

2009

Corridor Study  
**CLEVELAND AVENUE**  
City of Atlanta Bureau of Planning



*After - Cleveland Ave / Sylvan Rd. Retail Gateway*



*Sylvan Rd. Mixed-Use Retail Center*



City of Atlanta  
Department of Planning and Community Development  
Bureau of Planning

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## INTRODUCTION

### The Cleveland Avenue Corridor

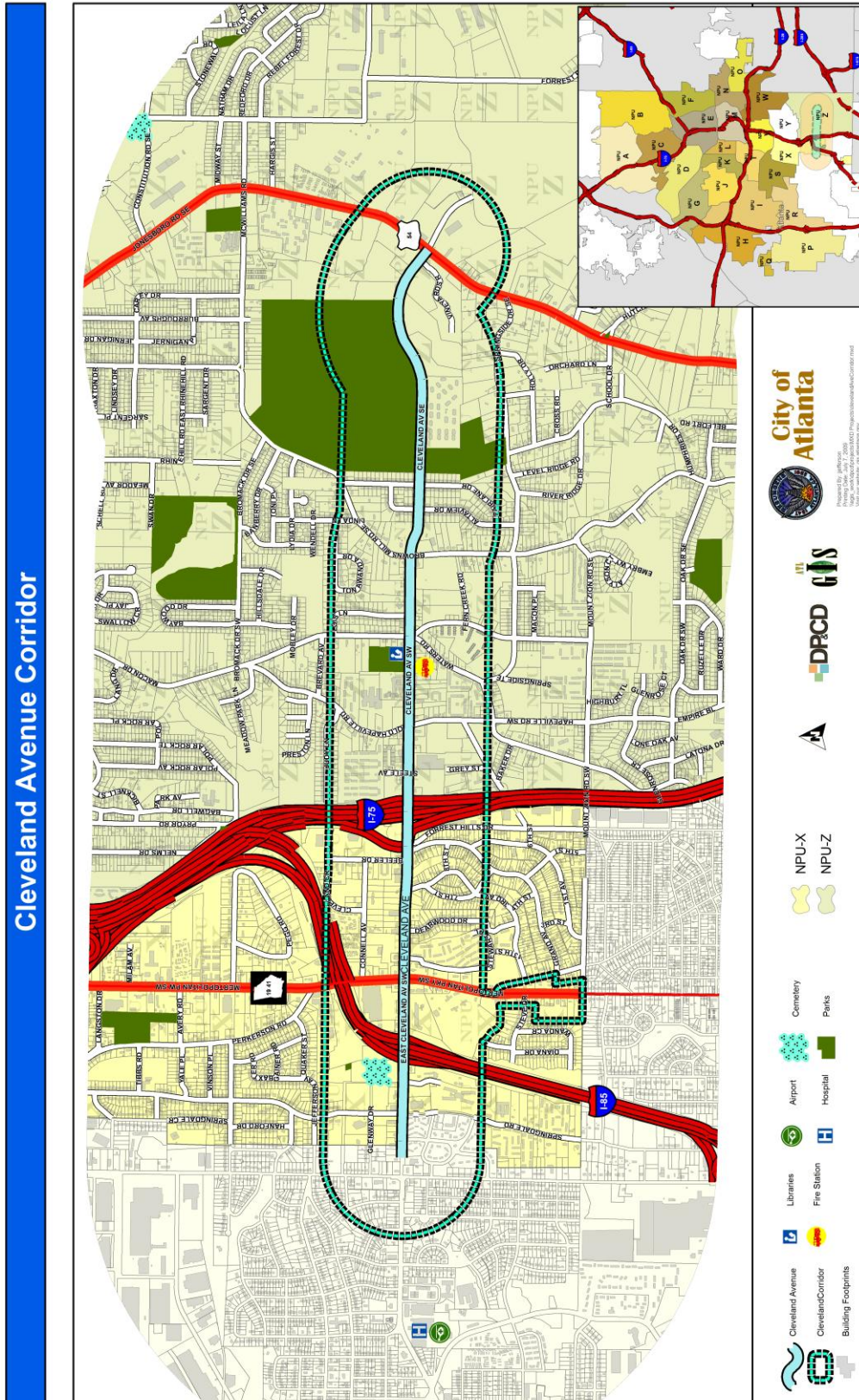
The Cleveland Avenue Corridor Study Area begins at Sylvan Road and the East Point city limits to the West and continues three-miles to Jonesboro Road (SR 3) in the East (see Map 1). The Study Area extends a quarter mile north and south of Cleveland Avenue. The Study Area extends south along Metropolitan Parkway to the Hapeville city limits. Interstates 75 and 85 both cross Cleveland Avenue, physically dividing the Study Area into segments. Metropolitan Parkway (US 19, 41 & SR 3), a major north-south thoroughfare connecting Downtown Atlanta to the city of Hapeville and Clayton County, also intersects the Corridor. The Study Area encompasses 532 acres in 254 parcels. Parcel sizes range from less than an acre to 20 acres. The Study Area is located in Council District 12 and Neighborhood Planning Units X and Z. Hartsfield-Jackson International Airport is located about 3 miles south and Downtown Atlanta is located approximately 5 miles north.

In the western segment of the Corridor between Sylvan Road and Interstate 85, institutional uses dominate, including the administrative offices of Fulton County Public Schools and Trinity Towers, a senior high-rise residence. The sole major office building in the Corridor is located in this segment—the 61,000 square foot Summit South building. Additionally, an apartment community is located at the southwest corner of Cleveland Avenue and Springdale Road.

Most of the commercial space in the Cleveland Avenue corridor is located between Interstates 85 and 75 and is characterized primarily by older neighborhood retail centers and stand-alone retail businesses. The Kroger Citi-Center is located at the northwest corner of the Cleveland Avenue and Metropolitan Avenue intersection. Automotive services and establishments are also prevalent in this segment of the Corridor and further south

along Metropolitan Parkway, including used car dealers and gas stations. Established residential neighborhoods are located north and south of Cleveland Avenue, as well as some new infill single-family units. The Perkerson Park neighborhood is located to the north and the Hammond Park neighborhood is to the south.

On Cleveland Avenue east of Interstate 75, commercial uses are located near the interstate and at other intersections. The Corridor passes through primarily residential neighborhoods: Glenrose Heights and Rosedale Heights to the south and Browns Mill Park to the north. The newer residential communities are located in this segment: Preston Hills and The Park at Browns Mill. The Vineyard and Ashton Browns Mill, two new apartment communities and the Browns Mill Walk residential community are located towards the end of the Corridor at the intersection of Cleveland Avenue and Jonesboro Road. The Corridor's most predominant amenity, the Browns Mill Golf Course—a public golf course operated by the City of Atlanta, is located near the intersection. The South River traverses the golf course from Browns Mill Road to Jonesboro Road. Institutions located on Cleveland Avenue include Emma Hutchinson Elementary School, the closed Cleveland Avenue School, the Cleveland Avenue Library, Fire Station #30 as well as several parks: the Roseland Cemetery, the Cleveland Avenue Park, the Browns Mill golf course, and the Rosel Fann Recreation Center. There are several multi-family residential developments throughout the Corridor.



Map 1. Cleveland Avenue Corridor

**Purpose of the Study**

Portions of Cleveland Avenue have been included in numerous studies. These include the Oakland City/Lakewood LCI (2004), the NPU X Comprehensive Plan (2005), the Metropolitan Parkway Redevelopment Plan (2006), the Jonesboro Road Corridor Redevelopment Plan (2006), and the NPU Z Comprehensive Plan (2008). In addition, the South Fulton Medical Center sponsored a study for the section of Cleveland Avenue in East Point. This study builds on those planning efforts and recommendations

to create a plan solely focused on Cleveland Avenue. The purpose of the study is to develop a vision for the future of the area and identify tools, incentives and action items which can be used to achieve that vision. Key to the development of the plan has been public involvement in defining the vision, goals and recommendations of the plan. A project website, an Advisory Committee and community meetings provided opportunity for community participation through the planning process.

## EXISTING CONDITIONS

### PREVIOUS STUDIES

Over the last several years, plans have been prepared for various parts of the Cleveland Avenue Study Area. A brief description of each plan and their specific goals are outlined below.

#### **Oakland City/Lakewood LCI**

The Oakland City/Lakewood Livable Centers Initiative (LCI) was completed in 2004 in collaboration with the City of Atlanta, MARTA, the Atlanta Regional Commission (ARC), residents, community leaders, property owners, and other local groups. The LCI program is part of a regional program administered by the Atlanta Regional Commission and is aimed at encouraging increased residential and mixed-use land uses, and improving connectivity around transit and activity nodes, and enhancing the transportation infrastructure service to the area. The area around the intersection of Cleveland Avenue and Metropolitan Parkway is part of both the LCI study and the Cleveland Avenue Corridor Study. The LCI identifies the area as the Cleveland Avenue Gateway and highlights the area as a development opportunity. The plan recommends development of additional retail outparcels in the Kroger Citi-Center parking lot and installation of sidewalks and landscaping.

#### **NPU X Comprehensive Plan**

The Neighborhood Planning Unit (NPU) X Comprehensive Plan, adopted in 2005, is a comprehensive planning and development tool for the NPU. The western portion of the Cleveland Avenue Corridor Study Area is part of NPU X. It includes the Capital View, Capital View Manor, Sylvan Hills, Perkerson, and Hammond Park neighborhoods. The goals of the plan include addressing deficiencies in commercial service quality and neighborhood retail availability, to be inclusive and promote “smart growth”, public transportation, affordable single-family and multi-family housing, human services, clean and safe environment, and to advocate expansion and improvements to open space, infrastructure and parks in each of the five neighborhoods. The main component of the

NPU X Comprehensive Plan addressing the Cleveland Avenue Corridor area is a recommendation of zoning changes around the Cleveland Avenue and Metropolitan Parkway intersection to include rezoning to Mixed Residential Commercial, focusing on enhancement of the existing commercial node that serves the surrounding neighborhoods.

#### **Metropolitan Parkway Redevelopment Plan and Tax Allocation District**

The Metropolitan Parkway Redevelopment Plan and Tax Allocation District (TAD), created in 2006, encompasses the area along Metropolitan Parkway, as well as much of the commercial portion of Cleveland Avenue between Sylvan Road and Interstate-75. The goal of the Redevelopment Plan is to promote mixed-use, commercial, and residential redevelopment along Metropolitan Parkway that is in line with both the redevelopment trends within the City, and with the goals of the surrounding neighborhoods. By utilizing the economic incentives created by the TAD, the City will be able to target and encourage balanced economic growth. The TAD program is managed by the Atlanta Development Authority.

The Metropolitan Parkway Redevelopment Plan includes two main activity nodes along Cleveland Avenue. One of the nodes is at the intersection of Cleveland Avenue and Metropolitan Parkway. The vision for this area is that the Kroger Citi-Center complex will be partially redeveloped to include more buildings fronting along the street and to create a more walkable, pedestrian friendly environment. The second node that the plan includes is the K-Mart center and its immediate surroundings. The vision for this activity node is for redevelopment around the center to include new commercial development that compliments



new activity around Metropolitan Parkway and Cleveland Avenue.

### **Jonesboro Road Redevelopment Plan Update**

The Study Area for Jonesboro Road Corridor Redevelopment Plan, adopted in 2006, stretches a ¼ mile on either side of Jonesboro Road from the Hank Aaron Dr., McDonough Boulevard, and Ridge Road intersection south to the city limits, near Conley Road. Jonesboro Road has been identified as an Economic Development Priority Area. The 2006 Plan updated the 1988 Jonesboro Road Redevelopment Plan. It provides a vision, goals and redevelopment strategies. The plan's goals are to revitalize the Corridor and protect the existing neighborhoods by promoting visual appeal, protecting historic and natural resources, establishing a mixture of land uses, ensuring multiple transportation options, assisting long-term residents, and supporting economic development. The intersection of Jonesboro Road and Cleveland Avenue is included in this plan. The plan recommends redevelopment of portions of the intersection with 800 housing units (110 workforce units), and 100,000 square feet of retail. The plan also recommends a conservation subdivision on the SE corner. Finally, the plan recommends a Village Center at Cleveland Avenue. The Village is envisioned to have 3 to 4 floors, 50,000 square feet of retail as well as townhomes and multi-family residential units. Land use changes recommended by this plan were adopted.

### **Cleveland Avenue Master Plan – City of East Point**

The Cleveland Avenue Master Plan and Design Guidelines were adopted by the City of East Point in 2006. The study was initiated by the South Fulton Medical Center with the aim of improving the quality of life for the community and promoting positive changes along Cleveland Avenue. The planning study focused on short and long-term revitalization of the Cleveland Avenue Corridor and surrounding neighborhoods by providing a vision and framework for future development. In addition, it provided a market

and transportation analysis, and strategies for implementation.

The plan recommends transforming Cleveland Avenue into a “green boulevard”, providing pedestrian access from neighborhoods, as well as vehicular access from Interstate-85. The boulevard features bike lanes and an off-street multi-street greenway trail. Along Cleveland Avenue, the plan recommends development around several nodes which support walking within a ¼ to ½ mile radius. Several important gateways to districts and neighborhoods are identified along the Corridor to provide for pedestrian amenities and create focal points for neighborhood and district entrances. The study also plans for redevelopment of underutilized/vacant properties and features a multi-use greenway trail and park system that winds through the entire Corridor. Design standards to support the recommendations of the plan were adopted by the City of East Point.

### **NPU Z Redevelopment Plan**

The NPU Z Redevelopment Plan, approved in 2008, is a community-driven initiative to create inclusive support and vision for the growth and development of Neighborhood Planning Unit Z. NPU Z neighborhoods that lie west of Jonesboro Road include Browns Mill Park, Rosedale Heights, and Glenrose Heights. One of the goals for future land use in NPU Z is to encourage density bonuses for Mixed Residential/Commercial zoning along Jonesboro Road and Cleveland Avenue. The plan recommends rezoning to Mixed Residential/Commercial to allow higher density development on the K-Mart Shopping Center and adjacent commercial properties along Cleveland Avenue. In addition, the lack of adequate sidewalks and landscaped access to businesses, building orientations that are hostile to pedestrians, blighted streetscapes with deficient infrastructure on Cleveland Avenue, should be addressed through Quality of Life Zoning. The plan recommends intersection and pedestrian

improvements at the Macon and Old Hapeville Road intersections.

**Connect Atlanta Plan & Comprehensive Plan**

The Connect Atlanta Plan (CAP), adopted in 2008, is the City’s first comprehensive transportation plan. The purpose of the plan is “to develop a rational Comprehensive Transportation Plan (CTP) which insures

mobility, continued economic growth, and desired quality of life for citizens and visitors alike.”

The transportation recommendations for the Cleveland Avenue Corridor are shown in Table 1 below.

Table 1: Connect Atlanta Plan Projects within the Cleveland Avenue Corridor			
Project ID	Project Type	Project description	General location
PS-PA-031	Vehicle Sightlines/Pedestrian Safety	Pedestrian Amenity	At the intersection of Metropolitan Parkway and Cleveland Avenue
PA-015	Vehicle Sightlines/Pedestrian Safety	Pedestrian Amenity	At the intersection of Old Hapeville Road and Cleveland Avenue
PA-014	Vehicle Sightlines/Pedestrian Safety	Pedestrian Amenity	At the intersection of Macon Drive and Cleveland Avenue
RW-004	Road Widening	Widen Cleveland Avenue to 5 lanes, approximately .70 mile.	From Steele Avenue to Browns Mill Road, approximately .7 mile.

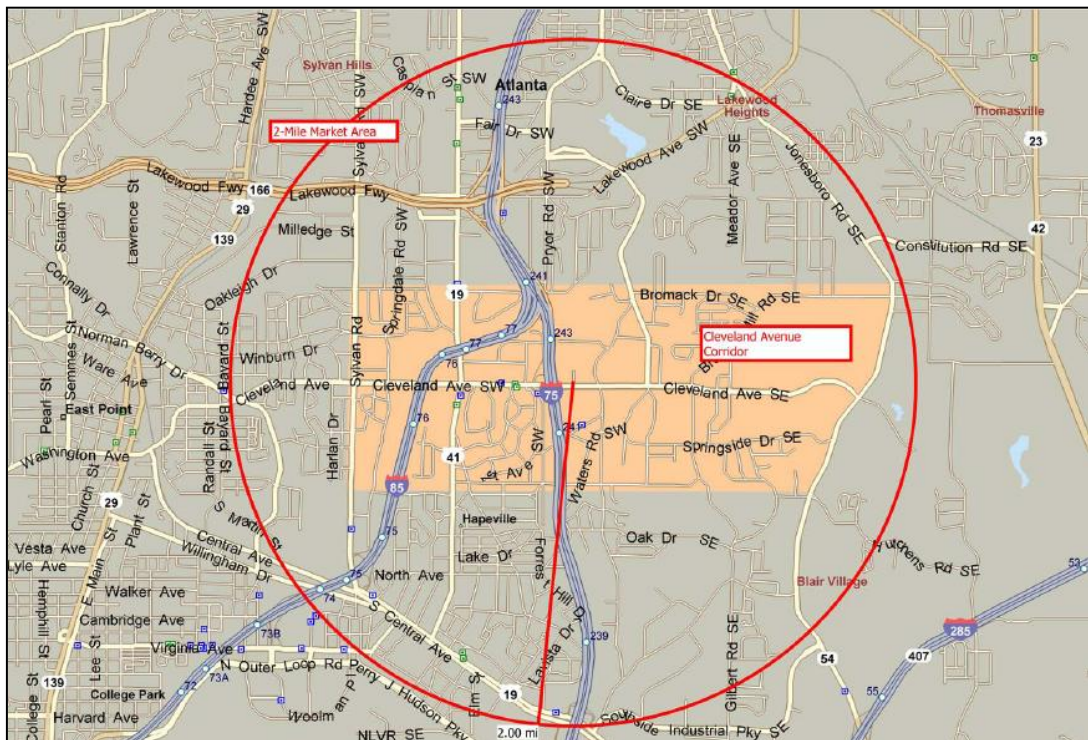
**Table 1. Connect Atlanta Plan Projects within the Cleveland Avenue Corridor**

## DEMOGRAPHIC CHARACTERISTICS

Population growth patterns, household and housing characteristics, employment patterns, and business concentration are key factors in gauging the strength and current condition of a local market. This section discusses the aforementioned conditions, as well as provides key demographic data for the Cleveland Avenue Corridor. The analysis will also compare and contrast the Corridor with the Market Area and the City of Atlanta. The Corridor and market areas are defined below and illustrated in Map 2.

- Cleveland Avenue Corridor:** includes the 3-mile segment of Cleveland Avenue between Sylvan Road and Jonesboro Road in the City of Atlanta. Additionally, the Corridor reaches northwards to the Pegg Road/Bromack Drive/McWilliams Road Corridor and southwards to Mt. Zion Road.
- 2-Mile Market Area:** includes the area within a two mile radius of the intersection of Cleveland and Steele Avenues toward the center of the Corridor.

Although forecasting growth over a long period of time can be difficult due to changing economic and real estate trends, the forecasts in this section are based on an analysis of trends in the 1990-2006 period and the assumption of redevelopment occurring in the Corridor. Data are provided by ESRI Business Information Solutions, Claritas, Atlanta Regional Commission (ARC), and Bleakly Advisory Group (BAG).



**Map 2. Cleveland Avenue and the Market Area**  
Sources: ARC/ESRI/BAG

## Population Growth & Composition

### Population Growth

In 2007, there were 14,980 residents in the Corridor, representing 36.3% of the 2-Mile Market Area’s population and 3.2% of the City of Atlanta’s population. From 2007 to 2011, the Study Area population is forecasted to grow slightly faster than the Market Area and Atlanta—1.9% annually in the Corridor versus 1.5% in the Market Area and 1.6% in Atlanta (See Table 2 and Figure 1).

### Race and Ethnicity

The Corridor is predominantly African-American with 76.6% of Corridor residents identifying themselves as such. Whites comprise 9.5% of the population while 13.9% of Corridor residents are Hispanic.

### Age

The residents of the Cleveland Avenue Corridor are young with a median age of 29.8 years versus 31.1 years in the Market Area and 33.6 in Atlanta. The Corridor has a higher proportion of residents under the age of 20, 32.2% versus 31.9% in the Market Area, and 25.4% in Atlanta. Residents aged 65 years and older comprise 8.7% of the Corridor’s population versus 7.4% in the Market Area and 10% in Atlanta.

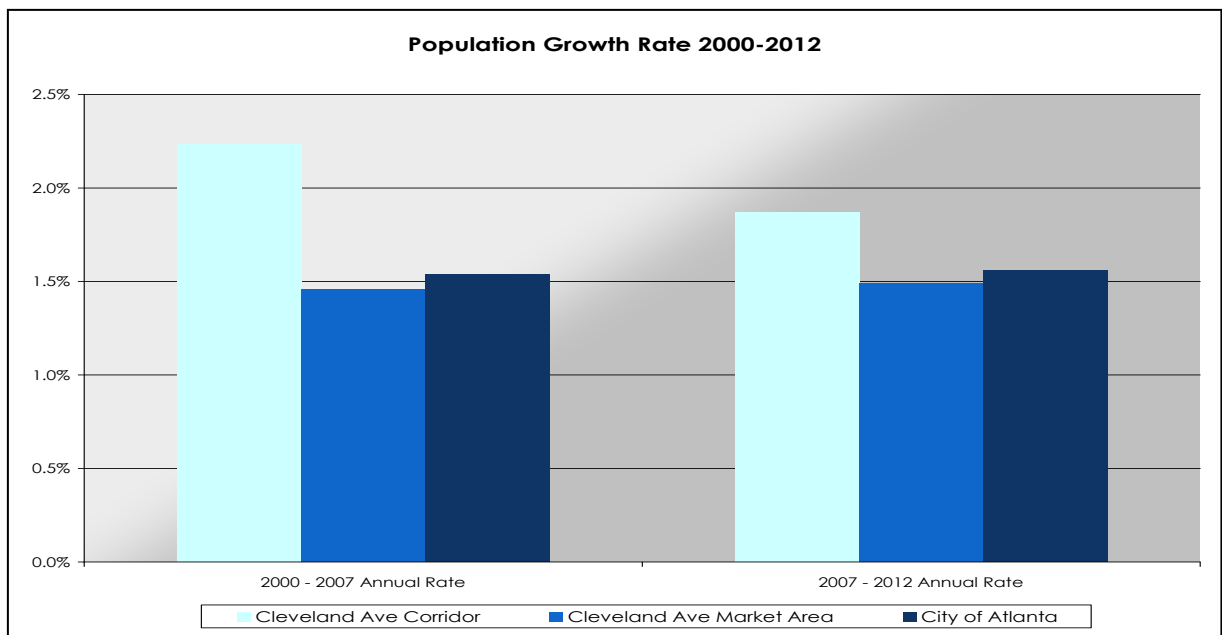


Figure 1. Population Growth Rate 2000-2012  
Source: ESRI

## Household & Housing Characteristics

### *Household Growth*

In 2007, there were 4,731 households in the Cleveland Avenue Corridor, comprising 33.6% of the Market Area's 14,064 households and 2.5% of Atlanta's 189,708 households. Between 2007 and 2012, the number of households in the Corridor is expected to grow 1.8% annually to 5,178 households versus 1.5% in the Market Area and 1.7% in Atlanta (see Table 2).

### *Household Size*

The size of the typical household in the Corridor is larger than that of the Market Area and Atlanta. In 2007, the average household size in the Corridor was 3.1 persons per household versus 2.9 in the Market Area and 2.3 in Atlanta. In the Corridor, 52.4% of households have 3 or more people versus 47.7% in the Market Area and 32.4% in Atlanta.

### *Household Type*

The largest proportion of households in the Corridor classified as "other family"—which means families other than the traditional family, such as grandparents who raise their grandchildren, or sisters that reside together. In 2007, 42.6% of Corridor households were "other family" households versus 38.8% of Market Area households and 25.0% of Atlanta households. In the Corridor, 27.1% of households are "married-couple" households, the same as the Market Area households and 24.5% of Atlanta households. Singles also comprise the third largest share of Corridor households, 23.7% versus 27.4% in the Market Area and 38.5% in Atlanta.

### *Housing Age*

The age of housing in the Cleveland Avenue Corridor is comparable to that of the city of Atlanta. In 2007, the median housing age in both the Corridor and Atlanta as a whole was 38 years. In the Corridor, the largest portion of

housing was built in the 1960's, comprising 23.8% of all housing stock.

### *Household Education*

Residents of the Cleveland Avenue Corridor tend to have more modest levels of educational attainment than residents of the Market Area and citywide. In 2007, 41% of Corridor residents over the age of 25 years did not receive a high school diploma versus 35.6% in the Market Area and 23.1% in Atlanta. Conversely, only 6.5% of Corridor residents have at least a Bachelor's Degree versus 8.7% in the Market Area and 44.7% in Atlanta.

### *Housing Tenure*

Households in the Corridor and the surrounding Market Area predominantly reside in renter-occupied housing, which differs from other areas of Atlanta as a whole, where a little less than half of all households are renters. In 2007, 59.3% of households in the Corridor and 53.3% of households in the Market Area were renter-occupied versus 49.3% in Atlanta.

### *Housing Type*

In 2007, along the Cleveland Ave Corridor, single-family housing comprised 42.3% of the total housing stock versus 52.2% in the Market Area and 42.7% in Atlanta. The Corridor also had a significant concentration of smaller multi-family complexes. Housing units located in multi-family buildings or communities with 2 to 19 units comprise 40.6% of all housing units in the Corridor versus 33% in the Market Area and 31.7% in Atlanta. Additionally, the Corridor has a small concentration of mobile homes, which comprise 2% of all housing units.



