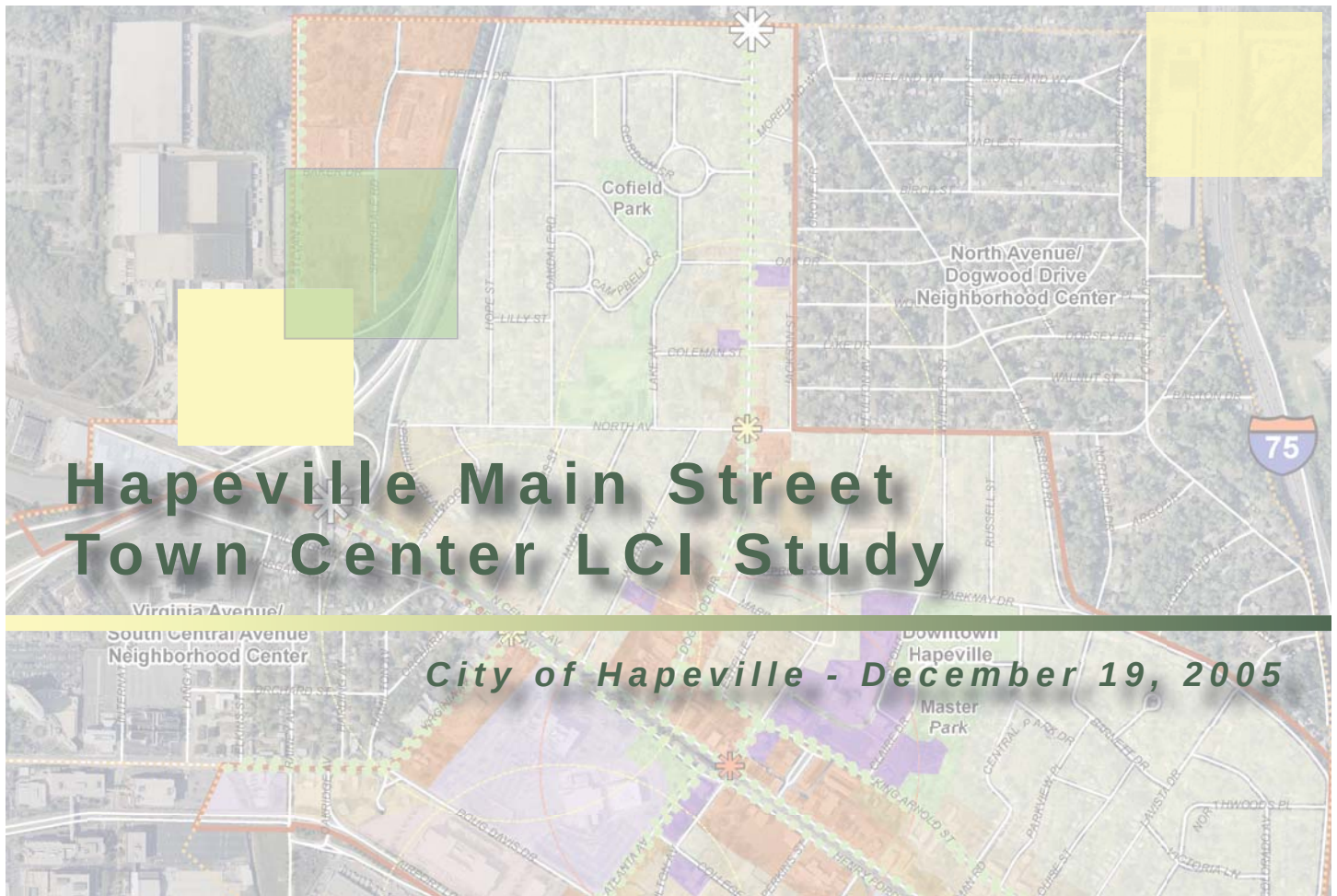




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Hapeville Main Street Town Center LCI

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Regional land use policies encourage the creation of walkable, mixed-use centers with vibrant sidewalk life



Healthy communities include a variety of housing types, such as this historic home



A goal of the study is to strengthen the downtown business community

1.1 OVERVIEW

This section provides an overview of the Livable Centers Initiative (LCI) program and provides a summary of existing conditions within the Study Area. Study Area components are divided into functional categories for the purpose of organization. Within each category, background information is provided, existing conditions are described, and strengths, weaknesses, opportunities and threats are summarized.

