focus area.	2012	City of Norcross	Staff Time	City of Norcross
Community Facilities					
O-27	Modify Chapter 30 of the Ordinance, "Parks and Recreation," to allow for more uses within the parks and clarify those that are prohibited.	2012	City of Norcross	Staff Time	City of Norcross
Environment & Open Space					
O-28	Modify the City's Land Development regulations to allow pervious paving in parking lots within the LCI study area.	2012	City of Norcross	Staff Time	City of Norcross

ID	Project Name/Description	Start Date	Responsible Party	Estimated Cost	Potential Funding Source
O-29	Develop Johnson Dean Park as a passive recreation area.	2015	City of Norcross	TBD	City of Norcross, TAD, GEFA
O-30	Develop Skin Alley plaza.	2013	City of Norcross	TBD	City of Norcross, Developers, Bonds, TAD, CID, GAFRLF, Equity Fund, Redevelopment Fund, CDBG
Infrastructure					
O-31	Establish a sidewalk bank.	2013	City of Norcross	Staff Time	City of Norcross

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