



Department of
CITY PLANNING

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KEYETTA M. HOLMES, AICP
DIRECTOR
OFFICE OF ZONING & DEVELOPMENT

MEMORANDUM

TO: Jason Dozier, Chair, Community Development/Human Services Committee
FROM: Keyetta M. Holmes, AICP, Director, Office of Zoning and Development *KMH*
SUBJECT: 23-O-1116/CDP-23-04 for Flat Shoals Road
DATE: September 6, 2023

PROPOSAL:

An amended Ordinance to amend the Land Use element of the 2021 Atlanta Comprehensive Development Plan (CDP) so as to redesignate property located at 820 (portion), 832 and 836 Flat Shoals Avenue SE and 1580 Flat Shoals Road SE, 816 Maynard Terrace SE and 0 Cavanaugh Avenue SE (parcel ID 15 146 12 049) from the Single Family Residential (SFR) land use designation to the Low Density Commercial (LDC) Land Use Designation. This land use amendment is being done in conjunction with the rezoning of the parcels to allow for the adoption of the Neighborhood Commercial NC-16 (Bouldercrest Triangle Neighborhood Commercial District) zoning district at the intersection of Flat Shoals Road and Avenue SE, Bouldercrest Drive SE, Cavanaugh Avenue SE and Maynard Terrace SE (Z-23-35).

FINDINGS OF FACT:

- **Property location:** The subject property fronts on the north side of Flat Shoals Road and Flat Shoals Avenue, on the east and west side of Maynard Terrace SE and to the east of Cavanaugh Avenue SE. The property is located within Land Lot 146 of the 15th District, DeKalb County, Georgia in the East Atlanta neighborhood of NPU-W, and in Council District 5.
- **Property size and physical features:** This land use amendment includes six parcels that total approximately 3 acres. Most of the parcels are planted with mature trees. The topography increases from east to west.
- **Current/past use of property:** The parcels are developed with a mix of residential, nonresidential, and institutional uses. Property at 820 Flat Shoals Road is zoned C-1 (Community Business District) and is being developed with townhomes. Property at 832 Flat Shoal Road is zoned C-1 (Community Business District) and is developed with a day care center. Property at 836 Flat Shoal Road has is zoned C-1 (Community Business District) and is undeveloped. Property at 1580 Flat Shoals Road is zoned C-1 (Community Business District) and is developed with small neighborhood nonresidential buildings and undeveloped R-4 (Single Family Residential) zoning. Property at 816 Maynard Terrace has R-4 (Single Family Residential) zoning and is developed with the First Mount Pleasant Baptist

Church. Property at 0 Cavanaugh Avenue SE has R-4 (Single Family Residential) zoning and is developed with a nonresidential building that is also on 872 Cavanaugh Avenue.

- **Surrounding zoning/land uses:** The parcels at the intersection of Flat Shoals Road/Avenue SE, Cavanaugh Avenue SE, Maynard Terrace SE, and Bouldercrest Drive SE have Low Density Commercial (LDC) land use and C-1 (Community Business District) zoning. Most of the parcels are developed with a mix of a residential, nonresidential, and institutional uses while some of the parcels are undeveloped. The parcels surrounding this commercial node have Single Family Residential land use and R-4 (Single Family Residential) zoning. Most of the parcels are developed with Single Family Residential uses.
- **Transportation:** Flat Shoals Road/Avenue SE and Bouldercrest Drive SE are classified as collector streets and, Cavanaugh Avenue SE and Maynard Terrace SE are classified as local streets. Flat Shoals Road SE and Maynard Terrace SE have sidewalks on both sides. MARTA provides bus service via route #32 on Bouldercrest Drive SE with service to the Inman Park/Reynoldstown Transit Station. MARTA also provides bus service via route #74 on Flat Shoals Road SE with service to the Inman Park/Reynoldstown Transit Station.

CONCLUSIONS:

- **Compatibility with surrounding land uses:** The proposed land use amendment to Low Density Commercial is compatible with the surrounding land uses since many of the parcels already have Commercial zoning and nonresidential uses. The parcels at the intersection of Flat Shoals Road and Avenue SE, Cavanaugh Avenue SE, Bouldercrest Drive SE and Maynard Terrace SE have a Low Density Commercial land use designation. Small scaled and walkable commercial uses envisioned in Neighborhood Commercial zoned areas are compatible with adjacent residential land uses.
- **Effect on adjacent property and character of neighborhood:** The land use amendment will have a beneficial effect on the character of the neighborhood by bringing predictability and stability to the use of the parcels and by being consistent with the actual zoning and use of many of the parcels that are included in this land use amendment. The land use and zoning changes reflect the community's recommendation of creating the Neighborhood Commercial NC-16 (Bouldercrest Triangle Neighborhood Commercial District) zoning.
- **Suitability of proposed land use:** The proposed Low Density Commercial is suitable for these parcels. The proposed Neighborhood Commercial district is consistent with the Traditional Neighborhood Existing Character Area. Many traditional neighborhoods throughout the City of Atlanta have a small scaled and commercial district within walking distance or a short drive from houses.
- **Consistency with City's land use policies:** Atlanta's 2021 Comprehensive Development Plan (CDP) Character Area for this location is Traditional Neighborhood Existing. Some of the relevant 2021 CDP. Character Area policies are listed below.
 - CW 4 Encourage mixed use along corridors and centers and provide height and density transitions to adjacent residential areas.

- CW 18 Encourage more neighborhood serving retail such as grocery stores, pharmacies, and childcare that meet the daily needs of residents.
- TNE 1 Preserve the walkable scale and residential character of the neighborhoods.
- **Consistency with Atlanta City Design:** The proposed Mixed Use is consistent with the Atlanta City Design recommendations. The Atlanta City Design articulates Atlanta’s vision organized according to its five core values of Equity, Progress, Ambition, Access, and Nature. It focuses future growth into already-developed areas called Growth Areas, which are further categorized as Core, Corridors, and Clusters. Everything outside the Growth Areas, is the Conservation Area, which is made up of Urban Neighborhoods, Suburban Neighborhoods, Rural Neighborhoods, and Production Areas.

According to the Atlanta City Design map, these parcels on **Flat Shoals Road/Avenue, Cavanaugh Avenue SE and Maynard Terrace SE** are located within a Conservation Area: Urban Neighborhoods. Urban Neighborhoods are described as follows:

“These are small-scale, historic, walkable neighborhoods where growth capacity is limited mostly by our desire to keep them the way they are. They are the traditional intown communities that were built by the expansion of streetcars a century ago, such as Westview, Grant Park, and Brookwood Park. Most have some form of commercial district within walking distance from homes, and many includes small apartment buildings, townhouses, or two and three-family homes. Their inherent walkability, historic charm, and proximity to Downtown make them highly desirable under today’s market pressures, and therefore, threatened by even denser development.”

- **Consistency with NPU policies:** The following NPU W’s policies are relevant to this land use amendment:
 - W-6 Support and promote the continued commercial revitalization efforts for the East Atlanta business district.

STAFF RECOMMENDATION: APPROVAL OF THE LAND USE AMENDMENT FROM THE SINGLE FAMILY RESIDENTIAL LAND USE DESIGNATION TO THE LOW DENSITY COMMERCIAL LAND USE DESIGNATION.

NPU Recommendation: NPU-W voted to Approve this land use amendment at its August 23, 2023 meeting.

cc: Jessica Lavandier, Assistant Director, Office of Zoning and Development



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MEMORANDUM

TO: Jason Dozier, Chair, Community Development/Human Services Committee
FROM: Keyetta M. Holmes, AICP, Director, Office of Zoning and Development *KMH*
SUBJECT: **23-O-1272/CDP-23-17 for Thomasville Heights Neighborhood Plan**
DATE: September 6, 2023

SUMMARY:

An Ordinance to adopt the Thomasville Heights Neighborhood Plan 2023; to amend the 2021 Comprehensive Development Plan (CDP) by incorporating by reference said plan; and for other purposes.

FINDINGS OF FACT:

The vision for the Thomasville Heights Neighborhood plan is: “Thomasville Heights will be a safe, thriving mixed income neighborhood that protects its historic residential character, prioritizes quality education, supports places of worship, and has easy access to goods and services.” The Plan was developed with extensive public engagement before and during the development of the plan and during the plan approval process.

Plan Purpose:

Thomasville Heights was irrevocably shaped by 1960s urban renewal and the desire to build new housing for low-income African American families relocating from designed urban slums. The core of the neighborhood is primarily single-family housing units with the subsequent introduction of several multifamily developments in Season Four Apartments (now Forest Cove Apartments), and Thomasville Heights public housing development to the north. Today, the Forest Cove Apartments sit vacant while the Thomasville Heights Public Housing has been demolished and is now vacant property. In total, there are over 80 acres of vacant land owned by private and public entities.