Purpose of the Study

The LCI program is intended to promote greater livability, mobility and development alternatives in existing employment and town centers. The rationale is that directing development towards areas with existing infrastructure will benefit the region and minimize sprawling land use patterns. Minimizing sprawl, in turn, will potentially reduce the amount of vehicle miles traveled and the air pollution associated with those miles. Lastly, the LCI program is using the successful 1996 Olympics model to promote the concept that investment in public infrastructure will spur private investment. Thus, the LCI program is a vehicle whereby the Atlanta Regional Commission (ARC) can attempt to direct mixed-use and mixed-income development towards existing infrastructure by providing study and implementation dollars.

In this context, the City of Hapeville seeks to develop a long-term vision for promoting the growth of its historic downtown and adjacent neighborhoods by promoting visual appeal, establishing a compatible mix of land uses, preserving sense of place, ensuring multiple transportation options, and supporting economic development. This study will assist the community in defining their vision and creating a master plan that outlines proposed land uses and development opportunities for an attractive and sustainable Town Center area.

The goals of the Hapeville Main Street Town Center LCI, as established by the LCI program, are to:

1. Encourage a diversity of medium- to high-density, mixed-income neighborhoods, employment, shopping and recreation choices at the activity and town center level.
2. Provide access to a range of travel modes including mass transit, roadways, walking and biking to enable access to all uses within the Study Area.
3. Encourage integration of uses and land use policies/regulations with transportation investments to maximize the use of alternate modes.



Map showing the location of the City of Hapeville in the Atlanta region



Interstates 75 and 85 provide excellent access from Hapeville to Atlanta

4. Through transportation investments, increase the desirability of redevelopment of land served by existing infrastructure at activity and town centers.
5. Preserve the historic characteristics of activity and town centers and create a community identity.
6. Develop a community-based transportation investment program at the activity and town center level that will identify capital projects, which can be funded in the annual Transportation Improvement Program (TIP).
7. Provide transportation infrastructure incentives for jurisdictions to take local actions to implement the resulting activity or town center study goals.
8. Provide for the implementation of the Regional Development Plan (RDP) policies, quality growth initiatives and Best Development Practices in the Study Area, both through local governments and at the regional level.
9. Develop a local planning outreach process that promotes the involvement of all stakeholders, particularly low income, minority and traditionally under-served populations
10. Provide planning funds for development of activity and town centers that showcase the integration of land use policy and regulation and transportation investments with urban design tools.