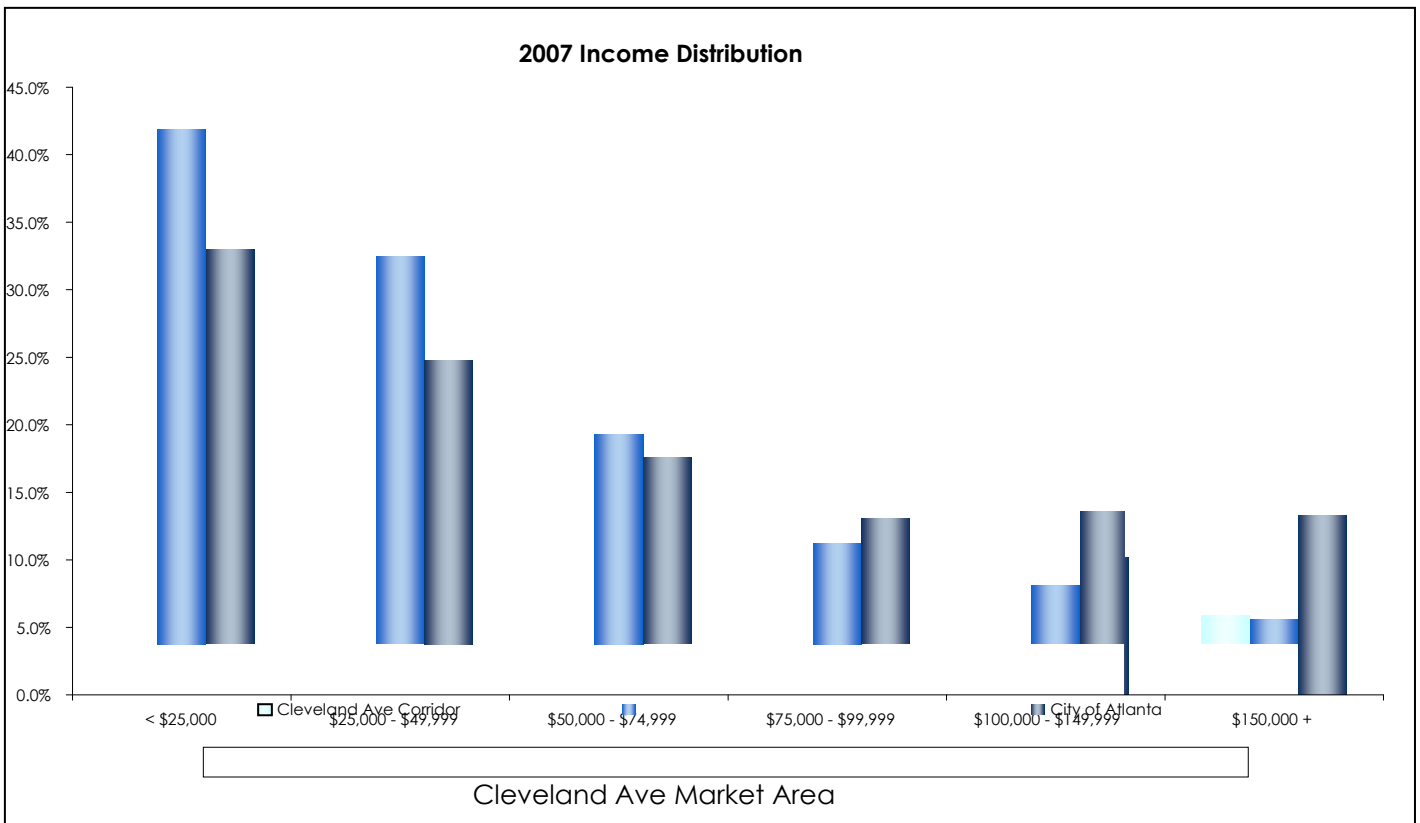
**Household Income**

Households in the Corridor have more modest incomes than other areas of Atlanta. In 2007, the Corridor had a median household income of \$30,466, which was 95.1% of the Market Area’s median household income (\$32,033) and 65.3% of the Atlanta median household income (\$46,624).

As shown in Figure 2 below, 42.2% of households in the Corridor had incomes below \$25,000 versus 39.7% in the Market Area and 30.4% in Atlanta overall.

**Owner-Occupied Housing Values**

As with incomes, home values in the Corridor are modest relative to those of the Market Area and the City of Atlanta. In 2007, the median home value of the Cleveland Avenue Corridor was \$84,046, or 93% of the median home value in the Market Area and 38.5% of Atlanta. In the Corridor, 71.4% of owner-occupied housing are valued under \$100,000 compared to 62.8% in the Market Area and 21.5% in Atlanta as a whole.



**Figure 2 Income Distribution 2007**  
**Source: ESRI**

## Employment Patterns

### Occupation

In 2007, there are approximately 2,623 jobs along Cleveland Avenue. The number of jobs are forecasted to decrease and then increase to 3,145 by 2030 (see Table 2) The different levels of educational attainment among residents of the Corridor, Market Area, and Atlanta reflect the occupational patterns of each respective area. In 2007, 25.1% of Corridor residents age 16 years and older worked in service-related occupations versus 24.8% in the Market Area and 18.2% in Atlanta. Corridor residents who worked in management or professional-related occupations comprised only 13.8% of the working population versus 17.8% in the Market Area and 42.3% in Atlanta (See Figure 4).

### Employment by Industry

The largest number of Corridor employees in 2007 worked in services, representing 1,517 employees or 57.8% of the total Corridor employment. The largest number of employees in services worked in health services--552 employees (likely related to the nearby South Fulton Medical Center campus), followed by educational institutions and libraries, 215 employees. There were 796 employees working in retail establishments in the Corridor, representing 30.3% of total Corridor employees (See Figure 3).

Table 2. CLEVELAND AVENUE CORRIDOR FORECASTS 2007-2030			
Year	Population	Households	Employment
2007	14,980	4,731	2,623
2010	15,836	4,994	2,611
2015	17,373	5,465	2,614
2020	17,755	5,629	2,695
2025	18,588	5,880	2,852
2030	19,057	6,060	3,145
<b>Avg. Annual Growth</b>	<b>1.1%</b>	<b>1.1%</b>	<b>0.8%</b>

Table 2. Cleveland Avenue Corridor Forecasts 2007-2030

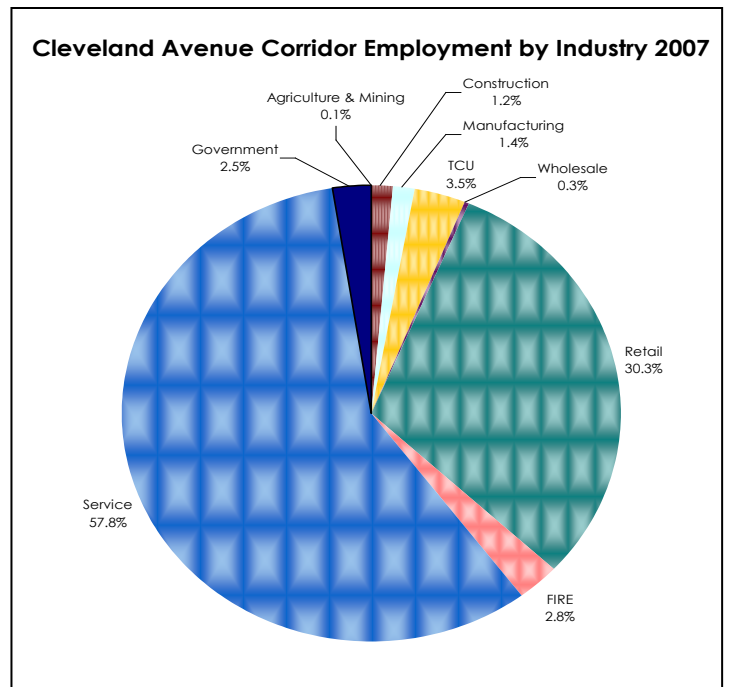
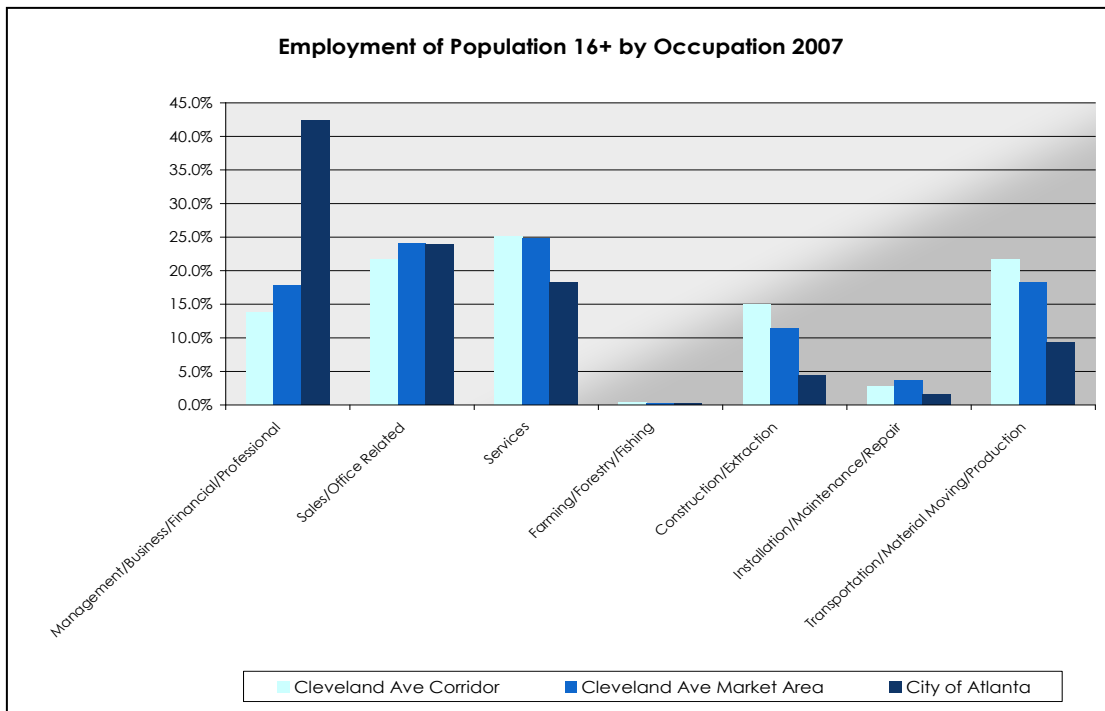


Figure 3. Cleveland Avenue Employment by Industry 2007  
Source: Claritas



**Figure 4 Employment of Population 16+ by Occupation 2007**  
 Source: ESRI

## Business Concentration

### Business Establishments

In 2007, there were 246 establishments employing 2,624 workers in the Cleveland Avenue Corridor. 234 of these establishments were in the private sector and 12 establishments were in the public sector. As shown in Figure 5, the Service sector comprises the highest proportion of establishments in the Corridor with 100 total establishments or 42% of total establishments in the Corridor. In the Services sector, personal, business, and miscellaneous establishments, such as membership organizations, nonprofits, etc., predominates.

### Jobs-to-Household

Jobs-to-households balance is an indicator used to measure the levels of employment in relation to the population of a community. Indices lower than “1” indicates a predominantly residential community while indices higher than “1” indicates that the area is an employment center. Based on 2007 data, with a total employment of 2,624 and 4,731 households in the community, the Cleveland Avenue Corridor had a jobs-to-households balance of 0.5 jobs per household meaning that the Corridor continues to be primarily a residential area rather than an employment center.



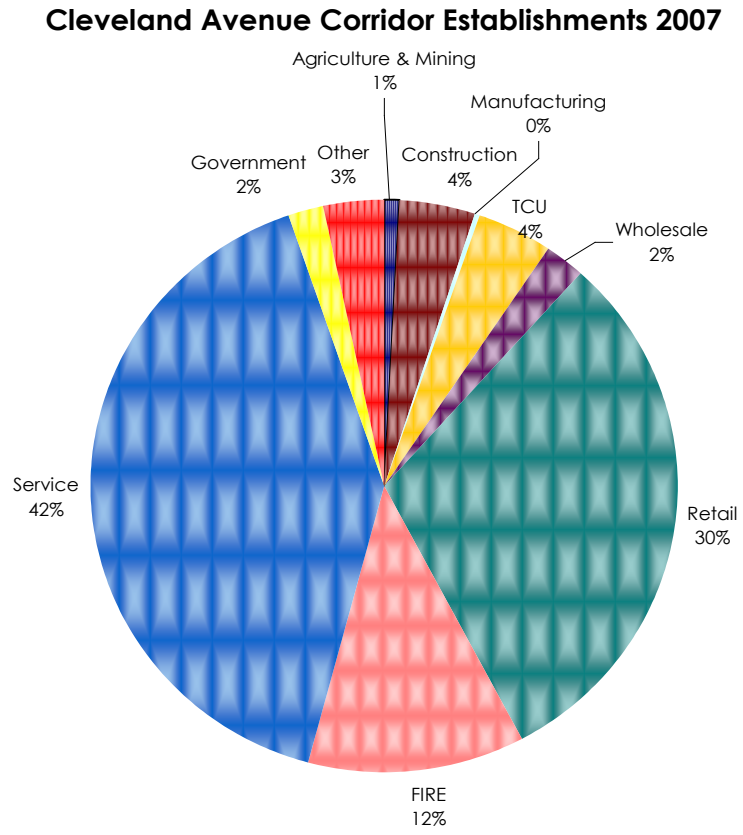


Figure 5. Cleveland Avenue Corridor Establishments 2007  
Source: Claritas

## RESIDENTIAL REAL ESTATE MARKET

This section presents an analysis of the single-family, townhome, and multi-family residential along Cleveland Avenue. The forecasts in this section are based on an analysis of trends in the 1990-2006 period and the assumption of redevelopment occurring in the Corridor. Data are provided by Smart Numbers, ESRI Business Information Solutions, and Bleakly Advisor Group (BAG).

### New Home Sales

Between 1995 and 2005, the Cleveland Avenue Corridor has experienced little or no new major residential development. However, in the past several years, homebuilders have rediscovered the Corridor and its convenient location in the region; thus the level of new home sales in the Corridor has grown since 2005.

Currently, there are 3 residential subdivisions actively marketing in the Corridor: the Park at Browns Mill, Preston Hills, and Hammond Park. Additionally, there are three major residential developments in the development pipeline.

These are:

- **Browns Mill Walk**

A 26-unit single family subdivision by The Housing Group located at intersection of Cleveland Avenue and Jonesboro Road.

- **Rosewood at Southbend**

A 50-unit townhome community by Autaco Development located near the intersection of Jonesboro and McWilliams Roads.

- **The Metropolitan**

A 165-unit affordable condominium and townhome development proposed by Portfolio Properties on a 5-acre site at 421 Connell Avenue, located between I-85 and I-75.

Table 3. CLEVELAND AVENUE CORRIDOR NEW HOME SALES 2004-2007				
Unit Type	2004	2005	2006	2007*
Single Family	0	0	19	3
Townhomes	0	10	44	9
<b>TOTAL</b>	<b>0</b>	<b>10</b>	<b>63</b>	<b>12</b>

Table 4. CLEVELAND AVENUE CORRIDOR AVERAGE NEW HOME SALES PRICES 2004-2007				
Unit Type	2004	2005	2006	2007*
Single Family	\$0	\$0	\$272,369	\$266,708
Townhomes	\$0	\$139,180	\$130,191	\$136,222
<b>TOTAL</b>	<b>\$0</b>	<b>\$139,180</b>	<b>\$402,560</b>	<b>\$402,930</b>

*Table 3 and 4 \*As of March 2007  
Source: Smart Numbers*

Table 3 shows the level of new home sales in the Cleveland Avenue Corridor between 2004 and March 2007. During this time period, there were 85 new home sales, of which 63 sales or 74% of new homes sold were townhomes and 22 sales or 26% of new homes sold were single-family homes. The Corridor experienced the highest volume of new home sales in 2006 with 63 new home sales, of which 19 units were single-family homes and 44 units were townhomes.

The large volume of sales in 2006 is attributed to the beginning phases of the marketing of homes in the

Park at Browns Mill, where 44 new homes were sold.

Table 4 shows the average sales prices of new homes in the Cleveland Avenue Corridor between 2004 and March 2007. Although the median home value of the Corridor is relatively modest compared to other areas of Atlanta, new single family homes have been selling at significantly higher price points than existing homes in the Corridor. The average sales prices for new single-family homes ranged between \$260,000 and \$280,000. New townhouses typically sold at more modest price points, with average prices ranging between \$130,000 and \$140,000 during the same period.

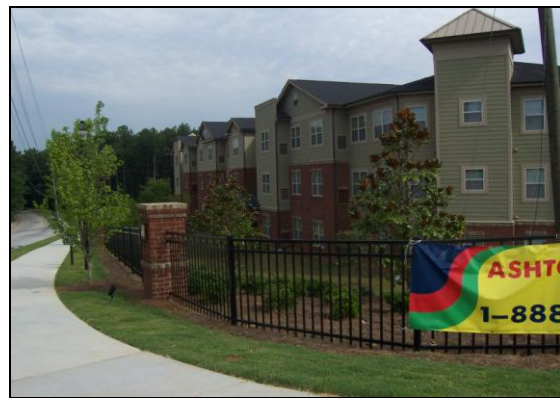
## Apartments

The Cleveland Avenue Corridor has over 1,590 residential units among 10 apartment complexes (in this analysis, smaller apartment communities with 20 or fewer units have not been included). The most recently built apartment community in the Corridor is the Vineyards of Browns Mill, which opened in 2006. This apartment complex, located at the corner of Cleveland Avenue and Jonesboro Road, at 2738 Vineyards Drive, is also the largest in the sample of apartment communities in this analysis, with 310 units. Ashton Browns Mill is another new active adult residential community located at 500 Cleveland Avenue.

Most of the apartment inventory in the Corridor is located in older apartment communities with a “Class B/C” designation (Class A is the highest quality rating). The average age of apartments in the Corridor is 33 years old. Rents in the Corridor are more modest than in the South Fulton Submarket and the Metro Atlanta area. In the 1<sup>st</sup> Quarter of 2007, the average rent in the Corridor (\$647 per unit) was equivalent to 97.7% of the average rent in the submarket (\$662 per unit) and 77.9% of the average rent in Metro Atlanta (\$831 per unit).



**Vineyards of Browns Mill**



**Ashton Browns Mill**

Given the age of the complexes and the modest rent levels, the vacancy rate of apartments in the Cleveland Avenue Corridor is significantly lower than the vacancy rates in the submarket and Metro Atlanta. As of the 1<sup>st</sup> Quarter of 2007, the vacancy rate of apartments in the Corridor was 4.2% versus 11.4% in the submarket and 8.6% in Metro Atlanta. As shown in Figure 6, apart from 2004 and 2005, vacancy rates in the Corridor have remained lower, or on par with Metro Atlanta since 2002.

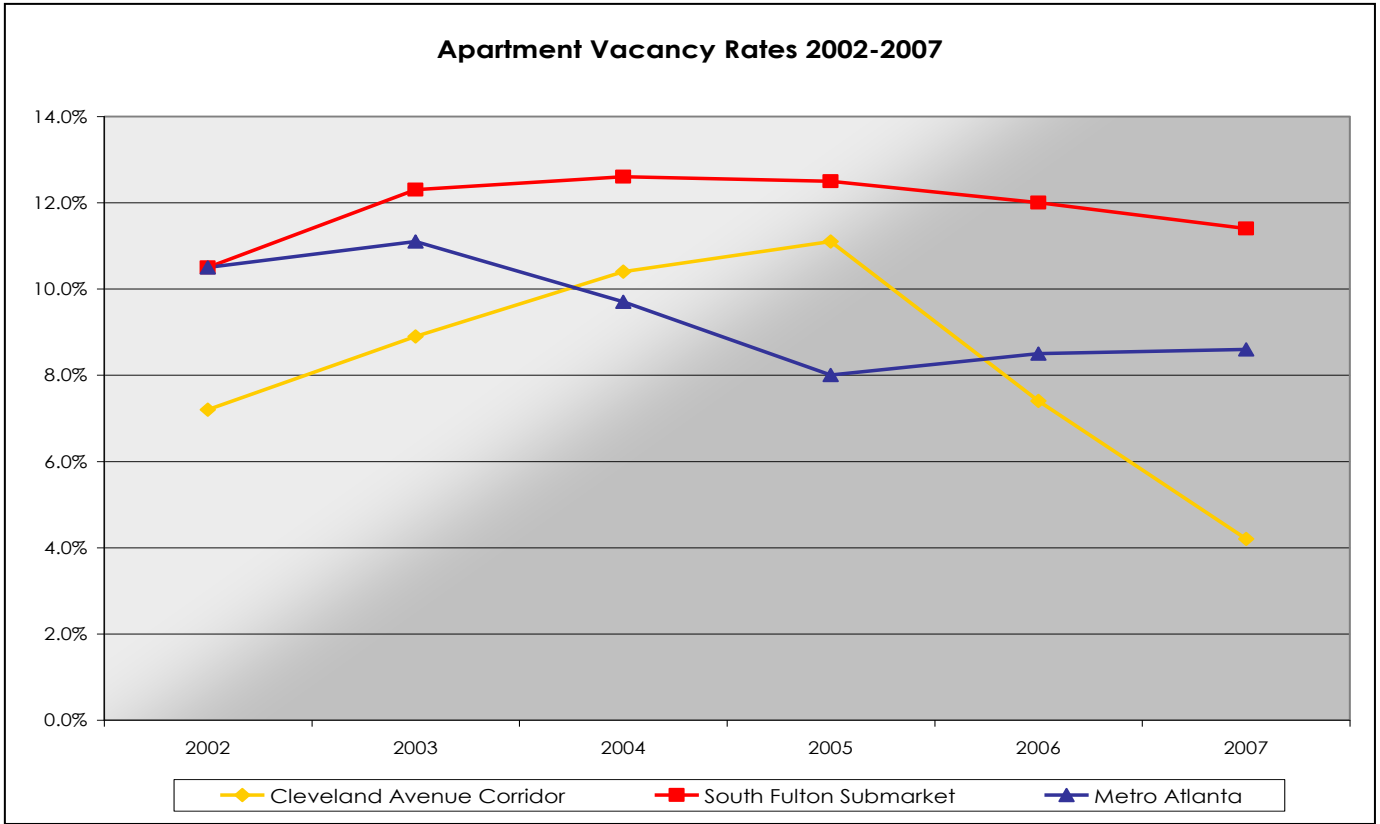


Figure 6. Apartment Vacancy Rates 2002-2007  
Source: ESRI

## COMMERCIAL REAL ESTATE MARKET

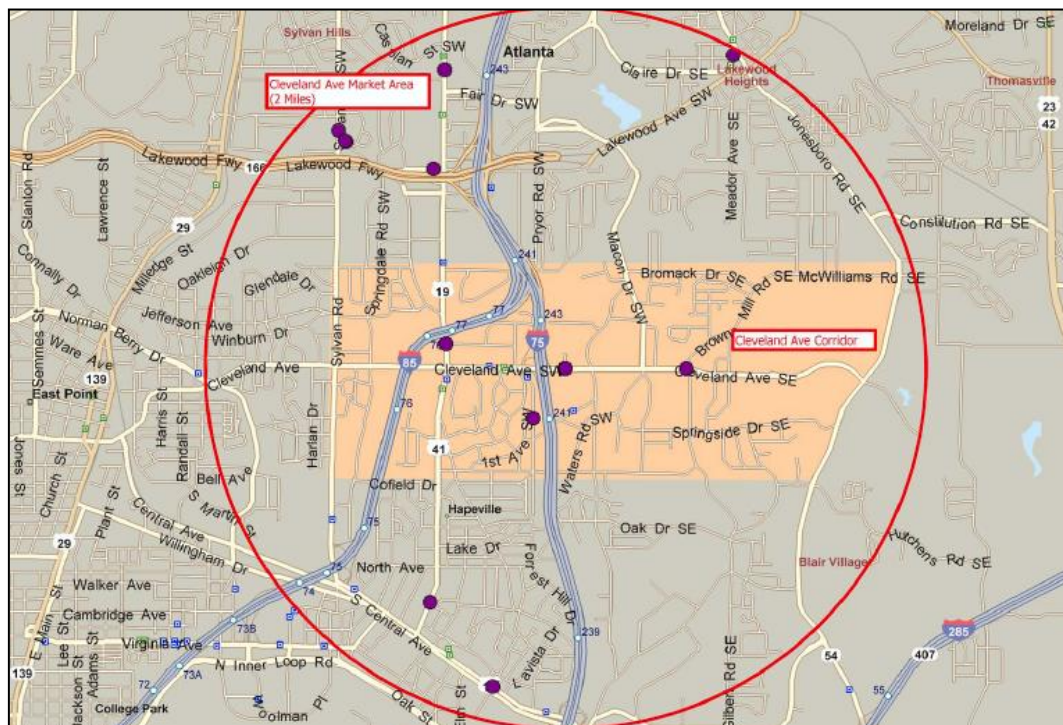
This section analyzes the retail, office, and industrial real estate trends and patterns in the Cleveland Avenue Corridor and the surrounding Market Area. The forecasts in this section are based on an analysis of trends in the 1990-2006 period and the assumption of redevelopment occurring in the Corridor. Data are provided by Dorey’s, Atlanta Regional Commission (ARC), ESRI Business Information Solutions and Bleakly Advisory Group (BAG).

### Retail Development

The Cleveland Avenue Corridor is a major retail destination for the surrounding 2-Mile Market Area with 330,000 square feet of retail space located in retail centers. The retail space in the Corridor comprises 42.6% of total retail space in the Market Area and 1.5% of retail space in the city of Atlanta (see Table 5). There is also a significant inventory of stand-alone retail stores that are not included in the estimate of retail inventory. The largest retail center in the Cleveland Avenue Corridor is the Kroger Citi-Center, comprised of 163,000 square feet of retail space and includes major retailers such as Kroger, Blockbuster, and Radio Shack.

Table 5. EXISTING RETAIL CHARACTERISTICS			
	Cleveland Ave Corridor	Market Area	City of Atlanta
Sq. Ft.	330,100	774,040	22,390,652
% Market Area	42.6%	NA	NA
%City	1.5%	3.5%	NA
Vacancy	1.0%	2.7%	5.5%
Min. Rent	\$6.00	\$6.00	\$20.78
Max. Rent	\$13.50	\$13.50	\$27.65
Avg. Year Built	1980	1982	1987

**Table 5. Existing Retail Characteristics**  
Source: Dorey's



**Map 3. Cleveland Avenue Corridor & Market Area Retail Centers**  
Sources: Dorey's/BAG

Other major retailers along the Corridor include K-mart, CVS, Walgreens, and Payless Shoes. Map 3 displays the locations of major retail centers along the Cleveland Avenue Corridor and in the Market Area.

Retail space in the Corridor is located in older retail centers, with the typical Corridor retail center being built 27 years ago versus 25 years ago in the Market Area and 20 years ago in the city. Table 5 shows the existing retail characteristics in the Corridor. Rents in the Corridor and the Market Area are also significantly lower than in other areas of Atlanta with the average lease rate in the Corridor and Market Area being \$6 per square foot versus \$21 per square foot in Atlanta. However, despite older space and lower rents, the retail space in the Corridor maintains a lower vacancy rate than in the Market Area and Atlanta—reported as 1% in the Corridor versus 2.7% in the Market Area and 5.5% in Atlanta. There is significant additional vacancy in the smaller stand-alone retail establishments.