The population of Thomasville Heights is 2,840. Residents have a median income of \$17,176, with 50% renters. The largest age cohorts are represented by those that are under 18 and those that are over 65 years of age. The neighborhood is represented by the Thomasville Heights Civic League which is actively involved with advocacy for the improved quality of life for current and future community members.

The Thomasville Heights Neighborhood plan has seven goals:

1. Build 2,800 new housing units with at least 850 affordable dwellings at 80% AMI or less;

2. Introduce a range of housing types to support households at different incomes and stages of life;
3. Improve connectivity across McDonough Boulevard while creating a gateway to the neighborhood;
4. Introduce multi-use paths, sustainable practices and greenspace amenities;
5. Coordinate trail placement with South River Forest Trail;
6. Create a better connected, walkable community;
7. Add high-quality educational facilities;
8. Build commercial space to attract neighborhood serving retail and amenities; and
9. Invest in existing residents.

Ultimately, the masterplan is an aspirational document that creates a vision for the Thomasville Heights neighborhood of the future. The guiding principles for the master plan emerged through many paths of engagement by the planning team, including public property owners, non-profits, private development entities, and most importantly the current and past residents of the neighborhood. The plan considers market and demographic analysis, topography, and amenities in the neighborhood.

Planning area:

The Thomasville Heights neighborhood, located in southeast Atlanta, is bound by Moreland Avenue to the east, Norfolk Southern rail line to the south, New Town Circle SE to the west and McDonough Boulevard and the former Atlanta Housing Authority Thomasville Heights housing development to the north. It is located in Neighborhood Planning Unit Z and in the Atlanta City Council District 1.

Planning Process:

The Thomasville Heights Neighborhood Plan was developed between May 2022 and May 2023. The plan was led by input received from a steering committee, community members, and project stakeholders. The first community meeting was held on June 30, 2022. A second public community meeting was held on, October 20, 2022. A community meeting for former Atlanta Housing residents at Thomasville Heights was held on February 11, 2023, and the final general community meeting was held on May 4, 2023. The initial steering committee meeting was held on June 5, 2022 and followed by seven subsequent meetings leading up to the last community meeting. All meetings were held in the community focal point, Thomasville Recreation Center.

Presentations of the final draft were made to NPU-Z in June 2023. Additional feedback from adjacent neighborhoods were incorporated into the plan. The final plan was recommended for approval with conditions by NPU-Z at the July 24, 2023 meeting.

Implementation Plan: The Implementation Plan is a guide for transitioning the Thomasville Heights Neighborhood Plan from the planning stage to actionable next steps in the implementation phase. This section is comprised of the neighborhood master plan, neighborhood preservation guide, and implementation matrices. Together these elements lay the foundation for future development in Thomasville Heights, including strategies to preserve and promote the existing community going forward. The Plan includes a concept map that identifies sites where future development has been prioritized by project partners. It includes 2 priority sites (Atlanta Housing and City of Atlanta sites) and four catalytic sites (Forest Cove northern parcels, Forest Cove southern parcel, Atlanta Public Schools parcel and Mt. Nebo church parcel) with proposed uses and housing densities that are key locations for transformative development. The public land investment will include a mix of housing and commercial development. Thomasville Heights is in a food desert and currently has no neighborhood serving retail. The Concept Plan

will turn McDonough Boulevard into a main street corridor with the goal of creating transit accessible and affordable retail destinations containing fresh food access and other amenities for local residents.

The Neighborhood Preservation Guide serves as the recommendation portion of the plan. Each plan recommendation is tied to one of the two goal categories, Create or Conserve. The Create goals are: Ensure legacy residents can remain in their homes; preserve the existing character of the neighborhood; share the history and culture of the neighborhood with future generations; protect and improve existing affordable housing in the neighborhood; support the reopening of Thomasville Heights Elementary School; and support the Thomasville Heights Civic League.

The Conserve Goals are: Establish new homeownership opportunities; improve access to youth recreation and programming; increase connectivity between the neighborhood and community assets; improve pedestrian infrastructure in the neighborhood; invest in infrastructure that reduces vehicular speed; establish a schedule for city services, such as right of way clearance; develop new for sale and rental housing; promote neighborhood safety and stability; and develop neighborhood retail space.

The Implementation Section also outlines all plan recommendations and indicates the next steps through the detailed implementation plan. To implement, the plan recommends the following Neighborhood Improvement Strategies: Neighborhood Gateways Signage, Street Sign Toppers, Community Assets, Greenspace and Recreation, Transportation and Infrastructure, Partner with Non-Profit Developers, Faith-based Affordable Housing, Leveraging Publicly Owned Land, Design Guidelines, Zoning and Land Use.