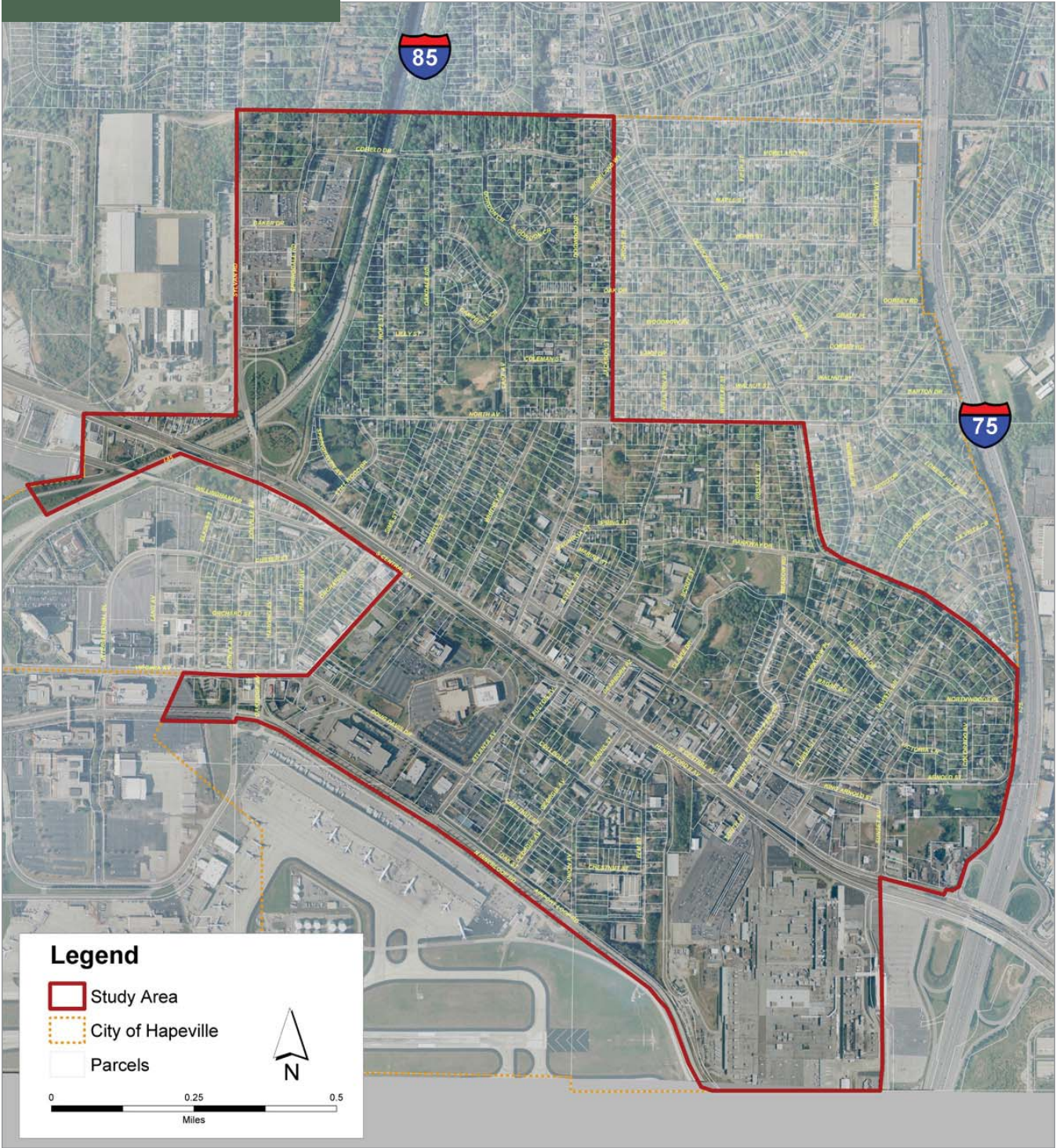
Regional Context

Hapeville, located in Fulton County, Georgia, is approximately 10 miles south of downtown Atlanta and has a population of roughly 6,100 residents. It is strategically located in between I-75 and I-85, the two interstates that connect the southern and northern parts of the Atlanta region and provide major access to the city. Hapeville also borders the southern edge of the City of Atlanta and the northern edge of the Hartsfield-Jackson International Airport, the busiest airport in the country in terms of passenger movement.

Study Area Boundaries

The Study Area comprises essentially two main streets, North Central Avenue and Dogwood Drive (US 19/SR 41) and adjoining neighborhoods. It is bounded by I-75 to the east, Airport Loop Road to the south, the Virginia Park LCI Study Area on the southwest, roughly Sylvan Road to the west and Mount Zion Road to the north. The Study Area encompasses 900 acres or 60% of the City of Hapeville.

Study Area Aerial





The arrangement of streets defines towns and cities the world over

1.2 COMMUNITY PATTERNS

Overview

Every community is defined by the physical patterns of its streets, blocks, lots and buildings. Together, their interconnected relationship defines a community's structure now and into the future. As such, the elements represent the fundamental components of town planning and must be carefully understood for their implications on everything from transportation, to land use, to economic development.

Street and Block Patterns

Streets and blocks are the most important defining characteristics of a community. While buildings and land uses often change, the platting pattern of a community may remain unchanged over the centuries. Blocks and streets can be thought of as the "bones" of a community. As bones determine our height, stature and looks, block and street patterns directly affect a community's form and the importance of key sites within it.

There are two principal types of blocks and street patterns:

Dendritic or tree-like street systems are made up of many small and disconnected local streets that feed into fewer collector streets that, in turn, feed into even fewer arterials. Because this pattern contains many dead-end local streets, it forces all traffic onto collectors and arterials, resulting in large block sizes and increased trip distances.