Currently, there are no proposed major retail projects in the Corridor’s development pipeline. However, Habif Properties recently acquired the Kmart/Piggly Wiggly retail center and is marketing the 12-acre site for new retail development, replacing the existing retail space currently on the site. Additionally, a new Walgreen’s pharmacy opened in 2008 at the intersection of Cleveland Avenue and Metropolitan Parkway.

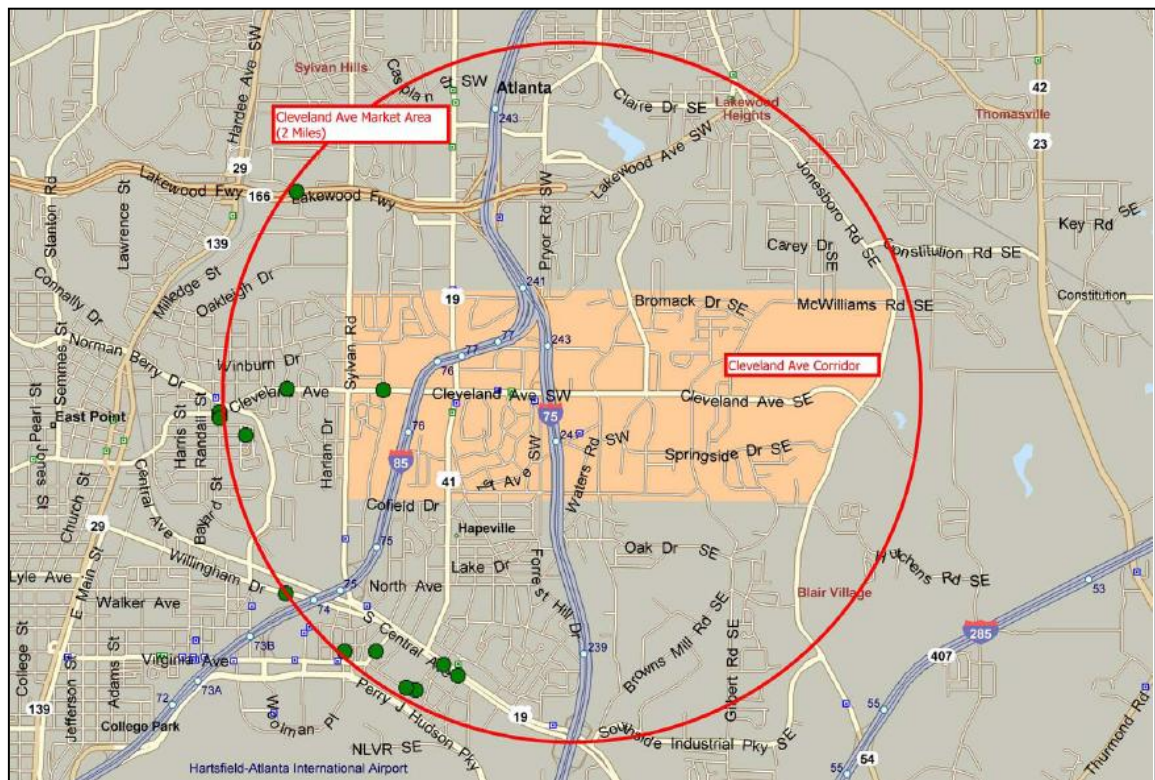


## Office Development

There is a small inventory of office space within the 2-Mile Market Area. As of the 1<sup>st</sup> Quarter of 2007, there was 982,000 square feet of office space in the Market Area, of which 61,000 square feet is located in the Corridor at the Summit South office building near the intersection of Cleveland Avenue and Springdale Road. Map 4 shows the location of office space in the Market Area.

The vast majority of office space in the Market Area, 84.6%, is classified as Class “B” or “C” space while the remaining 15.4%, or 51,000 square feet, is classified as Class “A” office space. Vacancies in the Market Area are low; however there is a significant concentration of smaller professional office buildings of less than 10,000 square feet that are not included in this analysis. A substantial portion of this inventory appears vacant.

There is currently one office project in the Corridor’s development pipeline—an 8,000 square foot office building proposed near the intersection of Cleveland Avenue and Browns Mill Road. The proposed office building by Cameron & Cameron Enterprises, LLC will include a public accountant’s office and a business center as tenants.



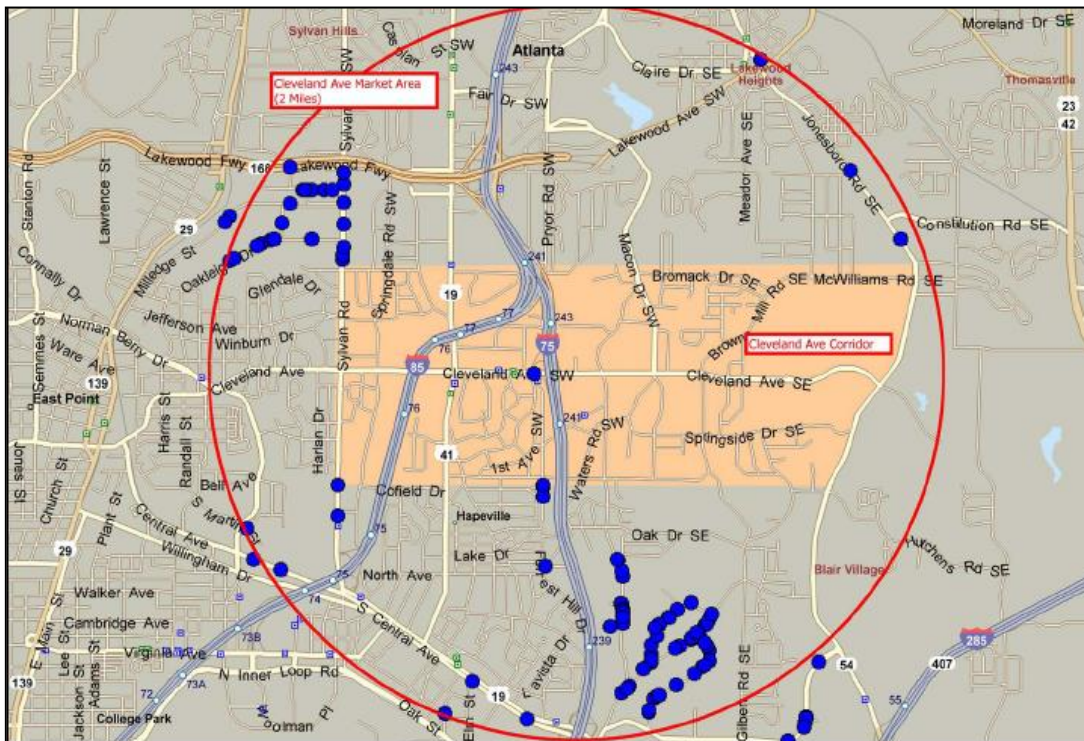
**Map 4. Cleveland Avenue Corridor & Market Area Office Space**  
Sources: Dorey’s/BAG

## Industrial Development

The Market Area’s proximity to Hartsfield-Jackson International Airport (HJIA) and particularly the cargo terminal has historically been an attractive area for industrial developers and companies. As a result, there are 107 industrial projects in the Market Area consisting of 11.6 million square feet of industrial space. However, only one industrial project is located in the Corridor, consisting of 24,000 square feet. Industrial space in the Market Area consists mostly of distribution centers and warehouse space. The largest industrial parks are the East Point Industrial Park and the Empire Industrial Park. The now demolished Ford Assembly Plant that consisted of 2.3 million square feet comprised a significant portion of industrial space in the Market Area.

Industrial market conditions in the Market Area are currently “soft”, with a year-to-date negative net absorption of (-220,400) square feet. However, the vacancy rate of industrial space in the Market Area is low at 8.3%.

There are currently no new industrial projects proposed in the Market Area or Corridor. Map 5 shows the locations of major industrial parks in the Corridor and Market Area.



**Map 5. Cleveland Avenue Corridor and Market Area Industrial Space**  
Sources: Dorey’s/BAG



## LAND USE, ZONING & DEVELOPMENT

### Existing Land Use

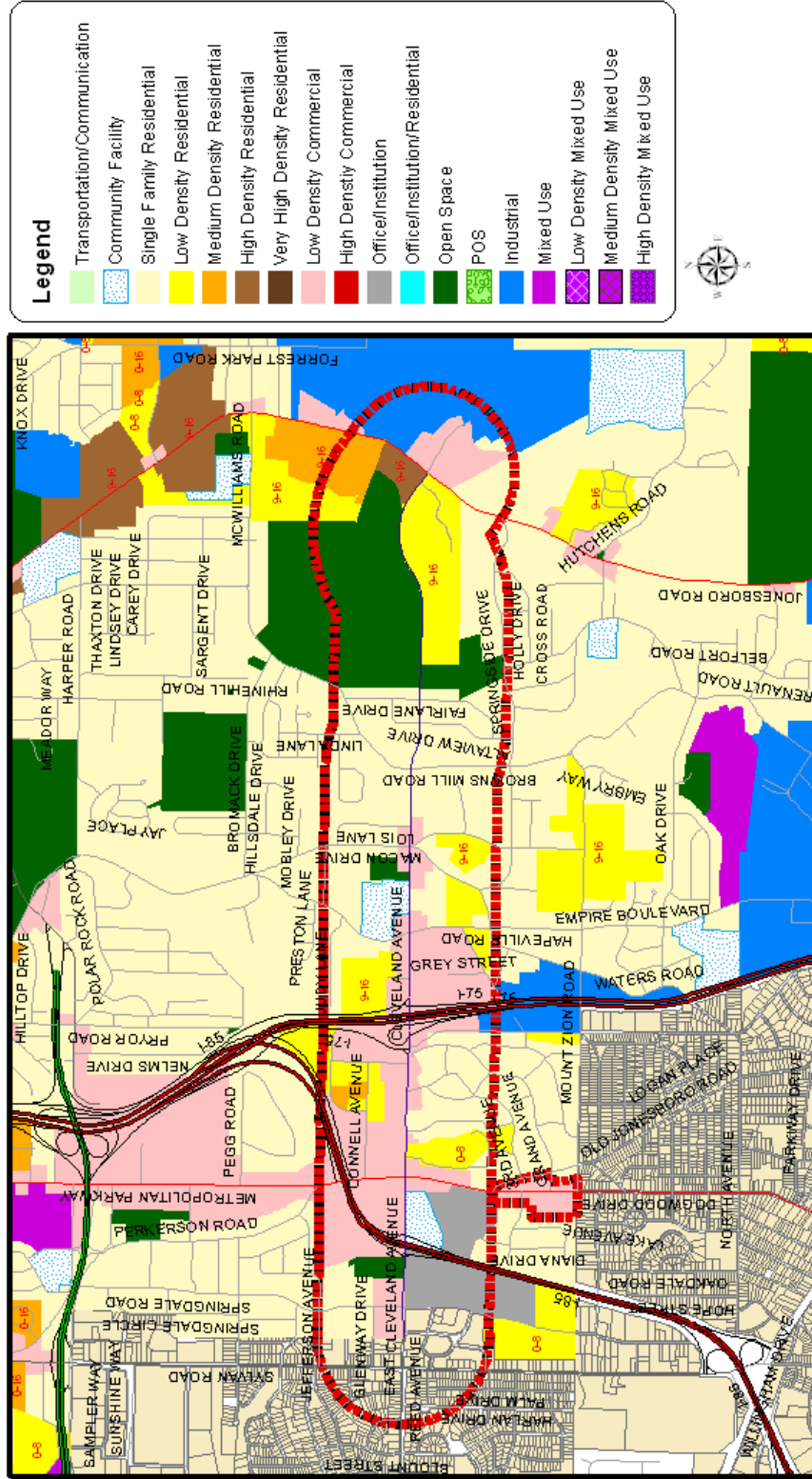
The Land Use Map is a guide to growth and development. Each parcel of land in the City of Atlanta has a land use designation. The land use designation for a parcel represents the City’s official policy for recommended future development of that parcel. The land use designation may or may not coincide with the actual zoning use of that parcel. The land use designation of a parcel is taken into consideration when evaluating a rezoning requests. Zoning changes must be consistent with the parcel’s land use designation. Eighteen land use designations are recognized in the Land Use maps. The Land Use designations for parcels along Cleveland Avenue are shown in Map 6 and Table 6. A substantial amount of land in the Corridor is in the Single-Family Residential category, totaling 36.7% of the land. The second largest is Low Density Residential at 22.5%. Medium Density Residential accounts for 2.1%, while High Density Residential accounts for only 1% of the existing land

use. 22.5% of land in the Corridor is used as Low Density Commercial. Open space which includes the Browns Mill Golf Course, Cleveland Avenue Park and Rosel Fann Recreation Center accounts for 13.1%. Office Institutional (4.9%), Industrial (3.6%) and Community facilities (2.5%) constitute the remainder of the categories.

Table 6. Future Land Use Designations in Cleveland Avenue		
Land Use Category	Total Acres	Percent of Total
Single Family Residential	410.3	36.1%
Low Density Commercial	270.3	23.8%
Low Density Residential	151.5	13.3%
Open Space	146.9	12.9%
Office/Institutional	54.9	4.8%
Industrial	39.8	3.5%
Community Facilities	28.5	2.5%
Medium Density Residential	23.4	2.1%
High Density Residential	10.8	1.0%
<b>Total</b>	<b>1136</b>	<b>100%</b>

**Table 6. Existing Land Use in Corridor**

# Cleveland Avenue Corridor Land Use Map



Map 6. Future Land Use

## Zoning

Zoning Ordinances seek to protect public health, safety and welfare by regulating the use of land and regulating the type, size and height of buildings. Some goals of early zoning codes were to prevent overcrowding and limit incompatible uses. Goals of modern zoning codes include promoting transit-oriented development, pedestrian-oriented commercial Corridors, mixed use developments and preservation of the historic fabric of neighborhoods.

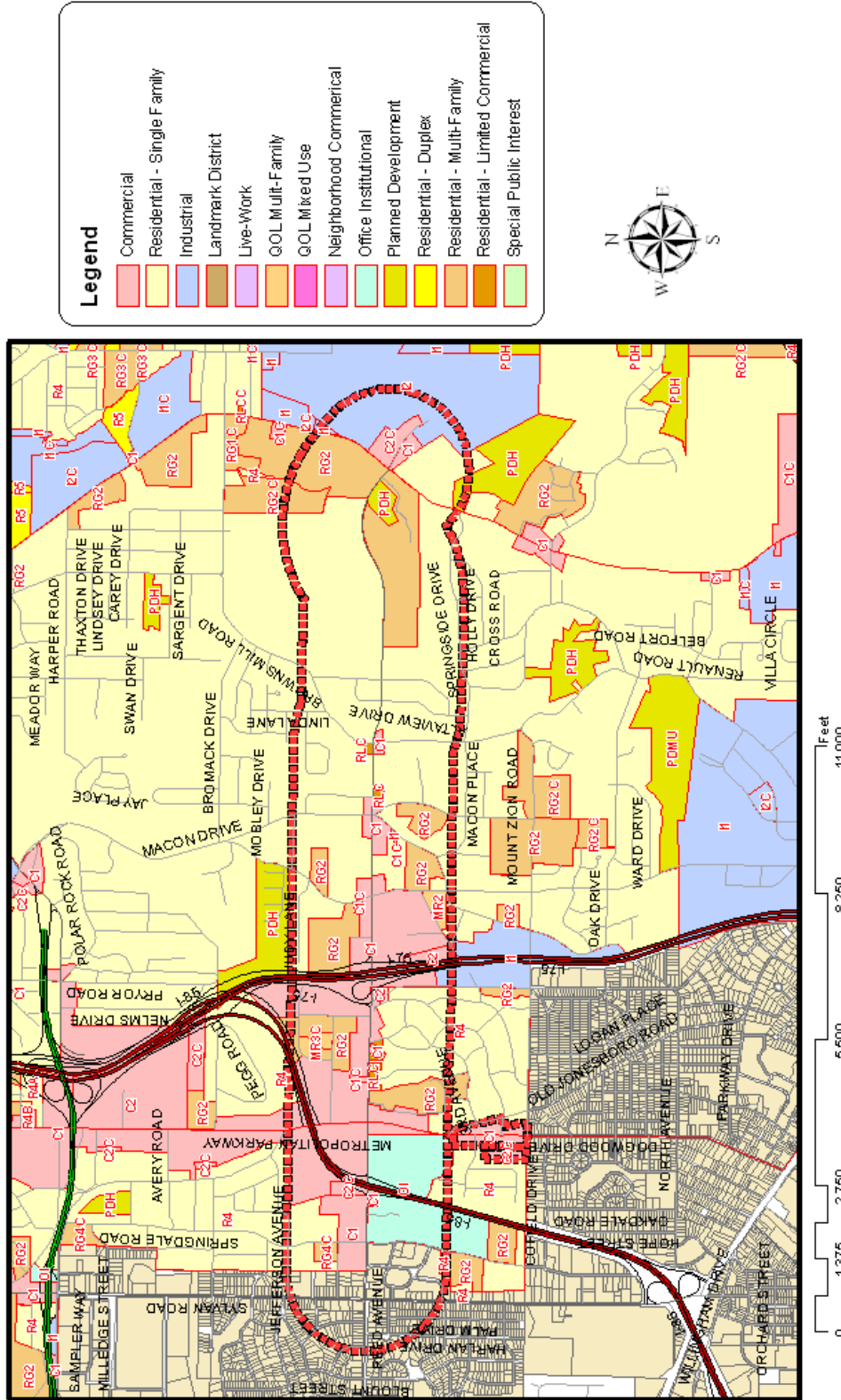
The City of Atlanta Zoning Ordinance designates each parcel with a specific zoning district. In the Cleveland Avenue Corridor, 49.4% of the land is zoned R4, a single family designation. The second largest category for zoning, comprising 22.1%, is C1, C2 and C2C, all commercial designations. RG2C, residential multi-family designation, is the next most common zoning category at 16.6% of the land... Office Institutional (5.8%) and Industrial (4%) are the other two major

categories of zoning in Corridor (See Table 7 and Map 7).

<i>Table 7. Current Zoning</i>		
<b>Zoning Category</b>	<b>Total Acres</b>	<b>Percent of Total</b>
Residential - Single Family	552.4	48.6%
Commercial	265.6	23.4%
Residential - Multi-Family	185.2	16.3%
Office Institutional	64.6	5.7%
Industrial	44.3	3.9%
QOL Multi Family	9.6	0.8%
Planned Development	9.0	0.8%
Residential - Limited Commercial	5.5	0.5%
<b>Total</b>	<b>1136</b>	<b>100%</b>

**Table 7. Current Zoning**

# Cleveland Avenue Corridor Plan Current Zoning



Map 7. Current Zoning

## Development Characteristics

Most of the development along Cleveland Avenue can be characterized as auto oriented. Many of the parcels were developed after the car became the predominant form of transportation. This development pattern makes walking and bicycling difficult and doesn't create a sense of place or identity. Many auto service types land uses are located along Metropolitan Avenue, south of Cleveland Avenue.

The Cleveland Avenue Corridor faces a number of significant issues which are the result of the existing conditions along the Corridor. If left unattended, it will impact the ability of stakeholders to capitalize on future development opportunities.

The commercial portions of the Corridor, most notably between I-85 and I-75 and on the eastern side of the I-75 Interchange, present a negative image of the area to residents, visitors and businesses. A significant portion of the stand-alone convenience and auto-oriented retail establishments along Cleveland Avenue do not appear to be well-maintained and create an atmosphere of blight and neglect. Additionally, residents have stated that the portions of the Corridor, most notably between I-75 and I-85, are perceived as unsafe due to criminal activity. Instituting a "no broken windows" policy of vigorous enforcement of building code standards, and increasing efforts at crime prevention are measures that need to be

implemented to address the negative perceptions of the Corridor.

There is a lack of any sense of arrival when entering the Corridor from its three major access points—Interstates 85, 75 and Jonesboro Road. When entering Cleveland Avenue from these three intersections there is no visual clue that the visitor has arrived at a distinct location—i.e. signage, streetscapes, landmarks, etc. Visitors to the area are not likely to identify the Corridor nor are they likely to realize that they are passing through a distinct set of neighborhoods when commuting on Cleveland Avenue.

Property values in the area were increasing rapidly in 2005 and 2006, as was demand for owner housing, providing a needed balance to the heavy concentration of rental housing in the Corridor. However, this positive momentum has been reversed by the negative impacts of the mortgage and foreclosure crisis that is affecting many in-town neighborhoods in Atlanta. In 2005 and 2006 new infill single family units in the Corridor were selling for between \$200,000 and \$270,000, which was substantially above the median value of the existing housing in the Corridor of approximately \$84,000. The presence of many vacant homes in the Corridor resulting from the foreclosure process appears to be reversing the significant gains made in the area over the past several years. In the future the provision of a mix of housing options across a broad price range and designed to serve the needs of diverse household types--families, singles and seniors--will be necessary to sustain the continued revitalization of the area.

## PARKS, GREENSPACE, AND OPEN SPACE

This section describes the existing conditions of the Cleveland Avenue Corridor parks and open space environment (see Table 8). The Corridor contains four designated parks, including over 185 acres of green space and recreation areas, as well as a new multi-use bike path. Most of the parks are located in the eastern half of the Corridor. The western half of the Corridor, consisting of 1.5 miles between Sylvan Road and Old Hapeville Road contains no green space, public open space or parks (with the exception of 0.25 acre Roseland Cemetery).

the street and sidewalk were actively listed for sale.

### Browns Mill Golf Course

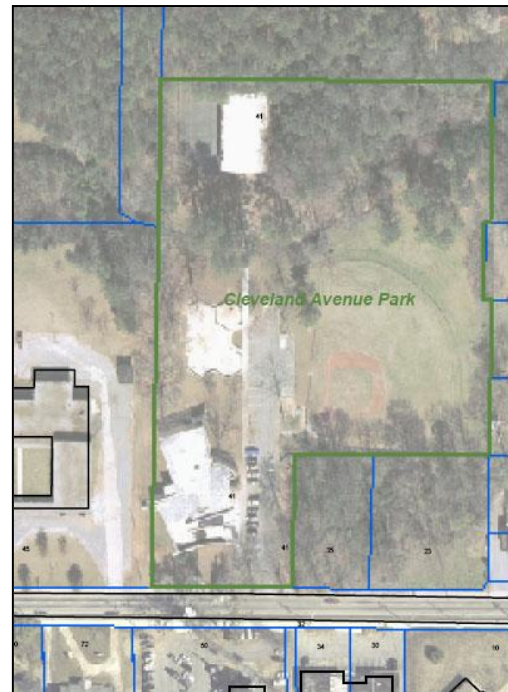
This 18-hole regulation length golf course on 160-acres is open to the public... It is an important recreational, environmental, and aesthetic resource to the City of Atlanta as a whole.



**Browns Mill Golf Course**

### Cleveland Avenue Park

This park, at 47 Cleveland Avenue, is classified as a Neighborhood Park. It consists of 6 acres including a small class II recreation center (in the back of the Public Library building), a playground, a sheltered basketball court, a picnic shelter and a baseball field. The park is behind the Cleveland Avenue Branch Public Library and the Cleveland Avenue Elementary School. It is linked to the street only by a shared driveway. The park is not visible from the street, as it is separated from the street by two vacant parcels of land with heavy vegetation. The park's isolation from the street impacts its usability in several ways. The lack of openness and passive surveillance contributes to a real or perceived diminished safety. The isolation diminishes the park's connection to the community and desirability and may increase criminal activity



**Cleveland Avenue Park Parcel Map**

There is a vacant school building adjacent to the Cleveland Avenue Park, the Library, and the Cleveland Avenue Elementary School. This site has potential for use for community, recreational and open-space use As of July 2009; both of the vacant parcels separating the Cleveland Avenue Park from

### Rosel Fann Recreation Center

One of the City’s two Class IV recreation centers, the Rosel Fann Park and Recreation Center, located at 365 Cleveland Avenue, sits on 20 acres of land and includes state-of-the-art facilities, including a gymnasium, arts and crafts room, weight room, multipurpose room, racquetball court, football field/track, fitness room, dance studio, playground, natatorium and kitchen.

The Rosel Fann Recreation Center primarily accommodates programmed activities such as after schools programs, community meeting and camps. The facility is well utilized by organized groups and programs, although it is not available to casual walk-in users.

The facility is designed primarily to accommodate automobile users, with the entrance to the facility set back 250’ from the sidewalk, and separated by a landscape berm and a parking lot with no pedestrian path or sidewalk.

### Roseland Cemetery

A small ¼ acre section in the center of the Roseland Cemetery is designated as a Special Facility park due to its historic content. This area is not readily accessible to the public and provides minimal recreational benefit.

### Multi-Use Paths

A recently built multi-use path along the South side of the Browns Mill Golf Course provides additional recreation opportunities. This path is planned to eventually encircle the golf course and connect to the Southtowne trail, which would link the Cleveland Avenue Corridor to the City’s larger bicycle and path network.

The western portion of the Corridor contains large tracts of underutilized

properties which have redevelopment potential with further opportunities for the creation of new open and green space.



Rosel Fann Recreation Center Playground

Table 8: Cleveland Avenue Corridor Parks Inventory		
Name	Class	Acreage
1. Browns Mill Golf Course	Regional	160
2. Cleveland Avenue Park	Neighborhood Park, Class II Recreation Center	6
3. Rosel Fann Recreation Center	Class IV Recreation Center, -staffed	20
4. Roseland Cemetery	Special Facility	0.25

Table 8. Cleveland Avenue Corridor Parks Inventory

### Open Space

As part of the Greenway Acquisition Project, the Department of Watershed Management purchased the 13 acre King Smith Equities Property. It is located along the South River, adjacent to the eastern boundary of the Browns Mill Golf Course. It also fronts on Cleveland Avenue.

## TRANSPORTATION

This section sets forth the transportation conditions within the Cleveland Avenue Corridor as they currently exist. Transportation conditions include existing roadway facilities, traffic conditions, pedestrian and bicycle facilities, transit services, accident history, and access management.

### Existing Roadway Facilities

Cleveland Avenue is classified as a Minor Urban Arterial road by the Georgia Department of Transportation (GDOT) (Figure 7). Three other roads in the Study Area, Jonesboro Road, Metropolitan Parkway, and Sylvan Road, are also classified as Minor Urban Arterials. Browns Mill Road, Macon Road, and Hapeville Road are Urban Collector Roads. The Corridor has direct access to both I-75 and I-85, and is located within a ten minute drive of Hartsfield-Jackson International Airport.