STAFF RECOMMENDATION: APPROVAL of the *Thomasville Heights Neighborhood Plan*. This includes:

1. The Thomasville Heights Neighborhood Plan is hereby adopted as a non-binding guide to future growth and development.
2. The 2021 Comprehensive Development Plan is hereby amended to incorporate by reference the Thomasville Heights Neighborhood Plan,

NPU Recommendations: NPU Z: Recommended to Approve with conditions at their July 24, 2023 NPU meeting.

cc: Jessica Lavandier, Assistant Director, OZD



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MEMORANDUM

TO: Jason Dozier, Chair, Community Development/Human Services Committee
FROM: Keyetta M. Holmes, AICP, Director, Office of Zoning and Development *KMH*
SUBJECT: **23-O-1422/ CDP-23-15 for 1915 James Jackson Parkway NW
and 2646 Peyton Road NW**
DATE: **September 6, 2023**

PROPOSAL:

An amended Ordinance to amend the Land Use element of the 2021 Atlanta Comprehensive Development Plan (CDP) so as to designate property located at **1915 James Jackson Parkway NW and 2646 Peyton Road NW** from the Single Family Residential (SFR) land use designation to the High Density Residential (HDR) land use designation. This land use amendment will facilitate the rezoning of the parcel per Z-23-44 from the I-1-C (Light Industrial Conditional) and R-4 (Single Family Residential) zoning district to the MR-4B (Multifamily Residential) zoning district to allow for the construction of a single family attached, townhouse community of 93 homes.

FINDINGS OF FACT:

- **Property location:** The subject property fronts on the east side of James Jackson Parkway NW and it is on the southside of Peyton Road NW. The property is in Land Lot 252 of the 17th District of Fulton County, Georgia in the Riverside neighborhood of NPU D, and in Council District 9.
- **Property size and physical features:** 1915 James Jackson Parkway property is currently developed with a warehouse dating back to the 1990s. Property located at 2646 Peyton Road is approximately 1.1 acres (47,916 square feet) and is currently a vacant lot. Both parcels total 5.19 acres. Vehicular access is provided via a driveway from James Jackson Parkway NW. The lot is generally level with a topography increase from west to east. There is a sharp increase in topography along the northern and southern meeting points of the two property lines. The trees are planted along the property lines.
- **Current/past use of property:** Property located at 1915 James Jackson Parkway property is currently developed with a warehouse dating to the 1990s (9,100 square feet). The buildings are currently occupied by D&H Construction Company. Staff is unaware of any previous uses on the site. Property located at 2646 Peyton Road was developed with a single family residential house but now is undeveloped.

- **Surrounding zoning/land uses:** The parcels to the north, have a Single Family Residential (SFR) land use designation and are zoned R-4A (Single Family Residential). They are developed with a single family home. The parcel to the east has a Medium-Density Residential (MDR) land use and is zoned MRC-2-C (Mixed Residential Commercial Conditional). It is developed with multi-family residential. Further to the east and adjacent to the rail line, the parcel also has MRC-2-C (Mixed Residential Commercial Conditional) zoning and is being developed with townhomes. The parcels to the south and west have an Industrial land use (I) and are zoned I-1 (Light Industrial). The parcel to the west is developed with a Department of Watershed Management facility. The parcel to the south and opposite the rail line is developed with an industrial use.
- **Transportation system:** Peyton Road NW is classified as a local street. James Jackson Parkway NW is classified as an arterial street. There are no sidewalks present on James Jackson Parkway NW or Peyton Road NW. Bus service is provided along Peyton Road NW via bus #26 and #58 and provides service to the West End and Five Point Transit Stations.

CONCLUSIONS:

- **Compatibility with surrounding land uses:** The proposed single-family attached residential development is compatible with the surrounding residential uses. There are a variety of housing types around James Jackson Parkway and Hollywood Road, and surrounding parcels have zoning and land uses that allow higher residential densities. Developing the vacant and dilapidated parcels is consistent with the CDP Policy to: TNR 4 Encourage compatible infill development on vacant lots or where existing housing and commercial buildings are deteriorated.
- **Effect on adjacent property and character of neighborhood:** The proposed High Density Residential land use designation will have a beneficial effect on the character of the neighborhood. It will allow for the redevelopment of vacant lots with single family attached housing. The proposed density allowed under the proposed zoning is the same as the adjacent Bolton Park and nearby parcels with MRC-2-C (Mixed Residential Commercial Conditional) zoning. It is consistent with the CDP Policy to CW 10 and CW 12 to provide more diverse housing choice and encourage a variety of housing types.
- **Suitability of proposed land use:** The proposed High Density Residential land use designation is suitable for the proposed site. The High Density Residential land use will provide a transition between the surrounding Industrial land uses to the south and west and the Medium, Low and Single Family residential land uses to the north and east. The High Density Residential land use is consistent with the CDP TNR 4 Policy to encourage compatible infill development on vacant lots or where existing housing and commercial buildings are deteriorated.
- **Consistency with City's land use policies:** The *Atlanta Comprehensive Development Plan* (CDP) Character Area for this location is Traditional Neighborhood Redevelopment. The proposed High Density Residential land use is consistent with the CDP land use policies to:
 - CW 3 Promote a balance of uses, particularly between jobs and housing, and between retail and housing.
 - CW 10 Provide diverse and more affordable housing choices that are accessible by all people.
 - CW 12 Encourage a variety of housing types, including “missing middle” housing, that are compatible with nearby buildings.

- TNR 4 Encourage compatible infill development on vacant lots or where existing housing and commercial buildings are deteriorated.

- **Consistency with Adopted Small Area and Neighborhood Plans:** The subject site is included in the Freight ATL Northwest, the Bolton/Moores Mill Plan and the Northwest Atlanta Framework Plan.

The subject site is included in the Freight ATL: Northwest Plan. It recommends a variety of projects, policies, and strategies intended to help alleviate identified issues, improve freight mobility, and support the continued coexistence of a range of land uses and development types. The plan recommends a corridor study for James Jackson Parkway- to identify specific needs and potential improvements including prioritizing freight movement to I-285 through signal timing and other means and addressing the lack of sidewalk, transit access, and poor pavement condition.

The subject site is located on the edge of the Bolton/Moores Mill LCI Plan (2002). Some of the goals of the plan are to create a range of housing choices and develop more opportunities for affordable housing and to create a quality, balanced environment by establishing policies to encourage mixed-use activity centers that include affordable housing, neighborhood commercial, neo-traditional residential, and interactive recreational facilities. The plan recommends Single Family Residential land use and zoning for the subject site.

In the Northwest Atlanta Framework Plan (2000), the subject site is in the Hollywood Road Corridor. The development concept is for Hollywood Road “to identify strategies to promote a mixture of housing types in terms of density and income with balanced commercial development, retail and support services concentrated in specific nodes, provide for adequate community facilities, provide for infill housing in appropriate locations, all of which will encourage development and reinvestment and a more stable community”. The proposed concept plan recommends Industrial uses for the subject site.

- **Consistency with Atlanta City Design:** The *Atlanta City Design* articulates Atlanta’s vision organized according to its five core values of Equity, Progress, Ambition, Access, and Nature. It focuses future growth into already-developed areas called Growth Areas, which are further categorized as Core, Corridors, and Clusters. Outside the Growth Areas are the Conservation Areas, which include Urban Neighborhoods, Suburban Neighborhoods, Rural Neighborhoods, and Production Areas. Conservation Areas are the natural parts of the city that are less suited for growth and that should be protected from radical change.

According to the Atlanta City Design map, this parcel on **James Jackson Parkway NW** is located within a Conservation Area: Production Areas. Production Areas are described as follows:

“Beyond neighborhoods, these are other areas that the city has an interest in protecting from change. Primarily, they consist of strategic industrial land and railyards where intermodal transfer facilities, warehousing and key production facilities are needed close to the city center. They also include sites like the federal penitentiary and the large film studios at Fort McPherson and Lakewood Fairgrounds, which are simply unlikely to change and should not be included in the growth area.”

NPU Policies: The proposed land use designation is compatible with NPU D policies to:

- D-7 James Jackson Parkway: Encourage the development of James Jackson into major commercial corridor in the NW quadrant with dining, grocers and dense residential.
- D-17 New residential development: Encourage medium and high-density residential development around the Atlanta waterworks, at the west end of Blandtown close to the new

Westside Park, and along Marietta Blvd. in Bolton and Hills Park. Encourage medium and low-density residential developments on the periphery of existing single-family areas.

STAFF RECOMMENDATION: APPROVAL OF THE LAND USE AMENDMENT FROM THE SINGLE FAMILY RESIDENTIAL LAND USE DESIGNATION TO THE HIGH DENSITY RESIDENTIAL LAND USE DESIGNATION.

NPU RECOMMENDATION: NPU-D voted to Approve this land use amendment at its August 22, 2023, meeting.

cc: Jessica Lavandier, Assistant Director