A dendritic system

The dendritic pattern tends to discourage walking, encourage traffic congestion on collectors and arterials, and create a transportation system that is prone to shutdown when accidents or other incidents disrupt traffic on collectors or arterials. Its creation of longer trips also supports conventional suburban-style land uses marked by their automobile orientation, separation of uses, and disregard for the quality of the streetscape. These great distances also have a direct impact on the ability of emergency vehicles to respond to situations in an efficient manner.

Interconnected street systems are made up of a series of small and medium sized streets arranged in a grid or modified grid pattern. In this pattern, virtually all streets connect to other streets. This provides small blocks, ensuring many possible routes of travel and eliminating the need for wide and high traffic arterials and collectors.



An interconnected system

The interconnected street pattern encourages walking, bicycling and



In a dendritic system, the distance from A to B is one mile and achievable along one route



In an interconnected system the distance from A to B is one half mile, with multiple route options



The existing street network in Hapeville

other forms of non-motorized transportation because it increases the likelihood of being able to make a trip without being forced onto a high-speed, high-volume arterial or collector. It also tends to support pedestrian-oriented land uses by allowing land uses to be closer together, thus increasing the opportunities for shared parking and pedestrian-oriented streetscapes.

“Smart growth” principles generally support an interconnected system over a dendritic system because it better balances pedestrian and vehicular needs. Both cars and pedestrians operate more efficiently when many routes of travel, shorter distances, and more direct trips are available. Generally, the maximum block size should be 800 feet in length or 3,200 feet in perimeter, although between 200 and 600 feet in length or 800 to 2,400 feet in perimeter is more desirable. In developed areas with an existing dendritic system, achieving this goal can be a challenge because interconnected systems work best over a large area. In most places the reality is that arterials and collectors serve transportation needs that extend beyond the immediate area. Even so, a localized interconnected system can reduce congestion on these streets by dispersing local trips.

The arrangement of streets can be used to define key public spaces and building sites. In traditional community design, important buildings were often located at the end of a street vista (see image on preceding page). Similarly, parks and open spaces were always defined by streets to ensure maximum public access and safety.

Existing Conditions

Typical of older Georgia cities, Hapeville grew up around the railroad, with North Central and South Central Avenues paralleling the track and forming the city’s central spine. Radiating from these important avenues, local streets were developed to provide access to neighborhoods and businesses. As a result, the street pattern in the Hapeville today remains an interconnected one.

Regarding the specifically defined Study Area, the area south of the railroad extends only three blocks from South Central Avenue to Airport Loop Road. Blocks vary in this area and include the two largest ones in the Study Area (1,250 feet and 1,700 feet in length), but also some of the smallest. Smaller blocks are found in the Old First Ward, Hapeville’s oldest neighborhood, where the traditional urban structure of Hapeville remains intact.

The larger segment of the Study Area is north of the railroad and includes the neighborhoods lining Dogwood Drive. Blocks in this area vary more than in the southern portion, but most are still of a scale typical of historic towns. As such, most are of adequate



An interconnected system allows Boston's South End to operate with no street more than two lanes wide



This map shows Hapeville's street pattern in 1923 (From *History of Hapeville Georgia*, pg. 61)

length to encourage pedestrian travel where sidewalks exist. There are, however, also instances of exceptionally large blocks in this area, including the block bounded by King Arnold Street, Claire Drive, Barnett Drive, Parkway Drive and Parkview Place, where a suburban-style subdivision, complete with cul-de-sacs, represents a gap in Hapeville's historic block pattern.

Strengths

- Interconnected street system, which disperses traffic and allows most streets to be narrow
- Small blocks, which benefit all transportation modes

Weaknesses

- Existence of several "superblocks"
- Awkwardly shaped blocks, such as several in the Old First Ward, which are not ideal for new development
- Separation of Sylvan Road from the rest of Hapeville