Interstates 75 and 85 are Urban Interstate Principal Arterials. The interstates, Metropolitan Parkway #19/41/3 and Jonesboro Road #54 are State Routes and fall under the jurisdiction of GDOT. Cleveland Avenue connects local residential streets with urban arterials for movement within the City of Atlanta. As an arterial roadway, Cleveland Avenue serves two kinds of users, those wishing to move through the Study Area and those wishing to move within it. For those moving through the area, Cleveland Avenue allows access to both of Atlanta's major north-south interstates, I-75 and I-85, as well as the area's major north-south arterial, Metropolitan Parkway. Cleveland Avenue also connects to a local street system. By allowing transitions among smaller residential and collector roads, it allows those who live in the area to access their home, walk to the bus stop, and get around their neighborhood.

### *Lane Configurations*

As Cleveland Avenue moves from the Study Area's eastern terminus at Jonesboro Road to its western terminus at Springdale Road, the roadway gradually widens from two to five lanes. Within the Study Area, however, the number of lanes from segment to segment is inconsistent (See Figure 8). Until it widens to four lanes at Hapeville Road, Cleveland Avenue switches between two and three lane configurations. West of the Browns Mill Golf Course, Cleveland Avenue has two lanes, one in each direction. To the east of Browns Mill Road, the Corridor becomes more residential in nature and Cleveland Avenue adds a westbound lane. At Browns Mill Road, Cleveland Avenue returns to two lanes until it crosses Macon Drive, where it regains the additional westbound lane. As it crosses Hapeville Road and approaches the I-75 interchange, Cleveland Avenue widens to four lanes. From I-75, Cleveland Avenue widens to five lanes (two in each direction with one turn lane), and remains at five lanes to the East Point City Limits.

These changes in lane configuration contribute to the vehicle lane shifting that occurs around the Hapeville Road and Browns Mill Road intersections. In these areas, drivers wishing to go straight may find themselves in a lane that terminates at the intersection as a left-turn lane. These drivers must change lanes to continue through the intersection, sometimes causing disruption in the through lane. Lane shifting of this nature can be a detriment to the safety of a roadway.



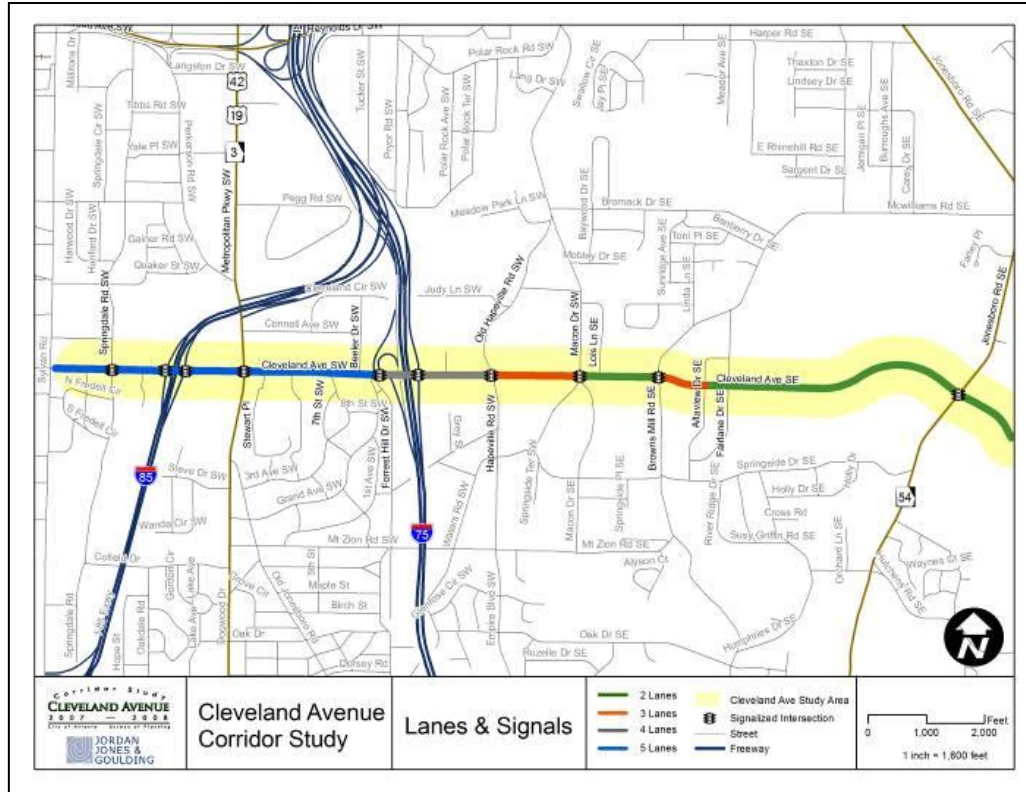


Figure 7. Number of Lanes and Traffic Signals

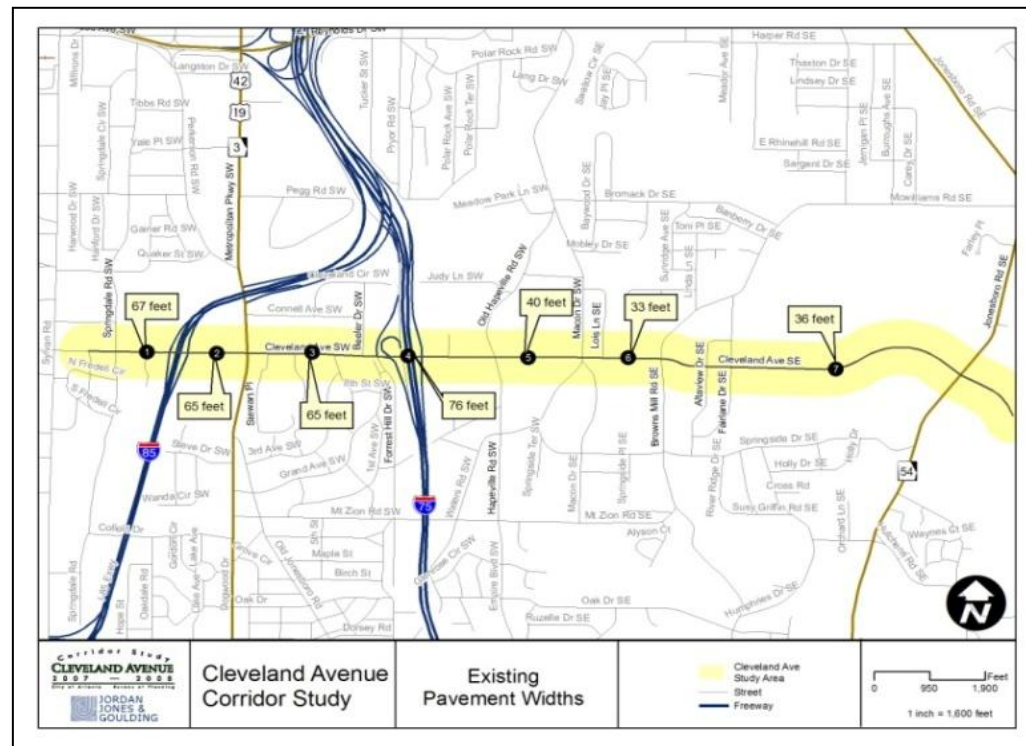


Figure 8. Existing Pavement Widths

**Pavement Widths**

Pavement widths are also inconsistent along Cleveland Avenue within the study Corridor, widening and shrinking even when the number of lanes is unchanged. The variation in pavement widths is illustrated in Figure 8.

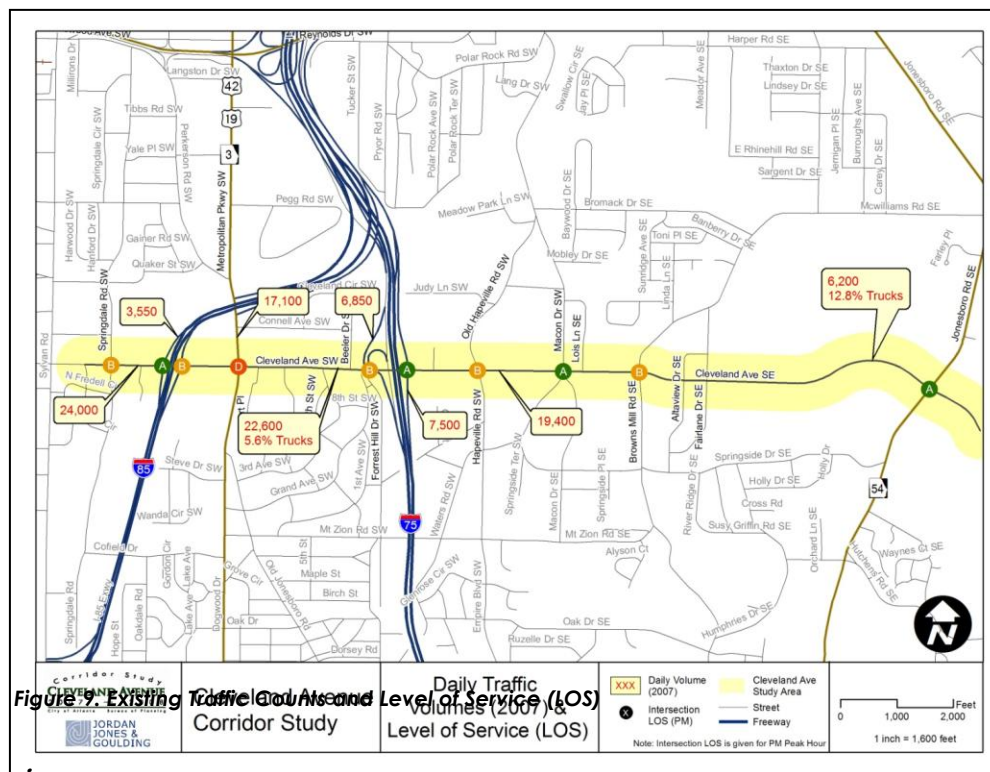
**Existing Traffic Conditions**

**Traffic Counts**

Peak-hour intersection counts and 24-hour roadway counts were taken for this study in late August 2007. Counts were taken after the Atlanta Public Schools had begun its school year in order to include school traffic in the peak hour data collection. There are about 6,200 vehicles per day on Cleveland Avenue between Fairlane Drive and Jonesboro Road. Between Springdale Road and the I-85 interchange, there are about 24,000 vehicles per day (See Figure 9).

For the most part, traffic moves easily on and off the two north-south interstates and east-west through the Corridor. The lack of significant queuing along Cleveland Avenue or on interstate ramps indicates that traffic is able to move through intersections in a timely manner.

In order to analyze the traffic operations along Cleveland Avenue, a Level of Service (LOS) analysis was conducted at all signalized intersections. Level-of-service (LOS) is used to describe the operating characteristics of an intersection in relation to its capacity. LOS is defined as a qualitative measure that describes operational conditions and motorists perceptions within a traffic stream. The *Highway Capacity Manual* defines six levels of service, LOS A through LOS F, with A being the best and F the worst.



**Intersections**

The City of Atlanta and the Georgia Department of Transportation define LOS 'D'

or better as acceptable traffic operation in urban areas.

Cleveland Avenue connects well with its crossroads, with all intersections operating at acceptable Levels of Service (LOS). However, where Cleveland Avenue meets with Metropolitan Parkway, traffic becomes relatively congested, and the intersection slows movement through the Study Area. Traffic flow can be smoother by improving the intersection of the Cleveland Avenue with the Metropolitan Parkway.

Traffic flow along Cleveland Avenue could be improved by building turn lanes, adding a second westbound lane between Browns Mill Road and Macon Drive, and general street widening.

Traffic flow may be improved with the addition of a center median in high traffic locations. Coordinating the signals along Cleveland Avenue would prevent unnecessary idling and improve traffic flow through the Corridor.

### ***Trucks***

In the traffic count conducted for this study, 794 of the 6,200 vehicles on Cleveland Avenue between Jonesboro Road and Browns Mill Road, or 12.8 percent, were trucks. Between the interstates, on the western end of the Study Area, 5.6 percent, or 1,266 of the total 22,600 vehicles were trucks (see Figure 9) The percentage of trucks decreases toward the west side of the Corridor, and they represent a relatively small portion of traffic on the five-lane roadway. At the eastern end of the Corridor, trucks comprise a much larger portion of total traffic, with more than one in every ten vehicles a truck. Truck traffic, while not overly burdensome on the Corridor as a whole, presents a challenge for moving traffic through the narrow east side of the Corridor.

## **Existing Pedestrian and Bicycle Facilities**

### ***Bicycle Facilities***

The City of Atlanta's Comprehensive Transportation Plan, Connect Atlanta, designates Cleveland Avenue as a secondary bicycle connection. Many bicyclists were observed along Cleveland Avenue during the field study for this report, but Cleveland Avenue does not have a bike lane to accommodate them, nor are bike racks available at major destinations. Often bicyclists choose routes that utilize smaller, less popular roads, and avoid major thoroughfares. However, no reasonable parallel routes exist within the Study Area to give bicyclists this option. A new multi-use path, the Southtowne trail that circles Browns Mill Golf Course is partially completed.

### ***Sidewalk Connectivity***

Since local residents use Cleveland Avenue to walk and bike to local businesses and to access public transit, sidewalks play an important role in the Corridor. Accordingly, roughly 80 percent of the roadway has contiguous sidewalks. The north side of Cleveland Avenue between Fairlane Drive and Browns Mill Road currently lacks a sidewalk.

Of the roads intersecting Cleveland Avenue within the Study Area, Metropolitan Parkway, Forest Avenue and Hapeville Road have sidewalks. The sidewalk along Hapeville Road is north of Cleveland Avenue and on the east side only. In the commercial area, from Sylvan Road to Macon Road, sidewalks wrap around the lot adjacent to Cleveland Avenue before discontinuing.

Except for Macon Drive, each of the signalized intersections within the Study Area has crosswalks and push-button light access for pedestrians. At Macon Drive, there are crosswalks but no pedestrian signal. At the I-85 interstate interchange, the sidewalk follows the roadway through the underpass. At the I-75 entrance, there is a series of sidewalks and crosswalks for traversing the intersection.

### ***Sidewalk Quality***

With a few exceptions, sidewalk surfaces are in good condition. Most area sidewalks were observed to be in compliance with the Americans with Disabilities Act (ADA), which stipulates a minimum sidewalk width, as well as sloping ramps at corners for wheelchair access and egress. In the Corridor, sidewalks are about five to six feet wide in residential areas, and are often wider in commercial areas. In several places, ADA compliance is compromised by the utility poles, manholes, mail boxes, fire hydrants, bus stops, street signs, and other obstructions that occur in the middle of sidewalks. Moreover, some of the wheelchair ramps are cracked and in poor condition.

Also, poorly maintained ground cover (such as kudzu) and weeds can cover over half the sidewalk. The resulting obstructed sidewalks have a practical clearance of three-foot or less. Simple regular sidewalk maintenance would create a more walkable environment in the Corridor.

Lack of street lighting creates poor pedestrian safety at several locations along Cleveland Avenue.



**Utility poles and overgrown vines can reduce the usable width of a sidewalk.**

## ***Existing Transit Service and Facilities***

### ***Reliance on Transit***

According to US Census 2000 data, households in the Cleveland Avenue Study Area are more likely to have incomes below the poverty level than those of Fulton County in general, 31 percent of households within the Study Area, compared to 14 percent in Fulton County. Residents of this area are more likely to rely upon public transit than the average Fulton County resident. The 2000 US Census reports that while 77 percent of Georgians and 71 percent of Fulton County residents drove to work alone, only 46 percent of Study Area residents did so.

Conversely, 18 percent of residents of the Cleveland Avenue Study Area took public transit to work, compared to 9 percent of Fulton County residents and 2 percent of Georgians.

Utilization of public transit can affect the time it takes to commute to work. Of the 15 percent of Cleveland Avenue Study Area residents who commute over an hour to work, over half (55 percent) use public transportation. The time involved in accessing distant places of employment via transit may encourage area residents to seek employment nearby. Fifty-two percent of area residents work within a thirty-minute commute from home, a higher rate than that of the average resident of Fulton County (30 percent) or Georgia.

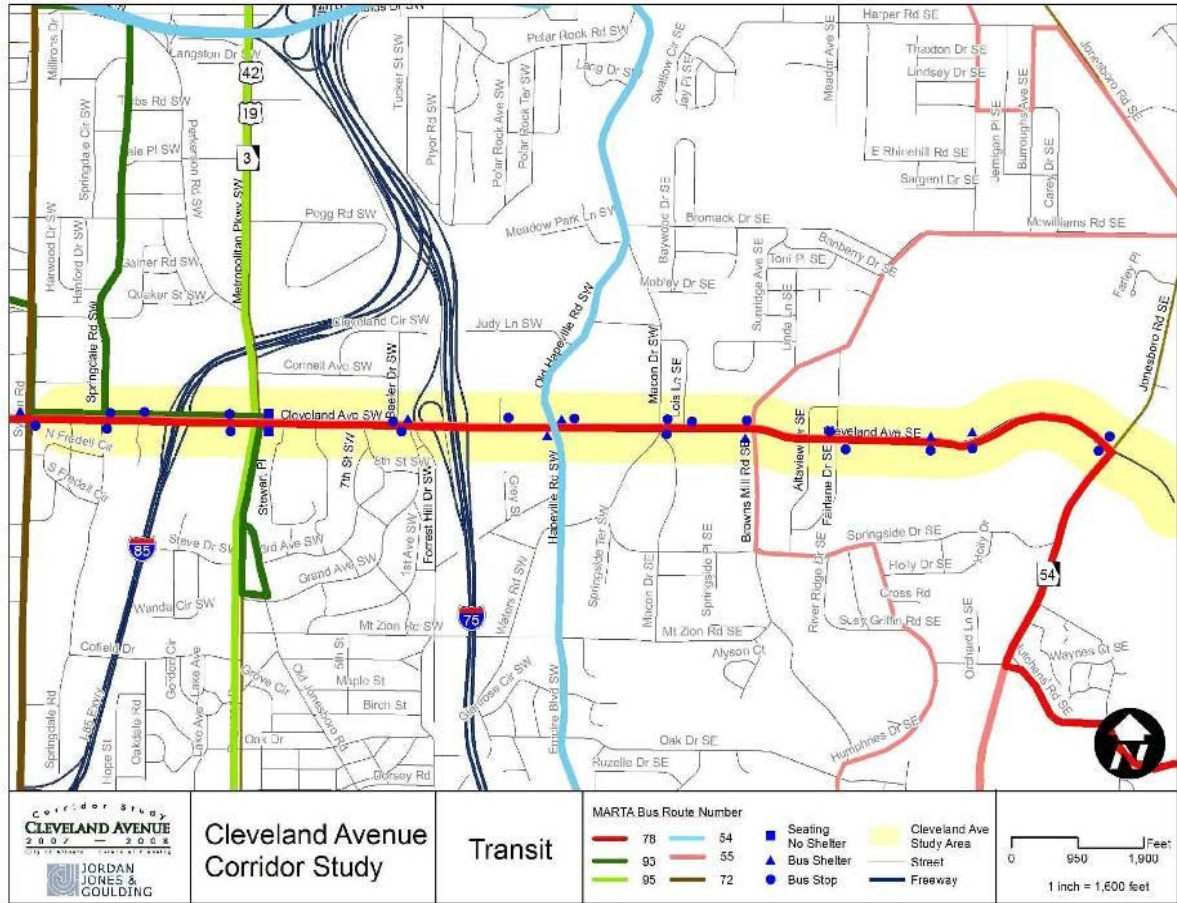


Figure 10. Bus service routes and stops within the Corridor.

**Transit Routes**

While the Corridor is not served by heavy rail, it is served by six MARTA bus routes. Bus route 78 travels along Cleveland Avenue through the Corridor, while the others cross Cleveland Avenue along north-south routes (Figure 10). To serve the bus ridership, Cleveland Avenue has 17 bus stops along its north side and 12 along the south. Of these stops, seven have MARTA bus shelters, and two stops along Metropolitan Parkway have seating but no shelter. High volume bus stops should be upgraded to provide safe shelter and seating for transit users.

The bus routes serve local schools, colleges, and retail and usually have as their primary destination the East Point, Oakland City, or West End MARTA heavy rail stations. From the West End Station, Five Points MARTA and downtown Atlanta can be reached in four minutes. From the East Point Station, the Hartsfield-Jackson International Airport is a four minute ride.

Feedback from stakeholders and residents revealed adequate frequency bus service. Bus frequency meets area resident needs. Bus frequency, destination and estimated travel times can be found in Table 9.

Table 9. Bus Service in the Study Area						
Bus No.	Crossroad	Frequency of Service during Peak Hours	Primary Destination	Estimated Time to Primary Destination	Other Destinations of Note	
78	Cleveland Avenue	every 30 minutes	East Point Station	22 minutes (Jonesboro Road stop)	South Fulton Hospital	Browns Mill GC
93	Metropolitan Pkwy/CLV	every 30 minutes	East Point Station	19 minutes	South Fulton Hospital	Fulton County Board of Education
95	Metropolitan Pkwy	every 15 minutes	West End Station	22 minutes	Atlanta Technical College/ Atlanta Metro College	Stewart Lakewood Shopping Center
54	Hapeville Rd	every 30 minutes	Oakland City Station	29 minutes	Atlanta Area Technical College	
55	Browns Mill Rd	every 30 minutes	East Point Station	17 minutes	Turner Field	Five Points (Alabama and Broad)
55	Sylvan Rd	every 30 minutes	East Point Station	7 minutes	Turner Field	Five Points (Alabama and Broad)
172	Sylvan Rd	every 40 minutes	Oakland City Station	19 minutes	Crown Road Post Office	

**Table 9. Bus Service in the Study Area**  
 \*From Jonesboro Road Stop Source: MARTA bus schedules

**Safety**

Most bus stops in the area are clearly marked and located on the sidewalk, rather than on the road shoulder. In some cases, wheelchairs do not have adequate access to Cleveland Avenue bus stops. Ramps should be added at bus stops. Shelters and stops should be situated to ensure easier wheelchair access.

Where provided, a bus shelter allows for seating and cover from inclement weather, but the advertising blocking the right-hand wall can create a blind spot for those inside of or approaching the bus shelter. Trash and litter at some shelters contributes to the unwelcoming appearance. Adding and maintaining trash service at each bus stop will help clean them up and make bus service more appealing.

**Accident History**

**Corridor Safety**

GDOT maintains records of accident occurrences along publicly owned roads in the state of Georgia. Comparing how often crashes happen on Cleveland Avenue to other streets with the same functional classification shed light

on what safety precautions may need to be taken.

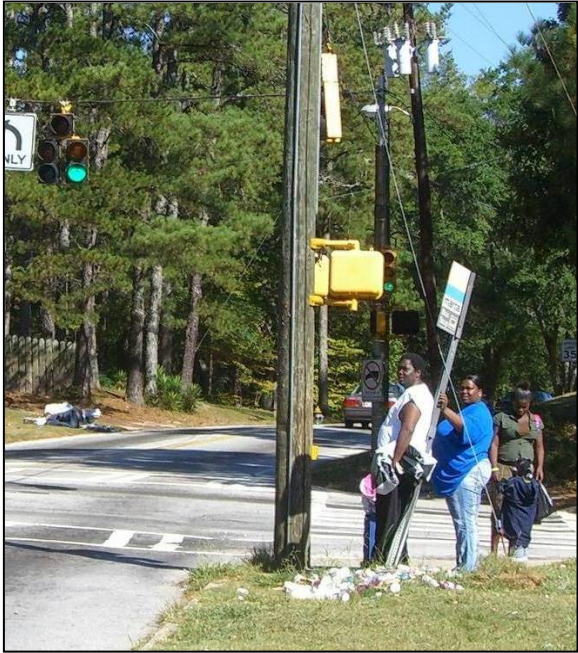
Cleveland Avenue, within the Study Area, experiences more accidents than do similar roadway facilities across Georgia, with injury and fatality rates higher than the statewide averages.

The accident rate in the Study Area is over 3.5 times that of similar roadways statewide. With 184 accidents per year within the study period, the Cleveland Avenue Corridor has an average rate of 2120 accidents per 100 million vehicle miles (MVM). The state average is 594 accidents per 100 MVM.

Similarly, the study Corridor injury rate is 7.5 times the statewide average for similar facilities. The Corridor has an average of 89 vehicle-related injuries a year, for an injury rate of 1017 injuries per 100 MVM. The State of Georgia average for similar roadways is 135 injuries per 100 MVM. Frequent lane shifting along Cleveland Avenue may contribute to safety problems in the Study Area.

Finally, the Corridor fatality rate is 3.6 times the state average. While the Corridor only has an average of one fatality resulting from accidents per year, its fatality rate is 5.68 deaths per 100

MVM. Similar roadways statewide have an average of 1.56 fatalities per 100 MVM. Accident locations within the Cleveland Avenue Corridor are presented in Figure 11. Further investigation should reveal where intersection geometry can be improved for safer traffic movement.



**Bus stops are clearly marked, but may be riddled with litter, lack seating or shelter, and be situated off of the sidewalk.**

### ***Intersection Safety***

The transportation study analyzed eight most dangerous intersections within the study Corridor, six signalized and two unsignalized (see Figure 11). The Cleveland Avenue and Metropolitan Parkway intersection accounts for over half of the 136 total yearly accidents that occur at the Corridor’s studied intersections. This intersection averages 65 accidents per year. The other Corridor intersections with high accident rates average 10 per year.

The unsignalized Beeler Drive and Steel Avenue intersections experience as many accidents as some of the Corridor’s signalized intersections. The addition of traffic signals at this intersection may reduce the number of accidents.

The poor vertical line-of-sight at the Browns Mill Road intersection contributes to the accidents in that area. Eliminating the “blind spot” at the Browns Mill Road intersection through intersection reconstruction would contribute to safety at that intersection.

Poor street lighting along Cleveland Avenue increases driver and pedestrian risk. Better street lighting would make night travel through the Study Area safer.