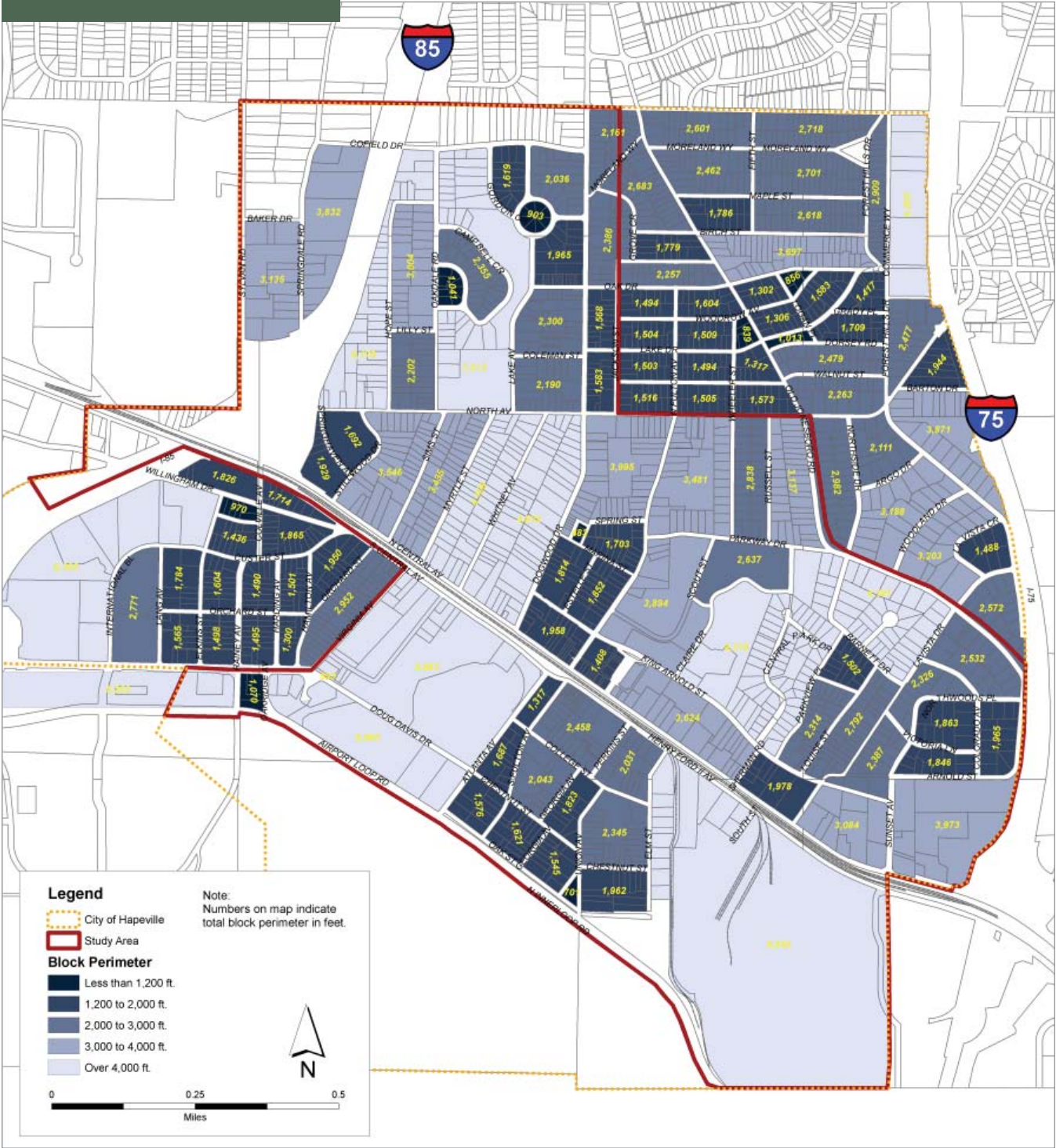
Opportunities

- New smaller blocks, which could be created by dividing existing "superblocks" into smaller blocks that are consistent with the historic block sizes of Hapeville
- Separation of Sylvan Road from the rest of Hapeville, which could limit opposition to redevelopment in that area
- Potential terminated vista, which street patterns could support on Perkins Street and Dearborn Plaza

Threats

- Street abandonment for redevelopment purposes, which could eliminate the existing fine-grained block pattern

Block Sizes





Downtowns in small towns often contain the smallest lots



Delta Airlines' corporate headquarter occupies on one of the largest lots in the Study Area



This 20-foot-wide historic commercial lot is one of the city's smallest

Lot Patterns

Lots represent the second major element in shaping communities. Like streets and blocks, lot patterns tend to be fixed for long periods, regardless of land use. Historically speaking, lot size was also an indicator of where in the community a lot was located, with the smallest lots housing mixed-use buildings near the center of town and the largest ones being farmland located at its fringes.

Today, with the increasing scale of redevelopment economics and the large amounts of capital necessary to finance infill projects, the notion that lots at the center of a community should be small is no longer universal. Modern financial models often demand that town center redevelopment occupy an entire block and be undertaken by large developers. As a result, a key challenge to town center regeneration can be the existence of small lots owned by many different owners, particularly if land assembly is critical. In certain cases, however, diverse ownership can be beneficial to creating a rich character and sense of place if smaller lot owners are motivated to develop individual, smaller projects.

Existing Conditions

The Study Area exhibits a fine-grained mix of small lots. Of the 1,462 lots all wholly or partially in the Study Area, 94.1% are less than one acre in size; 67.9% are less than one-third of an acre in size.

Strengths

- The historic lot pattern of Hapeville, which is largely intact
- Small home lots, which allow for neighborhood revitalization that does not compromise their scale or character
- The diverse sizes of home lots, which provide opportunities for buyers with diverse incomes to live in Hapeville

Weaknesses

- Lot assembly challenges, which are required for redevelopment in the commercial and mixed-use areas

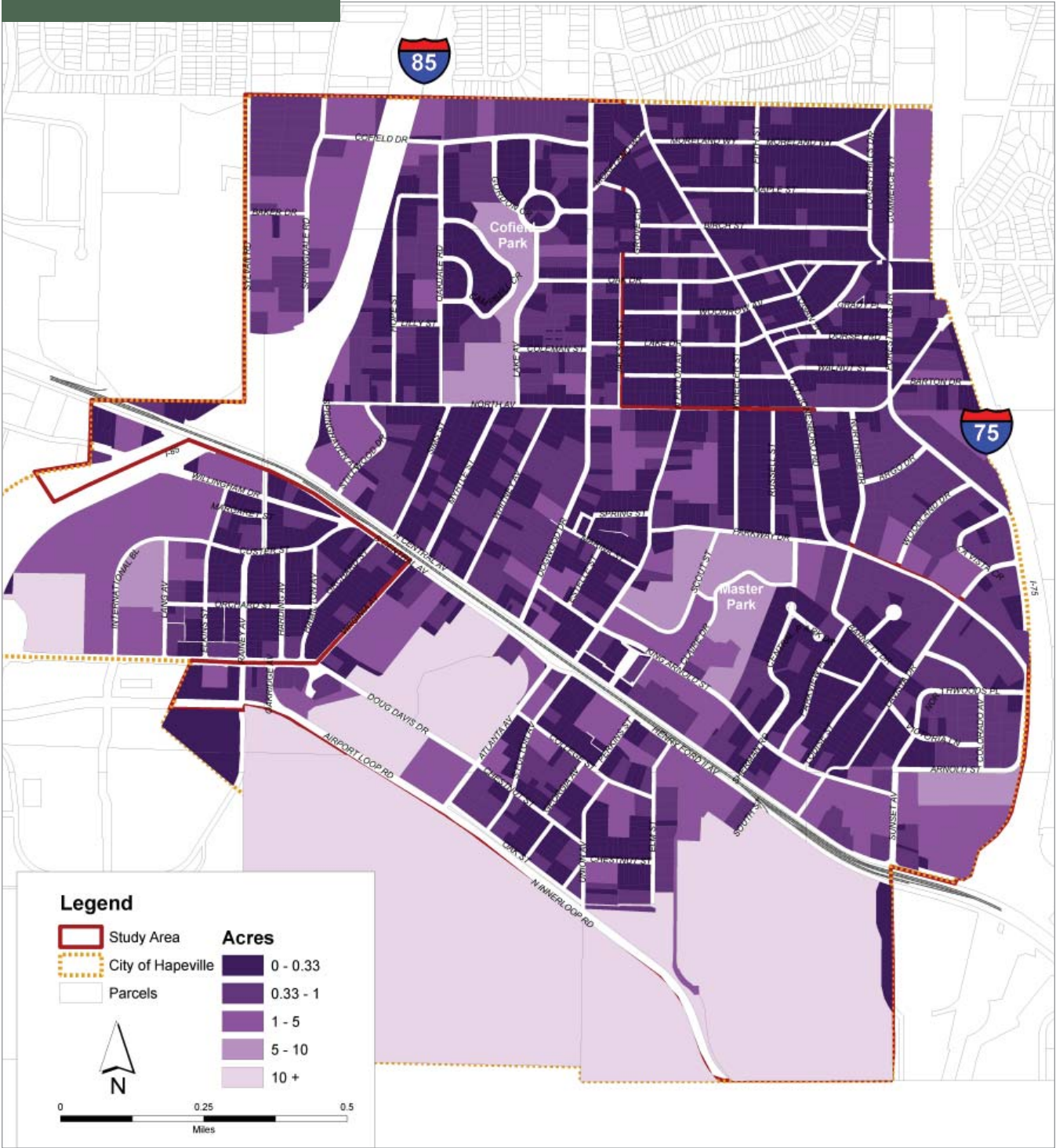
Opportunities

- Lot assembly, which could support redevelopment where historic structures no longer exist, especially in the Old First Ward and on North Central and South Central Avenues

Threats

- "Holdout" property owners, who could hinder community-supported redevelopment

Lot Sizes





Buildings form a wall that defines this park in Spain

Building Patterns