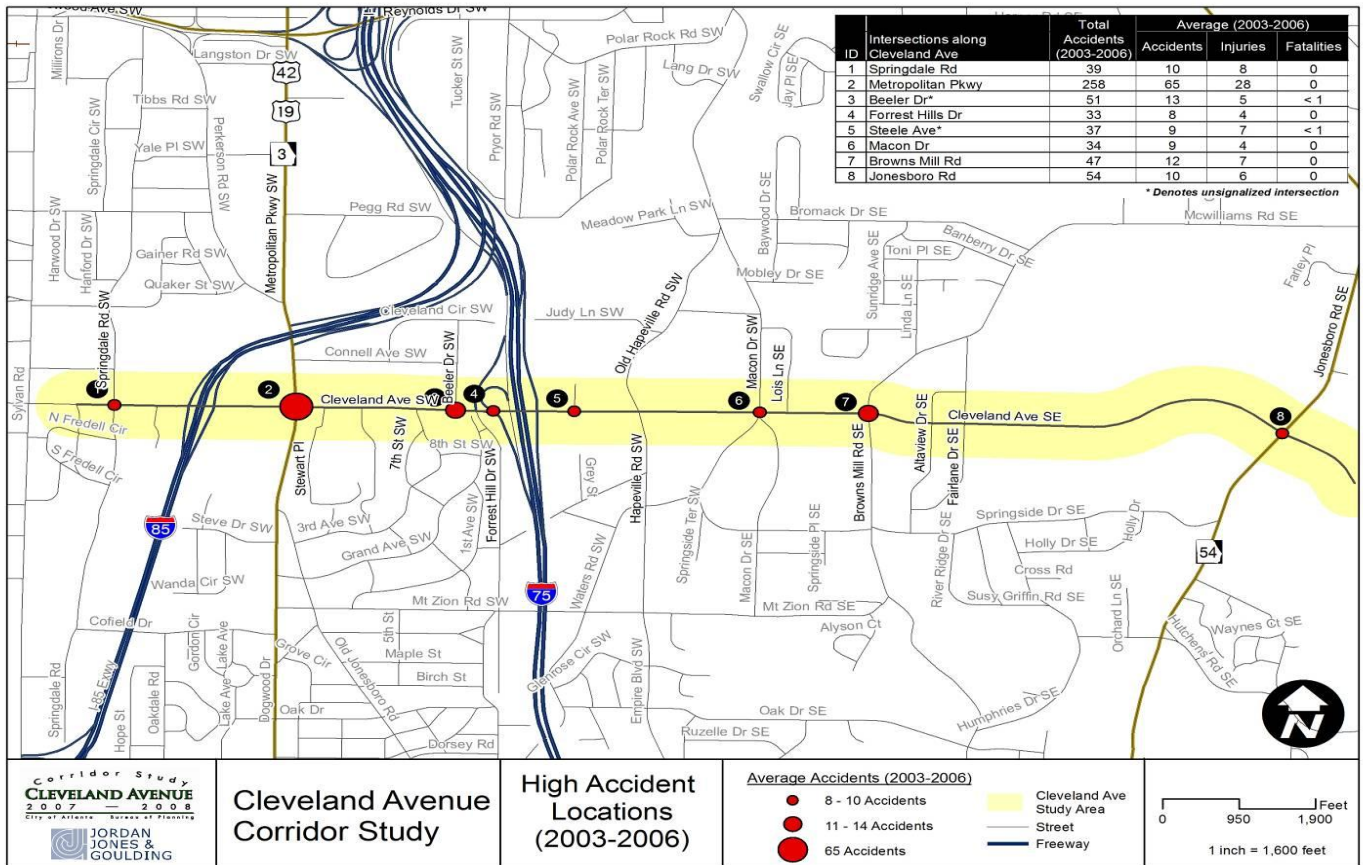


Figure 11. Accident locations and rates within the Cleveland Avenue Corridor Study Area.

### Access Management

In transportation planning, access management refers to the means of ensuring safe and effective traffic flow through the reduction and management of that traffic which is entering and exiting the roadway.

Vehicles slowing to turn into driveways either slow the traffic behind them or create accidents; this is especially true of vehicles waiting to make a left-hand turn from a lane of traffic. Managing the access to the road from parcels fronting on Cleveland Avenue have (e.g. driveways), allows traffic along the road to move more quickly and directly, with fewer stops and less slowing.

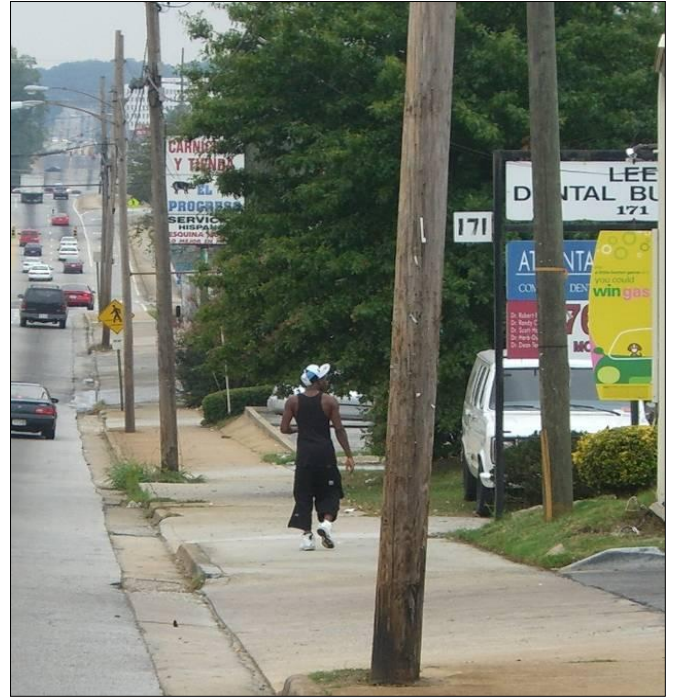
The large number of driveways and other points of access along Cleveland Avenue disrupt the traffic flow through the Corridor and create safety hazards. Addressing this single issue will improve safety, traffic flow, and the pedestrian and bicyclist experience along the Corridor.

The large volume of turning traffic makes walking and biking along Cleveland Avenue difficult and unsafe. In addition, driveway access promotes the unsightly commercial strip-style development seen on Cleveland Avenue. Access management is not a problem throughout the entire Corridor; at its eastern end, there are relatively few driveways.

Urban minor arterials like Cleveland Avenue should have a limited number of driveways, to ensure safety and traffic flow. As new developments are built, the Corridor, they should limit their use of driveways and curb cuts. Inter-



parcel access should be encouraged among new developments to allow drivers to move from location to location along the Corridor without returning to Cleveland Avenue. High traffic locations should receive controlled median separations to dissuade drivers from taking dangerous turns onto Cleveland Avenue. Reducing access to Cleveland Avenue supports alternate forms of transportation, such as bicycling or walking.



*The many driveways along this segment of Cleveland Avenue are typical of the Corridor.*

## INFRASTRUCTURE AND FACILITIES

A community's infrastructure and public facilities are key components of the framework around which the community will develop. Public facilities, such as parks, schools and libraries, often provide gathering spaces for residents.

### Facilities

A number of public services and facilities serve the Cleveland Avenue Corridor, including the City of Atlanta fire and police service. The Study Area is served by Fire Station 30 (10 Cleveland Avenue). It is located within the Atlanta Police Department's Zone 3, and includes the Metropolitan Parkway Mini Precinct, situated at 2027 Metropolitan Parkway.

Residents of the Study Area have access to the Cleveland Avenue - Roy Yancy SR Library, located at 47 Cleveland Avenue SW, as well as an array of recreational facilities, including the Cleveland Avenue Recreation Center and the Rosel Fann Recreation Center.

The Study Area is also home to two schools:

- **Hutchinson Elementary School**, located at 650 Cleveland Ave SW, serves approximately 468 students in grades K through 5 for area west of I-75 and,
- **Cleveland Elementary School**, located at 2672 Old Hapeville Road, serves approximately 415 students in grades PK-5 for area between I-75 and Browns Mill Road.

Three other schools servicing the area are not located on the Corridor. These are listed below.

- **Humphries Elementary School**, located at 3029 Humphries Drive, SE, serves approximately 305 students in grades PK-5 for area east of Browns Mill Road.
- **Long Middle School**, located at 3200 Latona Drive, SW serves approximately 544 students in grades 6 through 8.
- **South Atlanta High School**, located at 800 Hutchens Road, SE, serves approximately 993 students in grades 9-12.

### Existing Sewer System

During a 12 year process, the City of Atlanta will inspect, repair and where necessary, replace every foot of the 2,200 miles of sanitary sewers in a \$1.2 billion project. Through this process, the City expects to meet and surpass all federal and state water quality standards. The Clean Water Atlanta (CWA) projects are providing the infrastructure necessary to improve water quality and sustain Atlanta's economic vitality.

The SSES project is the first step in bringing Atlanta's aging sewer system up to world class/modern-day standards and protecting Atlanta ratepayers' quality of life by eliminating Sanitary Sewer Overflows (SSOs). Through the efforts of the SSES, approximately 60,000 manholes and 2,200 miles of sanitary sewers will be inspected for cracks, collapses, and blockages. After extensive investigation and documentation of defects is completed, a rehabilitation plan will be developed, identifying necessary sewer repairs and

replacement. In severe situations, immediate repair may be required.

Along the Cleveland Avenue Corridor, only one segment has been designated for Sewer Group 1 which is the category for most dire need of replacement. The easternmost portion of the Corridor at Jonesboro Road has been designated SG1 for evaluation purposes.

Using historical information and maintenance records, Atlanta's sewers have been categorized into 6 "sewer groups". Sewer Group 1 (SG-1) includes those sewers that are believed to have the most critical repair needs, and Sewer Group 6 includes those sewers that are believed to be the least critical or that are scheduled for repair in conjunction with other major projects. Sewer evaluations are performed by contractors based on a schedule that starts with sewers believed to have the most critical repair needs and progresses to the least problematic.

## Water Main Replacement

The City of Atlanta's Water Main Replacement Program is designed to replace and rehabilitate aged and deteriorating water mains throughout the city. Many of the pipes in the system were installed in the early 1900s and are small in comparison to modern standards in water mains. The small size and age of the pipes, coupled with corrosion and sediment accumulation over the years, has affected the flow rate and quality of water in some Atlanta communities.

## PLANNING PROCESS, VISION AND GOALS

### Public/Stakeholder Involvement

An important objective of the study was involvement from various stakeholder groups, including neighborhood representatives, government officials, government staff, developers, clergy, and business owners. The local planning outreach process promoted the involvement of all stakeholders in the Study Area in the study process. The public involvement process included an Advisory Committee, Community meetings, a project website and various forms of notification.

#### Advisory Committee

An advisory committee was established that included:

- Members of the Project Management Team
- Representatives from key stakeholder groups (NPU's, neighborhoods, and businesses) in the Study Area.
- Representatives from the local government land use planning, transportation and housing (including applicable housing authorities/agencies).
- Representatives from transportation planning or community development related non-profit organizations that provide services in the Study Area.

Advisory committee members had the following roles:

- To represent the community at large throughout the planning process,
- To ensure that the plan truly represents the community,
- To help define the goals & vision of the plan,
- To ensure that the plan addresses any issues that are special or unique to the neighborhood, and
- To review and comment on plan documents.

### Public Meetings

Five public meetings were conducted during the study process including:

- A kick-off meeting to give study overview and gather basic input from public and stakeholders. The Visual Preference Survey was conducted at this meeting. (September 6, 2007)
- Existing Conditions presentation (October 18, 2007)
- Visioning Workshop (December 1, 2007)
- Preliminary Recommendations presentation (February 21, 2008)
- Final Plan Recommendations (July 30, 2009)

### Other Public Outreach

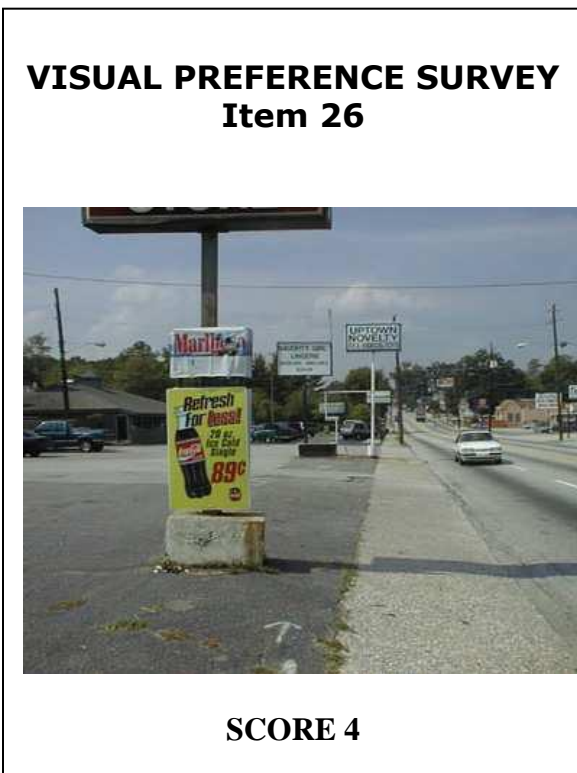
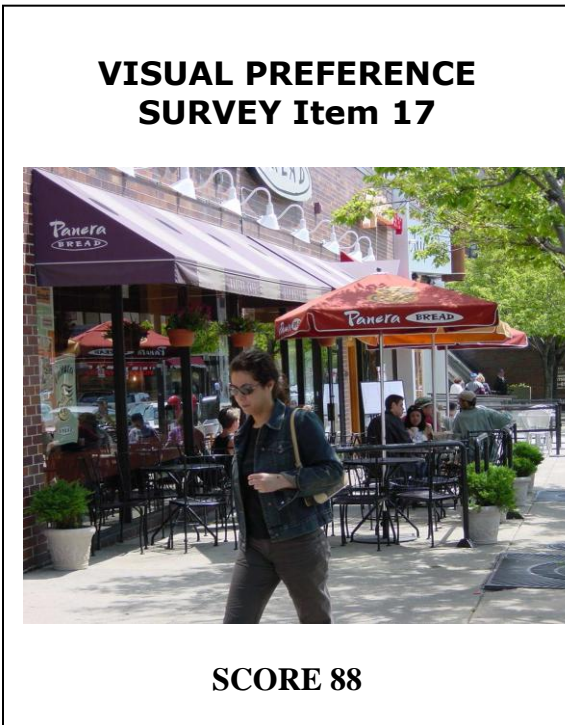
In addition to public meetings, several additional forms of public outreach were used in the process:

- Meeting notification flyers were sent out by mail and email
- Stakeholders interviews were conducted
- Website provided information about meetings and plan information.

### Visioning Exercises

#### Visual preference survey

Kick-off meeting participants were asked to rank fifty photographs of urban scenes in relation to whether the images shown are consistent with what participants hope to see in the Cleveland Avenue Corridor. Results were presented at the second public meeting. The highest and lowest scored items are presented below.

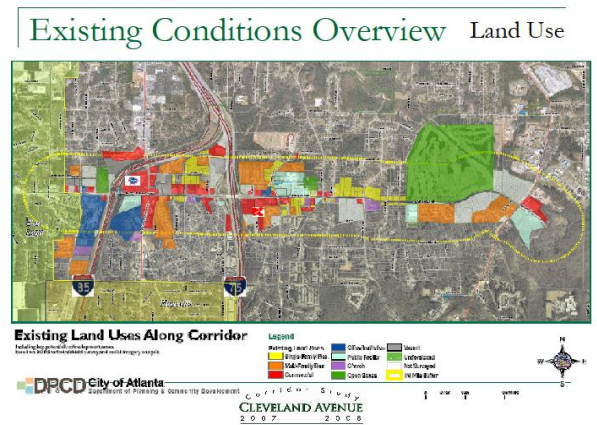


The Visioning Workshop was conducted at the third Public Meeting. Meeting attendees participated in a series of exercises in small groups designed to define a community

vision for the future of the Cleveland Avenue Corridor. The exercises included:

- Large Area Visioning
- Interstate Area Detail Visioning to determine desired changes:

The Existing Conditions Overview pictured below was used as part of the Visioning Exercises.



In addition to the recommendations generated by this study, a series of vision statements have also been composed as a means of providing a guiding set of principles for the community and the study. These principles reflect the consensus of commentary provided through the course of the planning process.

**Vision Statement**

- That the Cleveland Avenue Corridor is one of **connectivity**, with a safe and developed roadway network, bicycle lanes and contiguous sidewalk coverage.
- That the Cleveland Avenue Corridor is one of vibrant **retail** opportunities, enhancing the vitality of the area.
- That the Cleveland Avenue Corridor is one of **residential diversity**, ensuring that all ages and incomes have the opportunity to reside in the community.
- That the Cleveland Avenue Corridor is one of **open and green space**, providing the ability to recreate actively and passively for people of

all ages.

## Goals

For the purposes of achieving both the vision statements of the plan in addition to the specific recommendations of the plan, the following goals have been established.

### Development Strategy

- Reinforce the character of the Cleveland Avenue Corridor as a major thoroughfare connecting numerous residential neighborhoods and providing excellent access to in-town Atlanta and the Hartsfield-Jackson Airport area.
- Revitalize the appeal of the commercial areas and encourage greater residential diversity in the housing stock of the Corridor.

### Transportation

- Widen Cleveland Ave to five lanes (Two travel lanes plus turn lane) from Steele Dr to Browns Mill Rd.
- Improve sidewalks to meet to ADA standards.
- Provide improved shelters and seating at high-volume bus stops.
- Add or improve street lighting along entire Cleveland Avenue Corridor and add enhanced pedestrian lighting in commercial areas.
- Implement signal coordination along Cleveland Ave for improved traffic flow and safety.
- Reduce curb cuts and encourage inter-parcel access for new developments planned along Cleveland Ave.

### Parks and Open Space

- Include a park or plaza adjacent to or visible from Cleveland Avenue between I-85 and I-75, as part of major redevelopment initiatives.
- Acquire two parcels immediately south of Cleveland Avenue Park to increase park size and provide street frontage. Remodel park to accommodate new acreage and configuration. Expand park to include the land from the closed Cleveland Avenue school.
- Reconfigure street frontage at Rosel Fann Recreation Center to engage street and welcome pedestrians.

### Land Use And Zoning

- Revitalize the existing retail centers into a more pedestrian-oriented mixed use developments and encourage new mixed-use developments as well as redevelopment of existing older apartment complexes into modern apartments and/or townhome developments.
- Adopt land use changes to encourage mixed-use and residential redevelopment in designated areas while promoting quality-of-life design standards.
- Encourage 4-6 story mixed use buildings, with ground-floor commercial under residential, along Cleveland Avenue and Metropolitan Parkway in catalyst project areas.
- Encourage 2 Story buildings with a mix of local serving retail and residential at minor commercial nodes (Macon Road & Browns Mill Road).

## RECOMMENDATIONS

### CLEVELAND AVENUE DEVELOPMENT STRATEGY

#### Guiding Principles:

Consideration of both the opportunities and issues facing the Cleveland Avenue Corridor suggests the following guiding principles in the creation of a revitalization strategy.

**Reinforce the character of the Cleveland Avenue Corridor as a major thoroughfare connecting numerous residential neighborhoods and providing excellent access to in-town Atlanta and the Hartsfield-Jackson Airport area.** Streetscape improvements along Cleveland Avenue and signage or visual landmarks at the key intersections could be effective in creating a sense of arrival in the Corridor, giving it a distinct identity. The portions of the Cleveland Corridor east of the I-75 intersection beyond the commercial node at the intersection, should remain a residential area serving as a gateway into the adjacent residential areas and the Browns Mill Golf Course, a major amenity.

**Revitalize the appeal of the commercial areas of the Corridor.** A significant proportion of the retail and commercial establishments along the Corridor appear blighted and neglected. A major upgrade/redevelopment of the key commercial areas would provide residents with greater shopping alternatives and make important changes in the visual character of the Corridor.

**Encourage clustered commercial development at key intersections--minimize the linear spread of commercial along the Corridor.**

Cleveland Avenue, like many commercial Corridors in the Atlanta region, suffers from a linear development pattern of commercial development along much of its length, but extending only one parcel deep from the frontage on Cleveland Avenue. A development pattern which would lead to more robust commercial activity would be to concentrate that development at key intersections in the Corridor, and discourage its spread along Cleveland Avenue.

**Seek the active involvement of major property owners working in cooperation with the Bureau of Planning and the Atlanta Development Authority to create one or more catalytic projects at key intersections.** Given the many challenges presented by its present condition, attracting increased investment into the Cleveland Corridor will likely require a public/private partnership between one or more major land owners and the Atlanta Development Authority to create catalyst projects that can change the current image and development character of the area, particularly in the key commercial nodes. The Bureau of Planning, though the creation of special mixed use zoning overlays, can provide the regulatory framework that will permit the creation of an innovative mixed use development along the Corridor. The Atlanta Development Authority could lead the effort to organize the current land owners and solicit developer interest in the area through the provision of TAD financing or other financing incentives.

**Encourage greater residential diversity in the housing stock of the Corridor.** This can be accomplished through implementation of a number of strategies. First, by allowing for new mixed use developments with a significant rental and owner housing component. Second, encourage the redevelopment of older apartment complexes

into modern apartments and/or townhome developments. Third, encourage the development of new senior housing development as a key component of the overall housing mix in the area; thereby provide existing elderly residents with another housing option in addition to remaining in their single family homes. Create a long range goal of increasing home ownership in the neighborhoods which surround the Corridor as a way to bring greater stability to the area.

### Objectives:

**Define areas along the Corridor where new catalyst projects would be concentrated in order to stimulate development in the Corridor.** The most effective approach to redevelopment has been to concentrate public and private resources in a targeted area in a challenging environment to stimulate new investment rather than spend the limited resources on a broad area.

**Reinvigorate existing major commercial developments in order to improve the environment along Cleveland Avenue by establishing a sense of place.** A portion of existing commercial space along the Corridor should be upgraded by renovating and adding newer commercial space at the designated development areas to create a sense of place and activity.

**Attract new households to the Corridor that would help support new commercial development and enhance existing residential neighborhoods.** Support for a revitalized retail sector depends on attracting new households to the Corridor.

**Make strategic public streetscape improvements that will re-position the Corridor as being more pedestrian-**

**oriented, as well as more inviting to passing motorists.** Such improvements should include new wider sidewalks, landscaped medians to slow the flow of traffic, trees and landscaping, and improved traffic signalization.

**Create a major “anchor” at the eastern terminus of Cleveland Avenue at Jonesboro Road.** Currently the road abruptly ends immediately east of Jonesboro Road, thus detracting from the perception of Cleveland Avenue’s connectivity. Additionally, establishing a gateway at the eastern terminus of Cleveland Avenue would establish a sense of arrival to the Corridor.

**Link the recommended improvements of Cleveland Avenue to the Metropolitan Parkway TAD, which was enacted by the City in 2006.** The new Metropolitan Parkway TAD includes most of the parcels with frontage along Cleveland Avenue between Springdale Road and Macon Drive. Funds generated tax increments resulting from future development in the area could be used for public streetscape and infrastructure improvements along the Corridor.

**Concentrate commercial development at key intersections in order to prevent intrusion into residential portions of the Corridor.** Redevelopment efforts should concentrate on improving and fortifying the existing commercial areas while maintaining the residential character of the rest of the Corridor.

The following four intersections were indentified as the potential catalyst projects in the area (see Map 8):

- Springdale Road
- Metropolitan Parkway
- Interstate 75
- Jonesboro Road

Revitalization is most likely to occur when limited public resources can be concentrated in key locations. By attracting new development, these



locations become a catalyst for development and investment spreading elsewhere in the Corridor.

**Catalyst Projects:**

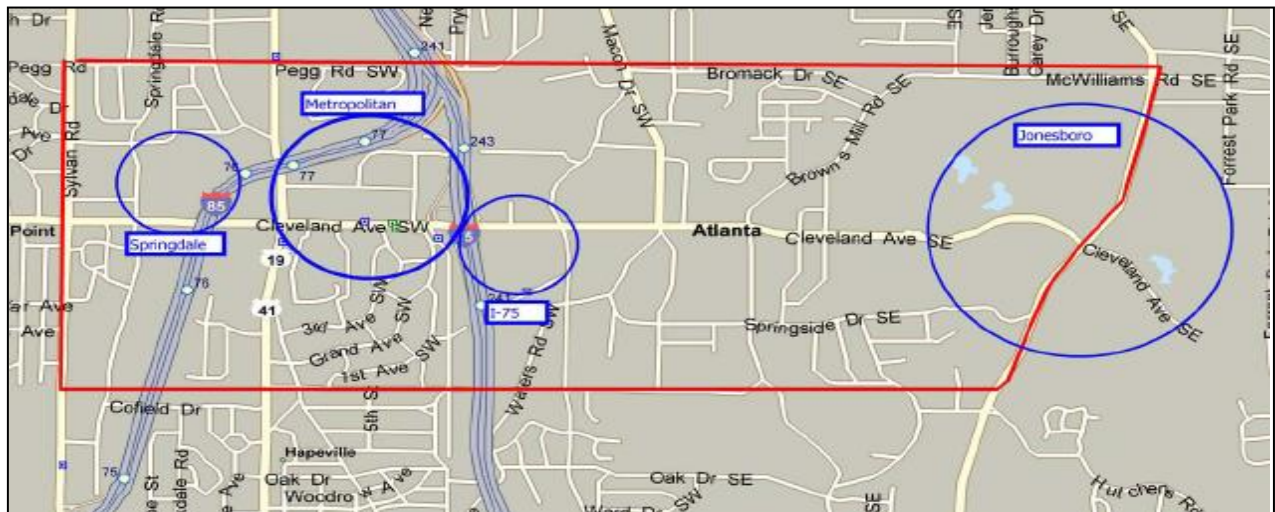
**Springdale Road Residential MXD**

The Springdale Road Residential Mixed Use development, totaling almost 30 acres, is located at the intersection of Cleveland Avenue and Springdale Road. Current land uses include office, institutional and multi-family residential.

vacant and dilapidated units among the other apartment communities.

• **Northeast Quadrant:**

There is 7.9 acres of undeveloped land near the northeast corner of the intersection, immediately behind the Summit South office tower and a service station fronting Cleveland Avenue.



**Map 8. Cleveland Avenue Proposed Catalyst Sites**  
Sources: BAG

**Existing Conditions:**

• **Southwest Quadrant:**

The 15 acres located at the southwest quadrant of the intersection is currently occupied by several older apartment complexes, one of which is the closest to the intersection with frontage on Cleveland Avenue and currently unoccupied. Behind the vacant apartment community, there is a concentration of older apartment communities. Although one of the apartment complexes has been recently been renovated (Heritage Green), there are still a substantial number of

• **Surrounding Existing Uses:**

Most of the existing office space in the Cleveland Avenue Corridor is concentrated at the Springdale node, where the 61,000 square-foot Summit South office tower is located. Adjacent to Summit South to the east are a service station and a 7.2-acre cemetery. The administrative offices of Fulton County Public Schools are located at the southeast quadrant of the intersection of Cleveland Avenue and Springdale Road. Immediately north of Cleveland Avenue on Springdale Road is Trinity Towers, a 240-unit affordable senior high rise residence.