The final element of a community's physical pattern is its buildings. The placement and massing of buildings can work together to form spaces greater than the individual buildings. These different spaces have varying impacts on human psychology and the ability of places to support certain activities. For example, most people like to feel protected while walking. This is best achieved by making people feel enclosed. From a psychological point of view, a street with a height-to-width ratio of no more than one-to-three provides the necessary enclosure, with one-to-one being ideal. Therefore, to create an environment where walking is encouraged, the street should respect these ratios, particularly in a downtown environment. Enclosure also has a direct impact on driver behavior. All else being equal, buildings close to the street psychologically narrow it and result in slight decreases in vehicular speeds.



Homes in this neighborhood in Memphis are arranged to define a park space (Courtesy of Alex S. MacLean)

Building patterns also affect the legibility of a place, or how easy it is for a visitor to quickly understand its organization. A figure ground study is a valuable tool for understanding this component of form. In a figure ground study the placement of buildings and their inter-relationships is reduced to a simple map showing their location on an otherwise negative background. This allows for an understanding of buildings and the spaces between them. These public or quasi-public spaces often are the most commonly experienced spaces of a community.

Existing Conditions

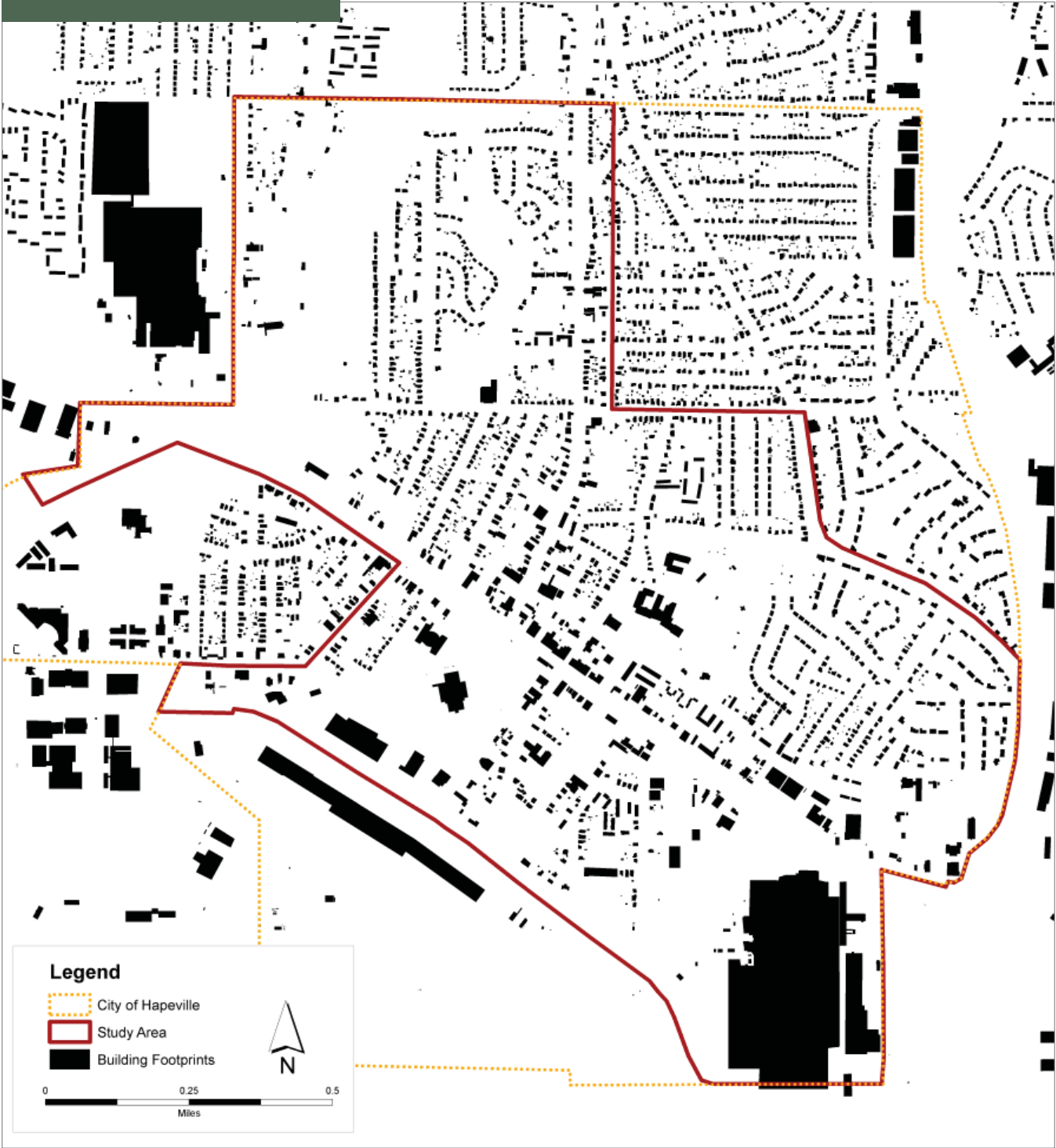
The Main Street Town Center LCI Study Area contains a mix of building patterns and spaces. Generally, this is a function of the extent of historic preservation that has occurred on a given street, but also its use, with commercial areas generally much less defined than residential ones.