**Proposed Development Plan:**

- Objective:** The goal for the Springdale Road area is to create a mixed-use residential community built around the existing assets of the Fulton County School administrative offices, Summit South office tower, and Trinity Towers by introducing new housing into the area through the redevelopment of key parcels at the intersection of Springdale Road and Cleveland Avenue (see Table 10).
- Southwest Quadrant:** The suggested development plan calls for redeveloping the 15 acres of existing multi-family units at the northeast quadrant of the Cleveland/Springdale intersection into 280 market-rate apartment units at moderate densities and 42 townhomes. The location’s convenient access to Interstate 85 has the potential to attract individuals and households who commute to work at the airport and elsewhere in the city. Additionally, the proposed redevelopment would attract new households to the area, establishing a sense of place at this point of the Corridor and create more demand for area retail.
- Northeast Quadrant:** The suggested development plan calls for developing the 4.4 acres of undeveloped land at the northeast quadrant as 140 market-rate senior apartment units, which could be market rate units, a mix of market rate and affordable units, or assisted living units. The proposed senior units should be designed to complement rather than compete with the existing Trinity Towers community. Additionally, the tranquility of the surrounding greenspace, the sheltered MARTA bus stop at Trinity Towers, and the nearby South Fulton Medical Center would be favorable amenities to potential senior residents.

Table 10. SPRINGDALE ROAD MXD RESIDENTIAL PROPOSED DEVELOPMENT SUMMARY			
Residential	Units/SF	Unit Type	Rent/Sales Price
Apartments	280	1-3 br	\$900- \$1,200/month
Townhomes	42	2-3 br	\$175,000- \$250,000
Senior Residences	140	eff./1 br	\$800- \$1,100/month
Source: BAG			

### Metropolitan Parkway MXD

The proposed Metropolitan Parkway Mixed Use development, totaling almost 70 acres, is located at the intersection of Cleveland Avenue and Metropolitan Parkway. Existing Land Uses include retail, commercial and residential.

#### Existing Conditions:

- Northwest Quadrant:** The intersection of Metropolitan Parkway and Cleveland Avenue is a major intersection along the Cleveland Avenue Corridor with access to I-85. It is the location of a significant portion of retail space serving the 2-mile Market Area. At the northwest quadrant of the intersection, Kroger anchors a 163,000-square foot retail center, situated on 14.7 acres of land. The property on this quadrant is part of the recently approved Metropolitan Parkway TAD.
- Northeast Quadrant:** The 50 acres of the northeast quadrant of the intersection extends from Metropolitan Parkway in the west to Beeler Drive in the east. Both Metropolitan Parkway and Cleveland Avenue are predominantly lined with stand-alone retail and smaller strip centers. The quadrant also includes a residential neighborhood that is comprised mainly of single-family homes, as well as the site of a former trailer park. There is also a vacant 5-acre piece of land that has frontage along Cleveland Avenue. This

quadrant is part of the Metropolitan Parkway TAD.

impacts on the redevelopment potential of the area.

#### Issues:

- A significant portion of the commercial space in the northeast along Metropolitan Parkway and Cleveland Avenue is aging, and evidences deferred maintenance. Additionally, the adult-themed businesses at the Metropolitan Parkway node reinforce the negative image of the area.
- This portion of the Corridor is reportedly the highest crime area of the Cleveland Avenue Corridor and has a negative influence over the rest of the Corridor. Additionally, there have been numerous complaints by the community about the Trail-R-Inn trailer park and the Skyview Apartments and their negative impacts on the surrounding area.
- Although the retail establishments at the Metropolitan node serve the surrounding 2-Mile Market Area, the area is not pedestrian-friendly and conveniently accessible to those arriving to the retail center by bus or foot. Additionally, the Kroger Citi-Center is significantly setback behind a large surface parking lot, which negatively affects the pedestrian environment along Cleveland Avenue and Metropolitan Parkway.
- Due to topography, the northeast quadrant is situated below the right-of-way of Interstate 85, thus noise and runoff from the busy highway has the potential to negatively impact the redevelopment of the site. The presence of the Gold Rush adult entertainment club also has negative

#### Proposed Development Plan:

- **Objective:** The successful redevelopment of the Cleveland Avenue/Metropolitan Parkway area is the key to the revitalization of the entire Corridor. Removing the substantial deteriorated housing, blighted retail, and hotels with their linkage to crime, prostitution, and drugs will dramatically improve conditions in the Corridor. Creating a vibrant mixed-use residential neighborhood is highly desirable. Situated between Interstates 75 and 85, the area offers the best regional access in the Corridor. Its successful transformation will create the momentum which can trigger redevelopment in other areas of the Corridor (see Table 11).
- **Northwest Quadrant:** The goal of the redevelopment of the northwest quadrant is to reconfigure the existing Kroger-anchored retail from its conventional role as an auto-dependent retail center into a more pedestrian and shopper friendly commercial center serving the surrounding Market Area. This will be accomplished by a strategy of upgrading a portion of the existing retail space and infill some of the existing parking space with 15,000 sq. ft. of additional retail space and 15,000 sq. ft. of office space. Potential office tenants include doctor's offices and smaller service-based firms.
- **Northeast Quadrant:** The redevelopment goal for the northeast quadrant is to create a major mixed-use development on this property. The plan calls for replacing the approximately 50 acres of low-density existing residential development, as well as the land of the former trailer park, with a traditional neighborhood development (TND) plan of approximately 120 townhomes, 350 market rate multi-family residential units, and 140 condominium units in addition to the 165 condominium units

by Portfolio Properties and the 200 senior units by Friendly Place, LLC that are currently in the development pipeline. Their plan also calls for 40,000 square feet

Table 11. METROPOLITAN PKWY MXD PROPOSED DEVELOPMENT SUMMARY			
	Units/SF	Unit Type	Rent/Sales Price
<b>NORTHEAST QUADRANT</b>			
<b>Residential</b>			
Townhomes	120 units	2-3 br.	\$175,000-\$250,000
Apartments/Lofts	350 units	eff, 1-2 br.	\$900-\$1,100/month*
Condos (Metropolitan)	165 units	eff, 1-2 br.	\$125,000-\$185,000
Mixed-Use Condos	140 units	eff, 1-2 br.	\$145,000-\$225,000
Senior Residences (Friendly Place)	200 units	eff, 1 br.	\$800-\$1,100/month
<b>Retail</b>			
Mixed-Use (Under Mixed-Use Condos)	40,000 s.f.		\$15-\$20
<b>NORTHWEST QUADRANT</b>			
<b>Retail</b>			
Renovation	163,000 s.f.		\$15-\$20
Infill	15,000 s.f.		
<b>Office</b>	15,000 s.f.		\$15-\$20
<i>Source: BAG</i>			
<i>*Rental rates.</i>			

of retail in the northeast quadrant to be positioned directly under the mixed-use condominiums. The commercial establishments with frontage along Metropolitan Parkway and Cleveland Avenue should be replaced with new mixed-use residential and retail uses offering convenience goods and services

that would be appealing to surrounding households. The development configuration could include 2- to 4-story development with residential rental and for-sale units located above retail. This would help redefine the core of the Metropolitan Parkway MXD and create a more pedestrian-friendly environment adjacent to this major intersection.

Key steps in the implementation of vision for the area include:

- The City provides a zoning overlay district covering both the northwest and northeast quadrants of the intersection which would encourage mixed use development combining commercial and residential uses.
- Working with the owners of the Kroger City-Center, develop a plan for the redevelopment of the retail components of the center placing new retail outlets closer to the edge of Cleveland Avenue. Also explore creating a pedestrian friendly transit stop for the many MARTA buses which serve the area.
- Develop a redevelopment plan for the northeast quadrant which incorporates the following:
  - Create a new internal street pattern for better circulation and connectivity in the area.
  - Plan for the creation of a park or other green space as a key amenity in the center of the property.
  - Encourage the creation of ground floor retail with commercial space or residences above along both the Cleveland Avenue and Metropolitan Parkway edges of the property.
  - Permit the creation of a new major retail center with structured parking along the highway right of way at the northern edge of the property which would take advantage of the steep terrain for parking and create a buffer to the residential uses to the north and east.

- Develop a plan which encourages the greatest residential densities along the Metropolitan and Cleveland Avenue edges of the property and provides a transition to lower densities as you move to the western portion of the property
- Work with the ADA and the individual property owners to cooperatively “package” the many smaller parcels into one or several key development sites and provide TAD or other assistance to the selected developers who agree to implement the mixed use vision for the area.

## I-75 MXD

The Proposed I-75/Cleveland Avenue interchange mixed use development, approximately 35 acres, is currently development with commercial uses.

### Existing Conditions:

- **Southeast Quadrant:** There is an existing 90,000 square-foot retail center anchored by K-mart and Piggly Wiggly. The center is oriented towards Interstate 75 rather than facing Cleveland Avenue. Additionally, the rest of the site is covered by an expansive, and apparently under-utilized, parking lot and retail outparcels. The site is located within the boundaries of the Metropolitan Parkway TAD.

The surrounding uses of the node are older commercial properties consisting of both stand-alone and smaller strip retail uses. There are also several older apartment communities located

immediately north and south of Cleveland Avenue.

### Issues:

- There is no sense of arrival to the Cleveland Avenue Corridor once a motorist exits Interstate 75. The Kmart and Piggly Wiggly are older and show signs of age and disinvestment. Additionally, the retail center turns its back to the surrounding residential areas to the east.
- Additional retail uses are encroaching down Cleveland Avenue into the residential neighborhoods to the east.

### Proposed Development Plan:

- **Objective:** Revitalize the existing K-Mart/Piggly Wiggly center into a more pedestrian-oriented mixed-use development that is re-oriented to Cleveland Avenue, as well as to create additional housing to enhance the vitality of the area.
- **Southeast Quadrant:** Currently Habib Properties is marketing the retail center and the 20 undeveloped acres to the south for development as a mixed-use community. The existing K-Mart/Piggly Wiggly retail center should be reconfigured to be oriented towards Cleveland Avenue in order to better integrate into the Corridor and the surrounding residential areas. Additionally, a portion of the parking lot could be redeveloped into new apartments and retail space. The new apartments, townhomes, and condominiums would add new households to the node that could support new retail offerings. Moreover, the accessibility of the node to a major regional highway has the potential to attract patrons and tenants who work at the airport or are traveling on the I-75 Corridor. New retail space has the potential to provide retail offerings that are currently not available to the surrounding the community and draw demand

from a wider area due to its visibility and accessibility to I-75.

The redevelopment plan recommends reconfiguring the existing 90,000 square feet of existing retail space and adding 50,000 to 100,000 square feet of new retail space. Additionally, the plan calls for 175 new multi-family units and 90 new townhome units for this node. Redevelopment of the Colonial Square apartment site could increase the potential housing component by an additional 250 to 300 rental units.

The key implementation steps for this catalyst project include (See Table 12).

- The City provides a zoning overlay district covering both the northwest and northeast quadrants of the intersection which would encourage mixed use development combining commercial and residential uses and allow more flexibility in the redevelopment of the site than the current C-1, C-2, and I-1 zoning.
- Working with the Habif Properties and the owners of the Colonial Square Apartments, develop a comprehensive plan for the redevelopment of the property.
- Prepare a redevelopment plan for the properties which incorporates the following elements:
  - Creates a logical street pattern for better circulation and connectivity in the area and through the two redevelopment sites.
  - Encourage the creation of ground floor retail with commercial space

- or residences above along the Cleveland Avenue street edge of the property.
- Permit the creation of a new major retail center/power center on the Habif property which would take advantage of the excellent regional visibility and access from I-75, while creating a buffer for the residential uses to the and east.
- Develop a plan which encourages multi-family residential redevelopment as the most compatible use on the Colonial Square apartment site.
- Have ADA work with Habif Properties and other property owners to collectively package the properties into one or several key development sites and provide TAD or other assistance to the selected development partner who will redevelop the site.

**Table 12. I-75 MXD PROPOSED DEVELOPMENT SUMMARY**

	<b>Units/SF</b>	<b>Unit Type</b>	<b>Rent/Sales Price</b>
<b>Residential</b>			
Multi-family/Apts.	175 units	eff, 1-2 br.	\$800-\$1,100/month
Townhomes	90 units	2-3 br.	\$175,000-\$250,000
			\$15-\$20/s.f.
<b>Retail</b>			
Renovate	90,000 s.f.		
New	50,000-100,000 s.f.		
<i>Source: BAG</i>			

## Cleveland Avenue-Jonesboro Road Residential Enclave

The intersection of Cleveland Avenue and Jonesboro Road, consisting of almost 27 acres, currently has industrial, commercial, residential uses.

### Existing Conditions:

- **Northwest Quadrant:** Ashton at Browns Mill, a 55 and older multifamily residential community was recently completed. It is adjacent to the Browns Mill Golf Course owned and operated by the City of Atlanta.
- **Northeast Quadrant:** The 7.3-acre parcel at the northeast quadrant of the intersection is owned by the New Life Tabernacle Church. Currently, the church uses the property as a garage for their vehicles.
- **Southwest Quadrant:** the new Vineyards of Browns Mill apartment community and the new Browns Mill Walk residential subdivision next to it are located in the SW quadrant of the intersection. Opposite. Cleveland Avenue terminates just past the intersection with Jonesboro Road, creating the eastern terminus of the Corridor.

### Issues:

- Jonesboro Road intersects the Cleveland Avenue Corridor and connects it to residential neighborhoods to the north and to the city of Forest Park, Clayton County, and Interstate 285 located 2.5 miles in the south. However, apart from the signaled intersection with Cleveland Avenue, there is no sense of arrival to the Cleveland Avenue Corridor when entering from Jonesboro Road.
- The abrupt ending of Cleveland Avenue immediately east of Jonesboro Road prevents Cleveland Avenue from directly connecting communities to the east and as a result, travel

in this portion of the Corridor diminishes significantly past Browns Mill Road.

### Proposed Development Plan:

- **Objective:** Create a major residential community at the juncture of Cleveland Avenue and Jonesboro road to serve as an “anchor” for this portion of the Corridor by leveraging off the momentum created by the new residential development of the Vineyard of Browns Mill and Browns Mill Walk and capitalizing on the adjacent amenity of the Browns Mill Golf Course to create an attractive residential area (see Table 13).
- **Northwest Quadrant:** Parcels on the northwest quadrant enjoys views of the Browns Mill Golf Course. The proposed plan calls for the development of 64 single-family homes at the northwest quadrant would be oriented to views of the Browns Mill Golf Course.
- **Northeast Quadrant:** Redevelopment of the 7.3 acres currently owned by New Life Tabernacle Church into a 37-unit townhome community with a 50,000 square-foot neighborhood retail center would offer neighborhood services and convenience goods to the surrounding residential neighborhood. Additionally, the intersection of Cleveland Avenue and Jonesboro Road should be enhanced to serve as an access road to both the new development and the church, as well as to connect this end of the Cleveland Avenue Corridor to Jonesboro Road and areas south.

Table 13. CLEVELAND AVENUE-JONESBORO ROAD DEVELOPMENT SUMMARY			
	Units/S F	Unit Type	Rent/Sales Price
<b>Residential</b>			
Single Family	64 units	3-4 br	\$250,000- \$325,000
Townhomes	37 units	2-3 br	\$175,000- \$250,000
<b>Retail</b>	50,000 s.f.		\$15-\$20/s.f.
<i>Source: BAG</i>			

## The Cleveland Avenue Corridor Development Plan Summary

Table 14 summarizes the development plan for the Cleveland Avenue Corridor. The development of the 4 catalyst sites over the next five years would result in the creation of 64 new single-family homes, 289 new townhomes, 805 new multi-family units (apartments), 305 new condominiums, and 340 new senior residences. Additionally after the plan is complete, there will be 423,000 to 473,000 square feet of retail space, of which 253,000 square feet will be renovated existing retail space and 155,000 to 205,000 square feet will be new retail space; and 15,000 square feet of additional office space. The creation of these catalyst projects, combined with the streetscape and transportation improvements would attract significant additional private investment into the Corridor.

Table 14. CLEVELAND AVENUE CORRIDOR PROPOSED DEVELOPMENT PLAN SUMMARY					
	Springdale	Metropolitan*	I-75*	Jonesboro	TOTAL
<b>Residential (Units)</b>					
Single Family				64	64
Townhomes	42	120	90	37	289
Multi-family	280	350	175		805
Condominiums		305			305
Senior Residences	140	200			340
<b>Total Residential Units</b>	<b>462</b>	<b>975</b>	<b>265</b>	<b>101</b>	<b>1,803</b>
<b>Retail (Sq. Ft.)</b>					
Renovate		163,000	90,000		253,000
New		15,000	50,000- 100,000	50,000	115,000-165,000
Mixed-use		40,000			40,000
<b>Office (Sq. Ft.)</b>		15,000			15,000
<b>Total Commercial Sq. Ft.**</b>		<b>233,000</b>	<b>140,000- 190,000</b>	<b>50,000</b>	<b>423,000-473,000</b>
<i>Source: BAG</i>					
<i>*Part of the Metropolitan Parkway TAD</i>					
<i>**Does not include the specialized retail recommended at the northwest quadrant of the I-75 MXD node.</i>					



## LAND USE AND ZONING RECOMMENDATIONS

The Land Use recommendations presented below are a result of analysis of the Corridor's Market Study recommendations and physical conditions and the community's vision for future growth. Map with the recommended land use amendments are included, along with recommendations about changes discussed and analyzed as part of the community engagement processes (see Map 9 and Table 15).

- Encourage 2 Story buildings with a mix of local serving retail and residential at minor commercial nodes (Macon Road & Browns Mill Road)
- Support a range of housing options within the Corridor, supplementing existing housing inventory with a varied mix of rental/owner occupied housing, appealing to different ages, incomes, & lifestyles.

### Land Use Recommendations

- Amend Land Use Map to encourage mixed-use and residential redevelopment in designated areas while promoting quality-of-life design standards.
- Change Land Use Map designations in two major commercial catalyst areas (Metropolitan Parkway and Interstate 75) to a combination of Medium Density Mixed Use and Medium Density Residential
- Change Land Use Designation along Metropolitan Parkway from Old Jonesboro Road to Mt. Zion Road to Low Density Mixed Use
- Change Land use in two neighborhood commercial nodes (Macon Road & Browns Mill Road) to Low Density Mixed Use
- Maintain Land Use at Jonesboro Road Node as adopted in 2006, based on Jonesboro road Corridor plan
- Encourage 4-6 story mixed use buildings, with ground-floor commercial under residential, along Cleveland Avenue and Metropolitan Parkway in catalyst project areas.<sup>1</sup>

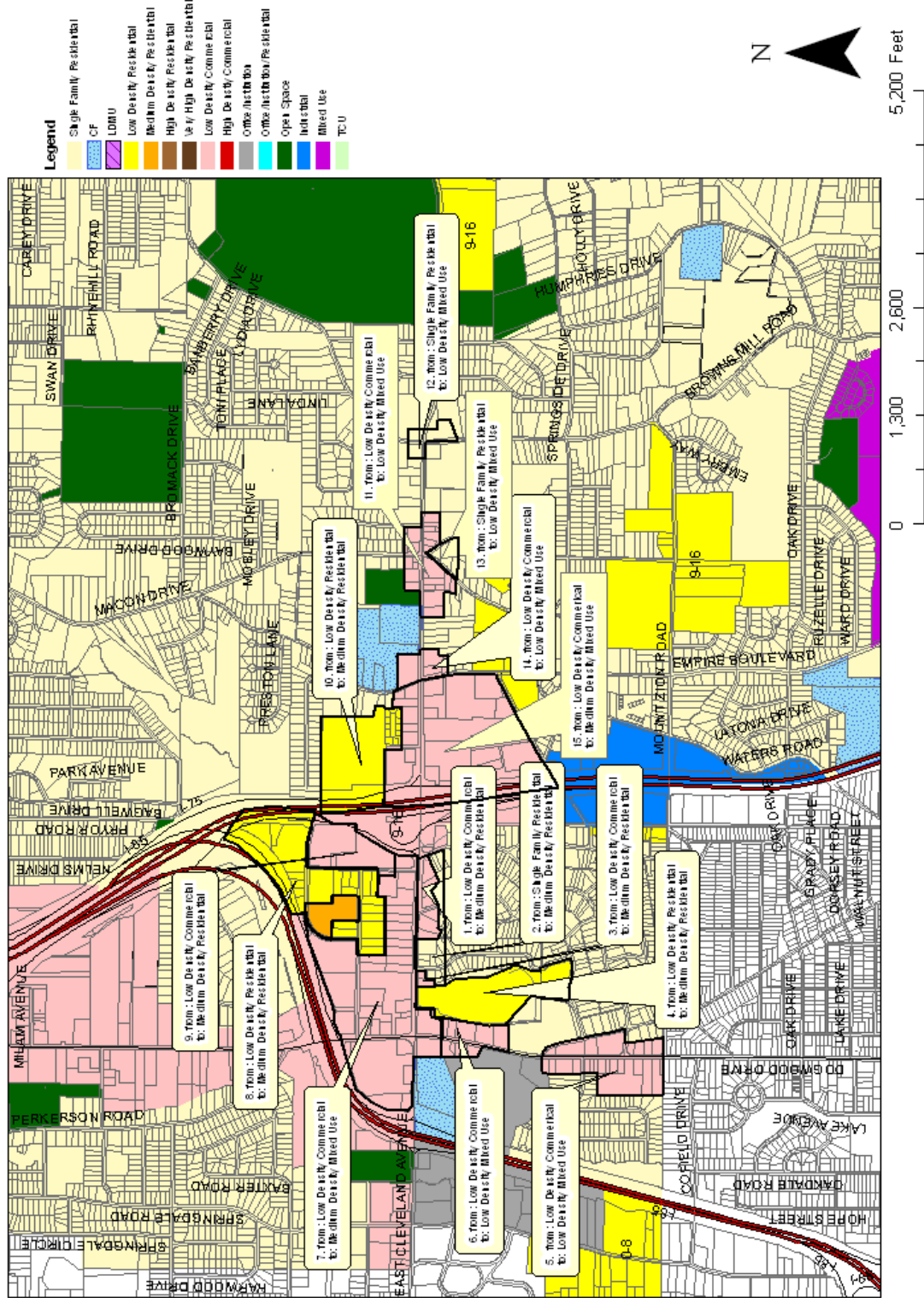
<sup>1</sup> Community members prefer 3 to 4 story buildings. However, building height is determined

by the Floor Area Ratio allowed in the zoning of the parcel.



Table 15: Proposed Changes to the Land Use Map			
No. on Map	Current Designation	Proposed Designation	Rationale
1	Low Density Commercial	Medium Density Residential	To encourage residential development on the south side of Cleveland Ave between I-85 and I-75 at edges of a major activity node
2	Single Family Residential	Medium Density Residential	To encourage residential development on the south side of Cleveland Ave between I-85 and I-75 at edges of a major activity node
3.	Low Density Commercial	Medium Density Residential	To encourage residential development on the south side of Cleveland Ave between I-85 and I-75 at edges of a major activity node
4	Low Density Residential	Medium Density Residential	To encourage residential development on the south side of Cleveland Ave between I-85 and I-75 at edges of a major activity node
5	Low Density Commercial	Low Density Mixed Use	To promote mixed use development along Metropolitan Parkway and Mt. Zion Road and to transition to residential uses at the Hapeville city limits.
6	Low Density Commercial	Low Density Mixed Use	To promote mixed use development along Metropolitan Parkway and Cleveland Avenue
7	Low Density Commercial	Medium Density Mixed Use	To promote mixed use development along Metropolitan Parkway and Cleveland Avenues
8	Low Density Residential	Medium Density Residential	To encourage residential development between I-85 and I-75 at edges of a major activity node
9	Low Density Commercial	Medium Density Residential	To encourage residential development between I-85 and I-75 at edges of a major activity node
10	Low Density Residential	Medium Density Residential	To encourage residential development east of I-75 at edges of a major activity node
11	Low Density Commercial	Low Density Mixed Use	To support development of a neighborhood commercial node
12	Single Family Residential	Low Density Mixed Use	To support development of a neighborhood commercial node
13	Single Family Residential	Low Density Mixed Use	To support development of a neighborhood commercial node
14	Low Density Commercial	Low Density Mixed Use	To support development of a neighborhood commercial node
15	Low Density Commercial	Medium Density Mixed Use	To promote mixed use development along I-75 and Cleveland Avenue

Cleveland Avenue Corridor Plan  
Recommended Land Use Changes



Map 9. Land Use Change Recommendations

## ZONING: RECOMMENDATIONS

In the implementation of the Cleveland Avenue Corridor plan, zoning and land use are key strategies for stimulating economic development and revitalization, along with design elements, partnerships and economic stimulus and investment. Quality of Life Zoning districts are recommended in the identified commercial nodes and proposed mixed-use areas. The Quality of Life zoning districts are intended to compact urban form in a pedestrian oriented environment.

Through zoning, new developments and redeveloped area should incorporate the following characteristics:

- Promote buildings that create public spaces.
- Promote architectural variation
- Encourage equal or greater parcel and transportation connectivity
- Establish new pedestrian-oriented street grid
- Prohibit parking between buildings and the street.

The recommended Quality of Life zoning districts are consistency with the proposed 15 year Land Use map amendments.

## URBAN DESIGN RECOMMENDATIONS

Urban design is the design of the public realm and the relationships between the elements that define it, such as streets, sidewalks, plazas, parks, and buildings.

In considering urban design, attention is given to:

- Relationships of building to the street, and buildings to other buildings,
- Streetscapes, including sidewalks, street trees, street lights, and street furniture,
- Open spaces, such as parks and plazas, and
- Street patterns, including street widths, block sizes, and character

The recommended urban design features along the Corridor are listed below.

### **Design features in Major Mixed-Use Districts (Metropolitan Parkway, East-Hapeville)**

- Provide a new pedestrian scale street grid in large redevelopment areas.
- Create a new park or plaza facing Cleveland Avenue as a centerpiece of a new development.
- Ensure a mix of housing types and affordability.
- Establish a water feature, pond or fountain as a focus of plaza/park.
- Encourage the placement of a local police precinct within a

major catalyst redevelopment project.

### **Design features in Minor Commercial Nodes (Macon, Browns Mill)**

- Promote the construction of one to two story buildings.
- Provide pedestrian oriented streetscaping and sidewalks.
- Establish local-serving businesses

### **Street features Along Cleveland Avenue from Sylvan to Hapeville Road.**

- Maintain existing lanes and create a landscaped median or turn lanes.
- Provide better street and pedestrian lightning. Provide on-street parking in some areas.
- Ensure limited driveways and curb-cuts

### **Street features in Minor Nodes from Hapeville Road to Browns Mill Road**

- Widen the road to four lanes from Hapeville to Browns Mill Road.
- Provide good street and pedestrian lightning throughout the Corridor.
- Provide good and consistent sidewalks throughout the Corridor and wider sidewalks in commercial modes.

### **Street features from Browns Mill to Jonesboro**

- Maintain the existing width of the streets.

- Restripe the road to two travel lanes and a central turn lane.
- Provide good street and pedestrian lightning throughout the Corridor.
- Provide good and consistent sidewalks throughout the Corridor and wider sidewalks in commercial modes.

the street and the land of the closed Cleveland Avenue School.

- Reconfigure Rosel Fann Recreation Center and Browns Mill Golf Course street frontages to better engage street and community.

**Park design:**

- Create new parks and plazas in major redevelopment projects.
- Expand Cleveland Avenue Park to include undeveloped parcel facing



## TRANSPORTATION RECOMMENDATIONS

Transportation recommendations for the Cleveland Avenue Corridor Study Area are divided into the following categories: roadway, intersection, pedestrian, bicycle, safety, and policy.

Future Conditions Capacity Analysis, Level of Service Analysis are included in Appendix A.

Bond funded transportation improvement projects (that intersect a quarter mile buffer along the Cleveland Avenue are in Appendix B.

### Roadway Improvements

#### *Road Configurations*

There are three recommended roadway sections for Cleveland Avenue within the Study Area. The first is a five-lane configuration that has two travel lanes in each direction with a center turn lane. Sections of Cleveland Avenue widened to this configuration will include on-street bicycle lanes; those segments that are already five lanes should include on-street bike lanes in the long term. Sidewalks should be present along both sides. From Springdale Road to Forest Hill Road, Cleveland Avenue currently has this five-lane configuration. The plan recommends widening Cleveland Avenue to this configuration from Steele Avenue to Browns Mill Road. The area surrounding the I-75 interchange, between Forest Hill Drive and Old Hapeville Road, will retain its current four-lane configuration.

The second configuration has three lanes and will apply to the segment between Browns Mill Road and Fairlane Drive. The

three-lane section has one travel lane in each direction with a center turning lane and on-street bicycle lanes. Sidewalks will run along both sides.

The final, two-lane configuration applies to Cleveland Avenue from Fairlane Drive to Jonesboro Road. The two-lane section has one travel lane in each direction, with a sidewalk on the south side of the roadway and a multi-use path on the north side.

#### *Road Widening*

##### **Coordination with the Connect Atlanta Plan**

The City of Atlanta recently completed a year-long process to develop a Comprehensive Transportation Plan to guide the next 25 years of transportation policy and investment. As an example of coordination with the Connect Atlanta Plan is its recommendation for implementing a road widening on Cleveland Avenue (Project RW-004). The project description is “Widen Cleveland Avenue to five lanes, approximately 0.70 mile”.

##### **Steele Avenue to Browns Mill Road**

Cleveland Avenue should be widened to a five-lane configuration, including on-street bicycle lanes, between Steele Avenue and Browns Mill Road. The westernmost section of this widening recommendation is presented in Figure 12.

Widening would begin at the recommended improvements to the Steele Avenue intersection and continue to Browns Mill Road. At this intersection, the five-lane roadway would transition to a three-lane configuration and continue east to Fairlane Drive (Figure 13).

Widening Cleveland Avenue in this area accomplishes three goals. First, it provides an additional travel lane to accommodate traffic accessing the interstates and local commercial centers. Second, it eliminates the lane configuration inconsistencies between Browns Mill Road and



Hapeville Road. Third, it will provide safe bicycle access along this segment of the Corridor. Each of these goals improves the traffic flow and safety for commuters. Existing

and future traffic volumes on Cleveland Avenue east of Browns Mill Road do not justify additional through lanes.



Figure 12. Recommended intersection improvements at Steele Avenue and Old Hapeville Road and road widening on Cleveland Avenue

**Browns Mill Road to Fairlane Drive**

Cleveland Avenue from Browns Mill Road to Fairlane Drive should be widened to include on-street bicycle lanes on both sides, and restriped to include one through lane in each direction with a continuous center turn lane (Figure 13). This restriped section of Cleveland Avenue would then tie into the two-lane configurations of Cleveland Avenue eliminating the inconsistent lane configurations from between Browns Mill Road and Fairlane Drive. The bicycle lanes would connect to the Southtowne Trail multi-use path to the east. Cleveland Avenue between Fairlane Drive and Jonesboro Road does not warrant additional lanes to accommodate predicted traffic volumes.

**Road Repaving**

Those areas which have poor pavement conditions should be repaved. Repaving damaged roads reduces the chance for damage to the vehicles which must cross them, as well as the danger caused by cars swerving to avoid potholes. As described in the Existing Conditions section, much of Cleveland Avenue was observed to have poor pavement quality.

**Intersection Improvements**

*Intersection Signalization and Improvements*

**Steele Drive**

The Steele Drive intersection should have a traffic signal with channelized left turn lanes installed to improve safety. These improvements are shown in Figure 12. Due to its close proximity to the I-75 interchange, a design exception may be needed in order to signalize the intersection. Signalization is needed to address the high number of accidents that occur at this intersection and the potential additional traffic that is expected to use this intersection as the I-75 Mixed Use District redevelops. Roughly as many accidents took place from 2003 to 2006 at the Steele Drive intersection as at the signalized Macon Drive, Forest Hill Drive, or Springdale Road intersections. In the development scenario Steele Drive would serve as the connection to development of greater density than it currently serves. A signal would create a safer left-turn option onto Steele Drive from Cleveland Avenue...



Figure 13. Recommended widening of Cleveland Avenue between Browns Mill Road and Fairlane Drive

**Old Hapeville Road**

The intersection at Old Hapeville Road should be improved with the addition of left turn lanes. These improvements are shown in Figure 12. Currently, the left eastbound lane of Cleveland Avenue terminates in a left-turn lane at the Old Hapeville Road intersection, leading drivers to shift lanes abruptly. Correcting this confusing alignment with left-turn lanes will make entrance and egress from Old Hapeville Road safer and accommodate future

traffic volumes.

**Metropolitan Parkway Intersection**

The intersection at Metropolitan Parkway should be reconstructed to include double left-turn lanes at the westbound, eastbound and southbound approaches and raised medians at all four approaches (Figure14). The double left-turn lanes will accommodate the additional traffic generated by redevelopment of the area.

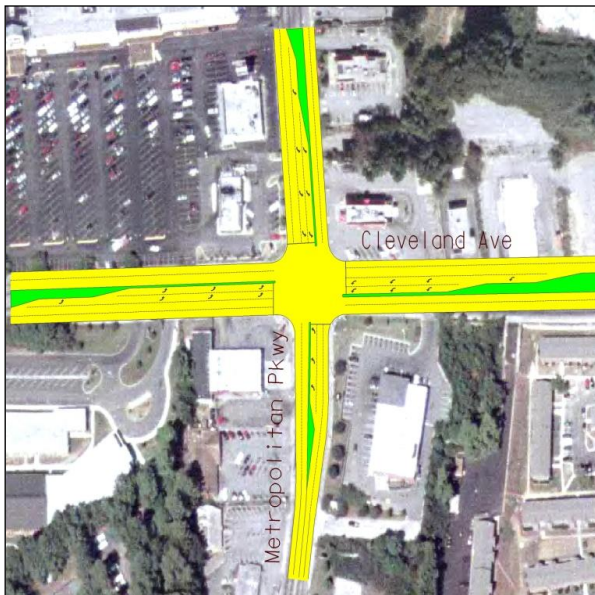


Figure 14. Recommended medians at the Metropolitan Parkway Intersection

**Intersection Realignment**

**Browns Mill Road Intersection**

The intersection at Browns Mill Road should be realigned for proper sight distance and to meet current design guidelines. Realignment should occur during the widening of Cleveland Avenue. Improvements should address the horizontal and vertical line-of-sight deficiencies at this intersection.

**Waters Road SW**

Waters Road SW should be realigned to tie into Macon Drive south of the intersection with Cleveland Avenue. Waters Road and Macon Drive

come together in a “wishbone” shape south of Cleveland Avenue, which can create confusion for outbound and inbound traffic. Realigning Waters Road so that it terminates at Macon Road with a stop sign will eliminate this confusion and improve traffic safety and flow through the Cleveland Avenue intersection.

## Pedestrian Improvements

### *Sidewalk Improvements*

#### **Sidewalk Standards**

Where needed, existing sidewalks throughout the Corridor should be upgraded to meet current design standards.

#### **Browns Mill Road to Fairlane Road**

Sidewalk conditions within the “big dip” area, which lies between Browns Mill Road and Browns Mill Golf Course, should be upgraded to strengthen the pedestrian connection between the commercial and residential sections of the Corridor. Currently, the sidewalk in this area is of uneven grade, width, and condition. Of special concern is the lack of pedestrian lighting, which creates a safety hazard. As part of the proposed road widening between Browns Mill Road to Fairlane Road, care should be taken to level sidewalk grade as much as possible. At the time of construction, whole or partial sidewalk reconstruction may be implemented.

#### **Macon Drive Intersection**

The signal at the Macon Drive intersection should be upgraded to include pedestrian signalization. At this time, every signalized intersection within the Cleveland Avenue Corridor, with the exception of Macon Drive, has signalization for pedestrians. The addition of pedestrian signalization at this intersection would improve pedestrian safety.

### **Pedestrian Lighting**

Pedestrian lighting should be installed in the commercial section of the Corridor, between Browns Mill Road and Springdale Road. Pedestrian traffic after dark can be expected in this area, and better lighting will create a safer, more inviting atmosphere, encouraging patronage of the current and planned commercial areas in the Corridor.

### **Utility Relocation**

Placing utilities underground in the long term would remove obstructions from sidewalks and create a more inviting streetscape. Relocation should be given priority between Hapeville Road and Jonesboro Road, where utility poles in the sidewalk are prevalent.

## Bicycle Improvements

### *Bicycle Lanes*

#### **Coordination with the Connect Atlanta Plan**

Connect Atlanta’s intent is for the bicycle network to be a fundamental part of Atlanta’s transportation system. The on-street bicycle route network recommended in the Connect Atlanta Plan is envisioned as a combination of striped bicycle lanes and shared-use streets with visual pavement markings. It is important to establish that bicycle lanes are well-branded and easily understood; for that reason they are recommended as a preferred design option. Connect Atlanta designates Cleveland Avenue as a secondary bicycle route.

#### **Steele Avenue to Browns Mill Road**

As part of the recommendation to widen Cleveland Avenue between Steele Avenue and Browns Mill Road, it is recommended that bicycle lanes be added on the north and south sides of the roadway (Figure 12). In the Existing Conditions section, a large number of bicyclists were observed on Cleveland Avenue. Separate bike lanes will increase bicyclist safety on Cleveland Avenue.

**Browns Mill Road to Fairlane Drive**

The previously recommended restriping from Browns Mill Road to Fairlane Drive should include widening for on-street bicycle lanes (Figure 13). These bicycle lanes would connect to the on-street bike lane to the west as well as the Southtowne Trail System multi-use trail to the east.



*Example of on-street bicycle lanes*



**Figure 15. The planned Southtowne Trail System multiuse paths at Browns Mill Golf Course. Source: PATH Foundation**

**Southtowne Trail System**

The multi-use trail currently being constructed along the south side of the Browns Mill Golf Course is a part of a larger network named Southtowne Trails (Figure 15). A project of the PATH foundation, these trails would terminate in the north at the proposed Beltline pathway system, and to the south, at Jonesboro Road. The system includes trails around the perimeter of the Browns Mill Golf Course, through South Bend Park, and around the lake at Lakewood Fairgrounds. Connecting to this community resource provides residents of the Cleveland Avenue Corridor the opportunity for recreation and movement within the city. The trail system would also provide bicyclists an off-street connection to Jonesboro Road to the south and east from Cleveland Avenue.

**Fairlane Drive to Jonesboro Road**

It is recommended that Cleveland Avenue, from Fairlane Drive to Jonesboro Road, be restriped to include on-street bicycle lanes. The existing roadway in this segment is 36 feet wide, and can accommodate two twelve-foot wide lanes of traffic and two four-foot wide bicycle lanes. These lanes would provide an additional link to Jonesboro Road from Cleveland Avenue.

**I-85 and I-75 Redevelopment**

Any widening of Cleveland Avenue that occurs to support redevelopment within the vicinity of the I-75 and Metropolitan Parkway Mixed Use Districts should include on-street bicycle lanes. Bicycle lanes in these areas should prove especially valuable in allowing local residents access to retail and commercial centers without creating the need to accommodate additional vehicular traffic or parking. These bicycle lanes should be constructed to connect with the existing street network.

## Transit Recommendations

As public meetings held for the Cleveland Avenue Corridor Study, resident response indicated that MARTA bus service is more than adequate. Thus no service or frequency recommendations are included in this report.

### *Bus Stop Improvements*

The bus stops along the Corridor should be maintained for cleanliness and safety. Shelter and seating should be provided at high-volume bus stops, including those which may be added to serve the redeveloping commercial nodes. Wheelchair access to bus stops should be ensured, including the building of ramps and the placement of bus stops on sidewalks.

## Safety Recommendations

### *Medians*

#### **Metropolitan parkway Intersection**

In addition to the previously recommended turn lanes, raised medians should be constructed at all four approaches to the Metropolitan Parkway intersection (Figure 13). This intersection experienced the highest number of accidents of the intersections within the Study Area. The addition of a raised median would make the intersection safer by channelizing traffic wishing to travel through the intersection. By preventing left turns into and out of adjacent businesses, these medians will improve intersection operation and safety.

#### **Beeler Street Intersection**

A raised median and channelized intersections should be constructed in the center of Cleveland Avenue in the vicinity of the Beeler Street intersection. Except for the Metropolitan Parkway intersection, the Beeler Street intersection had a higher occurrence of accidents from 2003 to 2006 than any other intersection in the Corridor. These



**Figure 16. Recommended Beeler Drive median**

improvements at this intersection would prevent drivers from attempting to turn left onto Cleveland Avenue from Beeler Street, ensuring safer access to the street (see Figure 16).

### *Street Lighting*

Street lighting should be installed or upgraded throughout the Corridor to improve safety. Current night-time driving is difficult due to lack of street lighting. Adding street lights would make conditions for through and turning traffic safer.

### *Access Management*

Access management techniques are designed to improve operation efficiency of roadways without additional lanes. Access management techniques include driveway management, median management, and interparcel access. Although needed throughout the Cleveland Avenue Corridor, access management is especially applicable to section between I-85 and Hapeville Road, which has many closely spaced commercial driveways. As redevelopment occurs in the Metropolitan Parkway and I-75 Mixed Use Districts, as well as in the Macon and Browns Mill Commercial Nodes, it should be used as an opportunity to implement access management techniques within the Study Area. Rather than allowing each individual lot access to the

thoroughfare via driveway (or driveways), parcels should be designed to share access.

Encouraging inter-parcel access and reducing direct access to Cleveland Avenue will:

- Create a more comfortable environment for pedestrians, who must currently navigate multiple driveways.
- Make pedestrian conditions safer by reducing the number of locations where vehicles may cross the sidewalk path.
- Ensure safer and more efficient vehicle travel through the Corridor by limiting the locations of left-turning vehicles to and from Cleveland Avenue.

### ***Signal Coordination***

Signal coordination should be implemented along Cleveland Avenue for improved traffic flow. Signal coordination allows cars to proceed along a roadway with minimal delay due to timed traffic lights. By progressing groups of vehicles through the Corridor, coordination creates larger gaps in traffic, which aids turning vehicles.

## PARKS, GREENSPACE, AND OPEN SPACE RECOMMENDATIONS

The redevelopment initiatives aimed at improving access and expanding the network of existing parks will not only benefit the region but will allow places for neighborhood residents and children to gather and enjoy nature.

### **Create public space/plaza in front of Rosel Fann Recreation Center:**

The Rosel Fann Park and recreation center has the ability to serve Cleveland Avenue as a major landmark as well as a public place for residents to gather. The current design of the park and recreation center isolates and hides these potentially communal facilities from the public. The creation of a functional public space in place of the first tier of parking spaces in the front of the building would make the recreation center more attractive and visible from the street. It is apparent by the number of people at the bus stop and litter on the sidewalks that the front of Rosel Fann experiences steady pedestrian traffic. The public space would create a place for pedestrians to gather. If networked properly with the park behind the recreation center, this public space entranceway could inform people of the park behind the Recreation Center and increase its' usage. Along with the creation of public space, a sheltered bus stop should also be implemented in front of the recreation center.

### **Open up access to Rosel Fann Park by creating multiple pedestrian access points:**

Currently, the park is surrounded on three sides by thick vegetation and woods. There is one way to enter the park. Creating a walkway between the apartments and the park would allow apartment residents to use the parks facilities. The boardwalk that leads into the woods at the rear of the park is

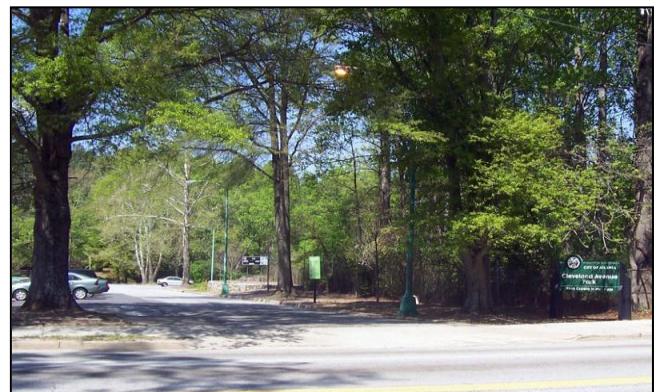
currently blocked off and seems unsafe to walk on. The multi-use path that currently exists on the southern border of Browns Mill Golf Course could be extended throughout the park and the existing nature trail. This path could link to the existing neighborhoods behind and adjacent to the park to attract more pedestrians and park users. The wooded area surrounding the park requires selective trimming and light maintenance to ensure the safety of path users. The integration of the park with the surrounding neighborhoods would result in increased usage of the park.



*The entry to the Rosel Fann Recreation Center's facilities*

### **Create a network of paths that connect Cleveland Avenue Park and Rosel Fann Park:**

A multi-use path could connect the two major parks in this area to provide users with an enjoyable and healthy environment and additional recreational trails.



*Cleveland Avenue Park*

**Expand and restore Cleveland Avenue Park:**

The two parcels of land separating the street from Cleveland Avenue Park should be purchased and incorporated to provide pedestrian and visual access. The inclusion of a gateway with a welcoming sign next to the sidewalk would draw more pedestrians to this park. The outdated play equipment should be replaced with modern play structures and safety surfacing. Expansion into the adjacent and now close Cleveland Avenue school should also be explored.

**Build a fence and gate entrance for Roseland Cemetery:**

Roseland Cemetery is currently in a state of neglect. Grass and weeds have grown to almost cover the headstones and litter is scattered all around the cemetery indicating unauthorized use. At first glance it appears as another plot of vacant overgrown land. There is no barrier between the cemetery grounds and the sidewalk. The construction of an ornamental fence that creates a barrier between the sidewalk and the cemetery would make the cemetery less vulnerable to vagrants and litter. The addition of a gate and sign would help identify the cemetery as such, creating a cultural landmark in the community.

**Install more waste receptacles at parks and along paths and sidewalks:**

This would help reduce the litter that is present everywhere along this Corridor.

**Urban farms on currently vacant lots:**

There is an abundance of vacant lots in the western half of the Corridor. There is also a lack of green space in this portion because it

is largely dominated by commercial developments and automobile traffic. Converting these vacant lots into urban farms or community gardens is a cost effective way of preserving green space for the Corridor. Along with creating green space, this could also create jobs and activities for the elderly and youth. Urban farms and gardens would be aesthetically pleasing and would serve as a place for the community to gather, socialize, and participate in a healthy activity.



## ACTION PLAN

### Overall Implementation Strategies

This Corridor Study constitutes the first working plan for the Cleveland Avenue. In order for this plan to become reality, it is important for detailed steps and actions to be provided. The following Action Plan provides the steps needed to make this plan come alive along with its visions of connectivity, open and green space, retail opportunities and residential diversity.

The following recommendations reflect action items that will need to be acted by various stakeholders to implement the plan recommendations.

### 2008 Comprehensive Development Plan

The first step is the adoption of the Cleveland Avenue Corridor Plan and its incorporation into the 2008 Comprehensive Development Plan.

### Land Use Map Amendments

Recommended Land Use Map changes should be made and scheduled for the next quarterly CDP public hearing, which will be September 14, 2009.

**Metropolitan Parkway Redevelopment Plan and Tax Allocation District (TAD):** Bond funds can be used to publically finance certain redevelopment activities in underdeveloped or blighted areas of the Study Area. The Metropolitan TAD includes portions of the Cleveland Avenue from Macon Drive to the Atlanta-East Point City limit.

TAD funding result from an increase in area's ad valorem taxes levied by the county and school system. Revenues are placed in a redevelopment fund. Revenues pay for redevelopment costs or to issue bonds to pay for redevelopment costs. Two catalytic sites are in the Metropolitan Parkway TAD. Funding could be use in the redevelopment of these sites.

**Atlanta Renewal Community:** Tax incentives and credits are available to spur economic development and growth. Programs are listed below.

- Renewal Community Wage Credit
  - Businesses with employees who live and work in the RC
  - Up to \$1500 per employee
- Capital Gains Exclusion
  - 0% capital gains for assets held a minimum of 5 years
- Increased Section 179 Deduction
  - Can deduct up to \$160,000 for machinery or equipment
- Work Opportunity Tax Credit (WOTC)
  - Up to \$2400 per new hire from certain target groups
- Brownfields Clean-Up Deduction (100%):
  - Business can deduct 100% of cost associated with Brownfield clean up
- Commercial Revitalization Deduction (CRD)
  - Allows developers who substantially rehabilitate commercial property in RC to submit an application for a deduction for all qualified building expenses and 30% of acquisition costs
  - RC has \$12 million per year until 2009
  - 2004/2005/2006-City Wide Investment: \$50,600,000-CRD Allocated: \$30,000,000

**Atlanta Urban Enterprise Zone (UEZ):** The purpose of the UEZ is to encourage private development and development in areas of the City or on sites which would not be developed. Economic advantages include abatement of substantial portion of Ad Valorem Property Taxes (City of Atlanta and Fulton County) over 10 years as well as waiver of impact fees. Several

projects along Cleveland Avenue have an Urban Enterprise Zone Designation. Current UEZ include:

- Crescent Hills/Hammond Park Village:  
532 Cleveland Avenue
  - Expiration Date: 12/31/2013
  - 244 Apartments on 18 acres
  - 80% affordable
  
- Vineyards of Browns Mill: Cleveland Ave. SE and Jonesboro Road SE
  - Expiration Date: 12/31/2014
  - 220 apartments, 42 single family homes on 21 acres
  - 68% affordable

**Home Atlanta:** The Home Atlanta Down payment Assistance Program provides funding to eligible homebuyers for purchase of a new or existing home. Funding will be used to pay all or a portion of the closing costs and/or the down payment associated with purchasing a home.

- 30 Year Fixed Mortgage
- 4% grant for closing costs
- Possible additional 10% of purchase price
- 1-2 person-\$71,200
- 3-4 person-\$81,880

## IMPLEMENTATION

The various projects and action items listed in the Recommendation and Action sections of the plan are listed in the Implementation Table. Where applicable, these items will be included in the 15 year Comprehensive Development Plan project list also known as the Short Term Work Program.

Table 16. Project List. Cleveland Avenue Corridor		
	Description	Location
<b>Land Use</b>		
Land use changes to encourage mixed-use and residential redevelopment in designated areas while promoting quality-of-life design standards	Change 15-year land-use designation in two major commercial catalyst areas to combination of Medium Density Mixed Use and Medium Density Residential, and Low Density Mixed Use	Metropolitan Parkway Mixed-Use District and I-75 Mixed-Use District
	Change Land use in two minor commercial nodes to Low Density Mixed Use	Macon Road and Browns Mill Road
<b>Urban Design</b>		
Utilize Quality-of-Life zoning to promote buildings that embrace and define public spaces		Along the Corridor
Encourage all major development to provide equal or greater connectivity to existing street network		Along the Corridor
Establish new pedestrian-friendly street grid in major redevelopment areas		Metropolitan Parkway Mixed-Use District and I-75 Mixed-Use District
Increase access, visibility, and awareness of historic cemeteries		Roseland Cemetery
Implement increased streetscaping including landscaping, street furniture, and wider sidewalks in major and minor commercial areas		Metropolitan Parkway Mixed-Use District, I-75 Mixed-Use District, Macon Road, Browns Mill Road
Provide Gateways monuments and/or signage to establish positive identity for Cleveland Avenue Corridor		Springdale Node, I-75 East-Hapeville Node, Browns Mill Node

Table 16. Project List. Cleveland Avenue Corridor		
	Description	Location
<b>Parks and Greenspace</b>		
New Cleveland Ave park of plaza	Include a park or plaza adjacent to or visible from Cleveland Avenue with redevelopment	TBD
Cleveland Avenue Park	Acquire two parcels to increase the Cleveland Avenue Park's size and provide street frontage. Remodel park to accommodate new acreage and configuration.	South of Cleveland Avenue Park
Cleveland Avenue School	Expand the park to the Cleveland Avenue school site. Develop uses that are complementary to school, Library, and Cleveland Avenue Park	Cleveland Avenue School
Rosel Fann Recreation Center pedestrian improvements	Reconfigure street frontage at Rosel Fann Recreation Center to engage street and welcome pedestrians	Rosel Fann Recreation Center
<b>Economic Development</b>		
Reinforce the character of the Cleveland Avenue Corridor as a major thoroughfare connecting numerous residential neighborhoods and providing excellent access to in-town Atlanta and the Hartsfield-Jackson Airport Area		Along the Corridor
Revitalize the appeal of the commercial areas of the Corridor		TBD
Encourage clustered commercial development at key intersections: minimize the linear spread of commercial uses		Along the Corridor
Create one or more catalyst projects at key intersections		Metropolitan Parkway Mixed-Use Development
		Interstate 75 Mixed-Use Development
Encourage greater residential		Along the Corridor

Table 16. Project List. Cleveland Avenue Corridor

	<b>Description</b>	<b>Location</b>
diversity in the housing stock		

## Transportation Project Prioritization and Implementation Strategy

Transportation Projects and implementation strategy is presented in Table 2. Projects are divided into the following implementation categories. The projects within each group were ranked as high, medium, and low priority projects.

- Immediate Improvements: These improvements are needed under existing conditions and would provide immediate benefit.
- Improvements for Background Scenario Growth: These improvements were

identified as being necessary by 2012 even if no redevelopment were to occur along the Corridor.

- Improvements for Redevelopment Scenario: These improvements were identified as being necessary to accommodate the additional traffic associated with the redevelopment proposals along Cleveland Avenue. These are improvements that may not be necessary or implementable without the proposed redevelopment.

**Table 17. Transportation Project List –Cleveland Avenue Corridor**

<b>Project Name</b>	<b>Project Description</b>	<b>Priority</b>	<b>Location</b>	<b>Length</b>	<b>Estimated Price Range, 2008 Dollars</b>
<b>Immediate Improvements</b>					
Macon Dr intersection	Add pedestrian signal to Macon Dr. intersection.	High	NA	NA	\$10,000 - 20,000
Cleveland Avenue ADA at bus stops	Ensure wheelchair ramps for access to bus stops.	High	locations TBD	per ramp	\$2,500 - 4,000
Cleveland Ave repavement	Repave areas with poor pavement conditions.	Medium	TBD	1 lane for 1 mile	\$140,000 - 180,000
Cleveland Ave sidewalks	Improve sidewalks	Medium	TBD	1 mile	\$92,500 - 132,000
Cleveland Ave bus shelters	Provide improved shelters and seating at high-volume bus stops.	Medium	Coordinate with MARTA - locations TBD	per bus stop	\$7,500 - 15,000
Cleveland Ave bus shelters	Clean up bus station areas (provide trash bins where needed).	Low	Coordinate with MARTA - locations TBD		
<b>Improvements for Background Growth Scenario</b>					
Cleveland Ave lighting	Add or improve street lighting along entire Cleveland Avenue Corridor	High	Jonesboro Rd to Sylvan Rd	3	\$750,000 - \$100,000
Cleveland Ave lighting-commercial areas	Install enhanced pedestrian lighting in commercial areas	High	Springdale Rd to Browns Mill Rd	1.75	\$250,000 - 500,000
Cleveland Ave bicycle lanes	Restripe Cleveland Avenue to include on-street bicycle lanes	High	Fairlane Rd to Jonesboro Rd	1 mile	\$50,000

Table 17. Transportation Project List –Cleveland Avenue Corridor

Project Name	Project Description	Priority	Location	Length	Estimated Price Range, 2008 Dollars
Cleveland Ave widening	Widen Cleveland Ave to include on-street bicycle lanes on both sides; restripe to include one through lane in each direction with a continuous center turn lane.	High	Browns Mill Road to Fairlane Dr	.23 miles	\$750,000 - 1,000,000
Cleveland Ave widening	Widen Cleveland Ave to five lanes: two travel lanes plus turn lane, Construct On-Street Bike Paths on Cleveland Avenue as part of road widening	Medium	Steele Ave to Browns Mill Rd	.7 miles	\$2,500,000 - 3,000,000
Cleveland Ave and Steele Ave signalization	Signalization at Steele Ave intersection to improve safety.	Medium	At Steele Ave Intersection	NA	\$165,000 - 200,000
Cleveland Ave and Beeler median	Channelization and raised medians at Beeler Dr intersection to improve safety.	Medium	At Beeler Dr Intersection	NA	\$250,000 - 500,000
Waters Rd/Macon Road realignment	Realign Waters Rd SW to tie into Macon Dr approach south of intersection	Low	At Waters Rd	.10 miles	\$255,000 - 300,000
Cleveland Ave traffic signal coordination	Implement signal coordination along Cleveland Ave for improved traffic flow and safety.	Low	intersections TBD		\$500,000



**Table 17. Transportation Project List –Cleveland Avenue Corridor**

<b>Project Name</b>	<b>Project Description</b>	<b>Priority</b>	<b>Location</b>	<b>Length</b>	<b>Estimated Price Range, 2008 Dollars</b>
<b>Improvements for Redevelopment Scenario</b>					
Cleveland Ave and Metropolitan Ave intersection	Add double-turn lanes to southbound, eastbound and northbound approaches to Metropolitan Parkway intersection, and add raised medians on all four approaches.	High	At Metropolitan Ave Intersection	four approaches at .1 miles each	\$2,000,000 - 4,000,000
Cleveland Ave access management	Reduce curb cuts and encourage inter-parcel access for new developments planned along Cleveland Ave.	Medium	NA	NA	NA
Cleveland Ave bike lanes	Construct On-Street Bike Paths from East Point City-limits to Steele Ave (Associated with potential future roadway improvements)	Medium	Springdale Road to Steele Ave	1.1 miles	\$400,000 - 450,000
Cleveland Ave utilities	Consider placing utilities underground in the long term to remove obstructions from sidewalks.	Low	Sylvan Road to Jonesboro Rd	TBD	\$850,000 - 1,600,000 per mile

*Note: Preliminary cost estimates do not include maintenance or right-of-way costs.*

*Disclaimer: Cost estimates are based on similar projects and do not reflect the particularities of the Cleveland Avenue Corridor.*

## APPENDIX A

### TRANSPORTATION

This section includes the data collection and existing and future intersection level of service (LOS). Recommendations will identify improvements to traffic operations where appropriate.

#### Future Conditions Capacity Analysis

By year 2012, the development plan for the Cleveland Avenue Corridor proposed 1,803 residential units and 423,000-473,000 square feet of commercial space throughout four nodes to serve as sites for catalyst projects. Since 2012 was the future analysis year for the market assessment, it was also used as the future analysis year for this traffic analysis. The following intersections have been identified as the four development nodes along Cleveland Avenue: Springdale Road, Metropolitan Parkway, Interstate 75, and Jonesboro Road.

#### Existing Traffic Conditions

The current year traffic data was collected during September 2007. 24-hour tube counts were collected at several locations on Cleveland Avenue and major side streets. AM and PM peak hour turning movement counts were collected the following ten intersections along Cleveland Avenue:

- Springdale Road
- I-85 SB Ramp
- I-85 NB Ramp
- Metropolitan Parkway
- I-75 SB Off-Ramp/Forrest Hill Drive
- I-75 NB Ramp
- Hapeville Road
- Macon Drive
- Browns Mill Road
- Jonesboro Road

#### Future No-Build (Background) Traffic Conditions

The No-Build or background conditions represent the traffic conditions along Cleveland Avenue in 2012 without the proposed redevelopment.

Historic Georgia Department of Transportation (GDOT) coverage counts were analyzed for roadways within the Study Area. The historic GDOT traffic data showed that the Study Area has experienced a growth of 1.8% per year and this growth is expected to continue to 2012. The traffic growth rate is consistent with the population growth rate (1.9%) outlined in the market assessment report for the Study Area. Therefore, the existing 2007 traffic volumes were increased at a 1.8% annual growth rate to account for future background traffic growth. The No-Build condition is defined as the traffic on the roadway network in the future year(s) absent the proposed redevelopment.

#### *Planned Transportation Improvements*

The future No-Build conditions analysis takes in account the recommended roadway improvements. The transportation improvements included in this analysis include the following recommendations:

- Cleveland Avenue from Hapeville Road to Browns Mill Road should be widened to five lanes with a center turn lane.
- An exclusive left-turn lane should be added to the northbound and southbound approach at the Hapeville Road intersection for improved intersection operation.

## FUTURE BUILD TRAFFIC CONDITIONS

Future Build traffic conditions are defined as the future traffic conditions expected with the additional traffic generated by the proposed redevelopment along Cleveland Avenue. Thus, the Build traffic conditions consist of the No-Build conditions plus the additional vehicle trips generated by the proposed redevelopment.

### Trip Generation

Figure 1 shows the locations of the proposed development nodes in the Study Area. The site-generated trips were calculated based on the equations contained in the Institute of Transportation Engineers' (ITE) *Trip Generation Manual*, Seventh Edition, 2003. Table 1 summarizes the trip generation determined for the development plan for the Cleveland Avenue Corridor. By the build-out year of 2012, the four development nodes will have acquired 1,803 residential units ranging from single-family homes to mixed use condos, and 423,000 to 473,000 square feet of commercial space, of which 253,000 square feet will be renovated existing retail space. As shown in Table 1, these redevelopments combined will generate 23,325 weekday trips along with 1,423 and 2,783 AM and PM peak hour trips, respectively.

The development plans for the Metropolitan Parkway and I-75 nodes include the renovation and upgrade of the existing shopping centers. It is reasonable to assume that a newly renovated shopping center will attract additional trips, especially since it has the ability to attract new tenants. Thus, this analysis assumed a 30% increase in traffic to account for the renovation of the existing shopping centers.

### Trip Distribution and Assignment

The distribution and assignment of new development trips were based on the existing traffic patterns and a review of land uses within the Study Area. Additionally, the trip distribution and assignment also considered Cleveland Avenue's accessibility to both of Atlanta's major north-south interstates, I-75 and I-85, as well as the area's major north-south arterial, Metropolitan Parkway.

Figure 1: Proposed Development Nodes

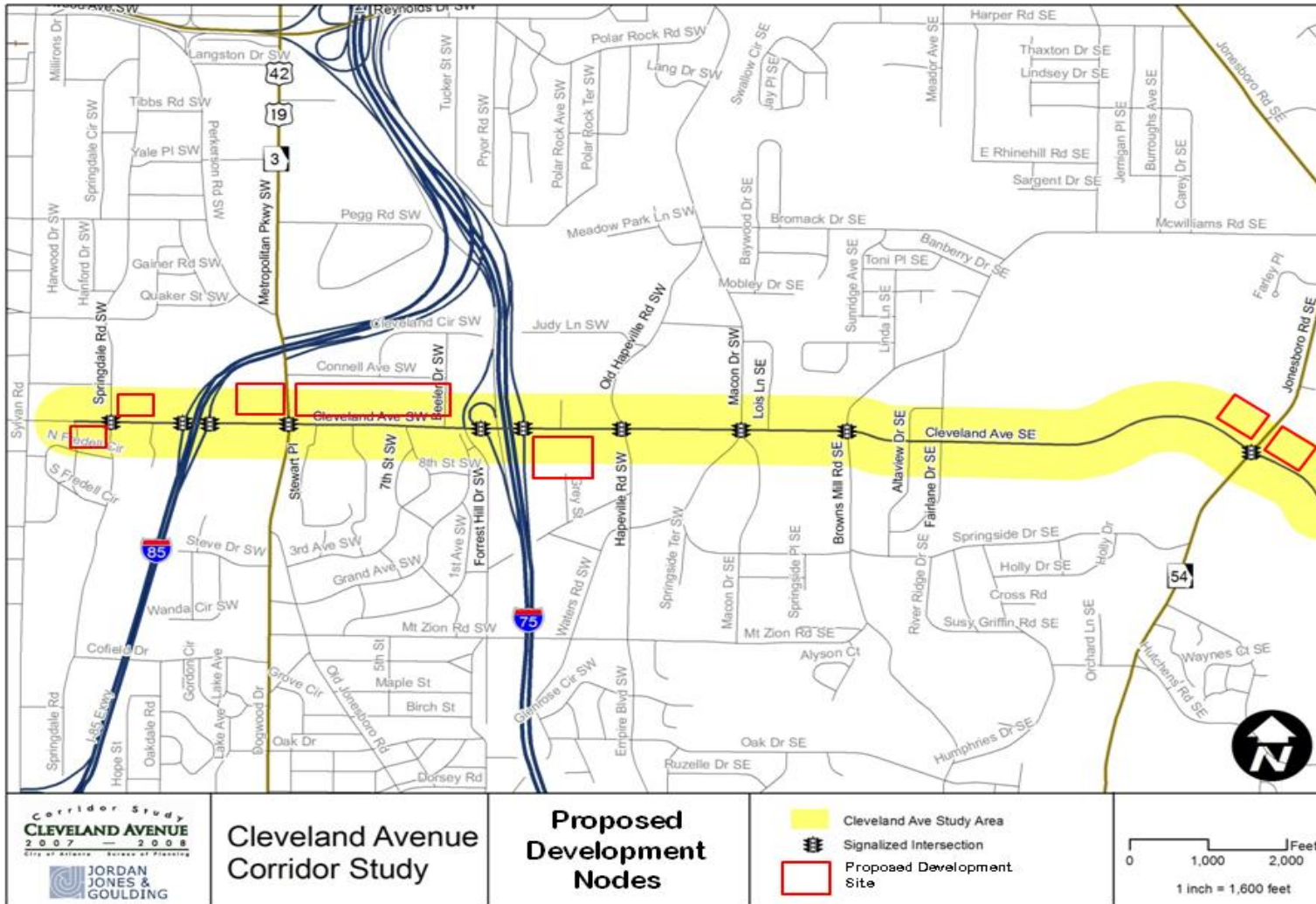


Table 1: Build-Out Trip Generation

Land Use (ITE Code)	Intensity	Daily			A.M. Peak Hour			P.M. Peak Hour		
		In	Out	Total	In	Out	Total	In	Out	Total
<b>Springdale Road MXD</b>										
Apartments (220)	280 units	917	917	1,834	28	113	141	112	60	172
Townhomes (230)	42 units	154	154	308	4	22	26	20	10	30
Senior Residences (251)	140 units	244	243	487	3	8	11	9	6	15
<b>Total Trips for Springdale Road MXD</b>		<b>1,315</b>	<b>1,314</b>	<b>2,629</b>	<b>35</b>	<b>143</b>	<b>178</b>	<b>141</b>	<b>76</b>	<b>217</b>
<b>Metropolitan Parkway MXD</b>										
<b>Residential</b>										
Townhomes (230)	120 units	375	375	750	10	50	60	47	23	70
Apartments/Lofts (220)	350 units	1127	1127	2,254	35	140	175	137	74	211
Condos (232)	305 units	687	687	1,374	22	95	117	74	45	119
Senior Residences (251)	200 units	348	348	696	4	12	16	14	8	22
<b>Retail</b>										
Renovated Shopping Center (820)*	163 k.s.f.	1400	1400	2799	38	25	63	125	135	259
Specialty Retail (814)	15 k.s.f.	340	340	680	25	32	57	91	98	189
Mixed Use/Specialty Retail (814)	40 k.s.f.	875	875	680	51	66	57	150	162	189
<b>Office</b>										
Office (710)	15 k.s.f.	155	155	310	36	5	41	16	80	96
<b>Total Trips for Metropolitan Parkway MXD</b>		<b>5,307</b>	<b>5,307</b>	<b>9,543</b>	<b>221</b>	<b>425</b>	<b>586</b>	<b>654</b>	<b>625</b>	<b>1,155</b>
<b>I-75 MXD</b>										
<b>Residential</b>										
Townhomes (230)	90 units	294	294	588	8	39	47	37	18	55
Apartments(220)	175 units	601	601	1,202	18	71	89	74	40	114
<b>Retail</b>										
Renovated Shopping Center (820)*	90 k.s.f.	951	951	1,903	27	17	44	84	91	175
Specialty Retail (814)	100 k.s.f.	2,158	2,158	4,316	115	146	261	291	316	607
<b>Total Trips for I-75 MXD</b>		<b>4,004</b>	<b>4,004</b>	<b>8,009</b>	<b>168</b>	<b>273</b>	<b>441</b>	<b>486</b>	<b>465</b>	<b>951</b>
<b>Jonesboro Road MXD</b>										
<b>Residential</b>										
Single Family (210)	64 units	345	345	690	14	40	54	45	27	72
Townhomes (230)	37 units	138	138	276	4	19	23	18	9	27
<b>Retail</b>										
Specialty Retail (814)	50 k.s.f.	1,089	1,089	2,178	62	79	141	173	188	361
<b>Total Trips for Jonesboro Road MXD</b>		<b>1,572</b>	<b>1,572</b>	<b>3,144</b>	<b>80</b>	<b>138</b>	<b>218</b>	<b>236</b>	<b>224</b>	<b>460</b>
<b>TOTAL TRIPS FOR CLEVELAND AVENUE CORRIDOR</b>		<b>12,198</b>	<b>12,197</b>	<b>23,325</b>	<b>504</b>	<b>979</b>	<b>1,423</b>	<b>1,517</b>	<b>1,390</b>	<b>2,783</b>

## LEVEL OF SERVICE ANALYSIS

A level of service (LOS) analysis was performed to evaluate the traffic operations of the major intersections within the Study Area. LOS is a qualitative measure describing operational conditions and driver perceptions within a traffic stream. According to the 2000 Highway Capacity Manual (2000 HCM), Six LOS are defined for each type of facility. Letters designate each level, from A to F, with LOS A representing free-flow conditions with minimal delay and LOS F representing roadway above capacity with severe levels of delay. Intersection delay is a quantitative measure used to describe the average amount of time a vehicle approaching an intersection would have to wait in order to travel through the intersection.

### Existing Level-of-Service

As presented in Table 2, the result of the existing AM and PM peak hour capacity analysis determined that all signalized intersections are operating under acceptable LOS. The intersection of Cleveland Avenue at Metropolitan Parkway currently operates at LOS D in the PM peak hour.

**Table 2: Summary of LOS Results for Existing (2007) Conditions**

Cleveland Avenue Intersection at	Existing (2007) Condition			
	AM Peak		PM Peak	
	Delay	LOS	Delay	LOS
	(sec/veh)		(sec/veh)	
Springdale Road	10.3	B	13.2	B
I-85 SB Ramp	6.4	A	10.8	B
I-85 NB Ramp	14.4	B	12.6	B
Metropolitan Parkway	29.3	C	41.4	D
I-75 SB Off-Ramp/Forrest Hill Drive	10.0	A	13.5	B
I-75 NB Ramp	18.9	B	11.1	B
Hapeville Road	17.4	B	17.8	B
Macon Drive	6.9	A	7.2	A
Browns Mill Road	12.6	B	13.2	B
Jonesboro Road	6.9	A	8.7	A

### Future No-Build Level-of-Service

Table 3 presents the results of the LOS analysis for the future (2012) No-Build traffic

conditions which take into account the widening of Cleveland Avenue from Hapeville

Road to Browns Mill Road and intersection improvements at the Hapeville Road

intersection, but does not include the traffic generated by the proposed redevelopment.

**Table 3: Summary of LOS Results for Future (2012) No-Build Conditions**

Cleveland Avenue Intersection at	Future (2012) No-Build Conditions			
	AM Peak		PM Peak	
	Delay	LOS	Delay	LOS
	(sec/veh)		(sec/veh)	
Springdale Road	10.6	B	14.2	B
I-85 SB Ramp	7.0	A	13.5	B
I-85 NB Ramp	15.8	B	11.9	B
Metropolitan Parkway	32.7	C	45.6	D
I-75 SB Off-Ramp/Forrest Hill Drive	7.6	A	15.2	B
I-75 NB Ramp	21.8	C	13.4	B
Hapeville Road	15.4	B	15.0	B
Macon Drive	5.9	A	5.5	A
Browns Mill Road	15.8	B	12.1	B
Jonesboro Road	7.2	A	9.1	A

**Future Build Level-of-Service**

Table 4 presents the results of the LOS analysis under the future (2012) Build conditions. This scenario includes the additional trips generated from the proposed redevelopment planned for Cleveland Avenue. The Metropolitan Parkway node is expected to produce over 40% of the total trips generated by all the planned developments. Consequently, the intersection of Cleveland Avenue and Metropolitan Parkway is expected to operate at LOS E in the PM under the Build conditions.

**Table 4: Summary of LOS Results for Future (2012) Build Conditions**

Cleveland Avenue Intersection at	Future (2012) Build Conditions			
	AM Peak		PM Peak	
	Delay	LOS	Delay	LOS
	(sec/veh)		(sec/veh)	
Springdale Road	11.9	B	14.5	B
I-85 SB Ramp	11.7	B	17.8	B
I-85 NB Ramp	17.5	B	18.3	B
Metropolitan Parkway	49.8	D	69.2	E
I-75 SB Off-Ramp/Forrest Hill Drive	10.9	B	15.7	B
I-75 NB Ramp	30.8	C	27.8	B
Hapeville Road	19.7	B	20.7	C
Macon Drive	5.9	A	5.5	A
Browns Mill Road	16.2	B	13.0	B
Jonesboro Road	11.2	B	15.7	B

In order to improve the LOS at the intersection of Cleveland Avenue at Metropolitan Parkway, the use of double left-turn lanes were analyzed for the eastbound, westbound, and southbound approaches. Table 5 shows that this intersection will operate at acceptable LOS with the additions of double-left lanes.

**Table 5: LOS Results for Cleveland Avenue at Metropolitan Parkway with Intersection Improvements**

Cleveland Avenue at Metropolitan Parkway	Future (2012) Build Conditions			
	AM Peak		PM Peak	
	Delay	LOS	Delay	LOS
	(sec/veh)		(sec/veh)	
Cleveland Avenue at Metropolitan Parkway	37.2	D	52.5	D



## CONCLUSION/RECOMMENDATIONS

The redevelopment plan for the Cleveland Avenue Corridor calls for a significant revitalization strategy that will add 1,803 residential units along with 423,000-473,000 square feet of commercial space, of which 253,000 square feet, will be renovated existing retail space. These redevelopments combined will generate 23,325 weekday trips along with 1,423 and 2,783 AM and PM peak hour trips, respectively. This report analyzed the potential traffic impact to the roadway network as a result of this redevelopments planned for 2012.

Intersection capacity analyses were conducted for existing and future traffic conditions. Currently, all study intersections operate at acceptable LOS. The No-Build (2012) conditions, takes in account of the recommended improvements but does not take into account the additional traffic generated by the proposed redevelopment. These improvements include the widening of Cleveland Avenue and the intersection improvements at the Hapeville Road intersection. Thus, all the intersections

are expected to operate at acceptable under the No-Build conditions.

The future Build (2012) conditions consider the traffic expected to be generated by the proposed redevelopments. Currently, the daily traffic along Cleveland Avenue ranges from 24,000 to 6,200. The daily trips generated from the proposed redevelopments are expected to at least double the existing traffic along Cleveland Avenue. Of the newly generated trips, 40% are originated from and are destined for the Metropolitan Parkway redevelopment node. Given the expected traffic volumes at the intersection of Cleveland Avenue and Metropolitan Parkway, double left-turn lanes are need on the eastbound, westbound and southbound approaches to allow this intersection to operate at acceptable LOS in 2012. These improvements, along with all other transportation improvement recommendations, will allow Cleveland Avenue to operate acceptably in 2012 with the additional traffic generated by the proposed redevelopment.

**APPENDIX B**

<b>Bond Improvement Projects That Intersect A Quarter Mile Buffer Along Cleveland Avenue</b>						
	<b>Organization</b>	<b>Project Name</b>	<b>Project Description</b>	<b>Construction Started</b>	<b>Construction Ended</b>	<b>Project Phase</b>
<b>Traffic Communications</b>	COA-Public Works	Traffic Signals and Communications: Cleveland Avenue (00GO-0238)	From Springdale Road to Jonesboro Road, install and upgrade traffic signals; Link system to ATCC via existing and new wire; develop system-timing	12/18/2007	9/8/2008	Design
<b>Traffic Calming</b>	COA-Public Works	Speed Hump Installation - Fairlane Drive S.E. (00GO-1492)	From Browns Mill Road to Cleveland Avenue	10/1/2004	10/7/2004	Completed
<b>Bike Route</b>	COA-Public Works	Bicycle Route Signage and Markings-Browns Mill Road Route(00GO-2178)	Browns Mill Road from Jonesboro Road to Macedonia Road; Macedonia Rd from Browns Mill Road to Jonesboro Road; Jonesboro Road from McDonough Boulevard to Browns Mill Road; McDonough Boulevard from Hank Aaron Drive to Jonesboro Road	7/9/2007	12/21/2007	Construction
	COA-Public Works	Bicycle Route Signage and Markings-Cleveland Avenue Route(00GO-1998)	Cleveland Avenue/ East Cleveland Avenue from Jonesboro Road to eastern city limits. Funded from city-wide project.	7/9/2007	12/21/2007	Construction
	COA-Public Works	Bicycle Route Signage and Markings-Hapeville Road Route(00GO-2116)	Old Hapeville Road & Hapeville Road from Macon Drive to Mount Zion Road; Empire Boulevard from Mount Zion Road to Browns Mill Road. Funded from city-wide project.	7/9/2007	12/21/2007	Construction

Bond Improvement Projects That Intersect A Quarter Mile Buffer Along Cleveland Avenue						
	Organization	Project Name	Project Description	Construction Started	Construction Ended	Project Phase
	COA-Public Works	Bicycle Route Signage and Markings-John A. White/Cleveland Avenue Route(00GO-22)	Cleveland Avenue from Browns Mill Road to Macon Drive; Macon Drive from Cleveland Avenue to Lakewood Avenue; Lakewood Way from Lakewood Avenue to Pryor Road; Pryor Road from Lakewood Way to Fair Drive; Fair Drive from Pryor Road to Southtowne Trail	7/9/2007	12/21/2007	Construction
	COA-Public Works	Bicycle Route Signage and Markings-Jonesboro Road Route(00GO-2208)	Jonesboro Road from Browns Mill Road to southern city limits; McWilliams Road from Browns Mill Road to Jonesboro Road. Funded from city-wide project.	7/9/2007	12/21/2007	Construction
	COA-Public Works	Bicycle Route Signage and Markings-Jonesboro Road Route(00GO-2127)	Jonesboro Road from Browns Mill Road to southern city limits; McWilliams Road from Browns Mill Road to Jonesboro Road. Funded from city-wide project.	12/27/2007	1/9/2008	Evaluation/Design Development
<b>International Crosswalk</b>	COA-Public Works	Crosswalk Installation, Council District 12 (00GO-0258)	Replace existing crosswalks with international crosswalks at arterial and collector streets, (District 12).	3/28/2008	7/15/2010	Not Started
<b>Street Resurfacing</b>	COA-Public Works	Street Resurfacing and Reconstruction-Springside Drive(00GO-0939)	From Jonesboro Road to Waters Road	4/13/2005	5/2/2005	Completed
	COA-Public Works	Street Resurfacing and Reconstruction-Waters Road(00GO-1788)	From Macon Drive to dead end	3/20/2006	4/14/2006	Completed

Bond Improvement Projects That Intersect A Quarter Mile Buffer Along Cleveland Avenue						
	Organization	Project Name	Project Description	Construction Started	Construction Ended	Project Phase
	COA-Public Works	Street Resurfacing and Reconstruction-7th Street(00GO-0022)	From 3rd Avenue to Grand Avenue	10/24/2005	11/4/2005	Completed
	COA-Public Works	Street Resurfacing and Reconstruction-Judy Lane(00GO-0525)	From Old Hapeville Road to dead end	4/11/2005	4/28/2005	Completed
	COA-Public Works	Street Resurfacing and Reconstruction-Lois Lane(00GO-1777)	From Cleveland Avenue to Macon Drive	3/20/2006	4/14/2006	Completed
<b>Sidewalk</b>	COA-Public Works	Sidewalk Improvements-Cleveland Avenue(00GO-0237)	From I-75 to Macon Drive	7/18/2005	12/9/2005	Completed
	COA-Public Works	Sidewalk Improvements-Macon Dive(00GO-1803)	From Cleveland Avenue to Springside Drive	3/27/2006	5/24/2006	Completed