Buildings close to the street help define the public realm

One of the best defined portions of the Study Area is the downtown core, running roughly from City Hall to the Post Office. Here, buildings line the street to form a "wall" and provide a well-defined space along the railroad track. Unfortunately, this set-up disappears in all directions as distance, vacant lots and parking lots increase. Near I-75 and I-85, and along Dogwood Drive between North Central and North Avenues, the spatial form is extremely poor due to auto-oriented development. Luckily, the surrounding residential areas are well-defined, with buildings located in orderly format.

Existing Figure
Ground





Consistent setbacks and the presence of trees create a well-defined street experience on many neighborhood streets



Frontal parking and large setbacks do not reflect the historic character of Hapeville

Strengths

- Historic neighborhood homes, which relate well to the street
- Unique small town scale of the neighborhoods and the historic downtown core

Weaknesses

- Poor spatial definition, which is created by frontal parking, large setbacks and relatively low building heights on portions of Dogwood Drive, South Central Avenue and North Central Avenue
- Vacant lots, which reflect tears in the town's fabric

Opportunities

- New commercial or mixed-use buildings, which could match the setback of historic commercial blocks to better define space.
- Streetscaping projects, which could create a strong street edge through street tree planting
- Infill housing, which could be appropriately scaled to fill in breaks in the town's fabric

Threats

- New auto-oriented development, which could continue to degrade Hapeville's sense of place and scale
- The demolition of historic buildings in the neighborhoods and on South Central and North Central Avenues, which could destroy Hapeville's special scale and character
- Out-of-scale infill housing, which could overwhelm existing structures
- New single-story commercial buildings along key streets, which could fail to provide the height necessary to appropriately define the street as an outdoor room



A mother experiences a pedestrian-oriented public realm



A plaza surrounded by mixed-use buildings in Mashpee, MA



A park is the center of Harbor Town, near Memphis (Courtesy of Alex S. MacLean)

1.3 PUBLIC REALM

In a world where many are increasingly isolated from one another by technology and fast-paced lifestyles, people are increasingly recognizing the value of places that allow them to connect with others. In fact, one of today's hottest real estate trends is the community where people can partake in a wide variety of public spaces on a daily basis. Many people no longer want to drive long distances to walk down a pleasant, tree-lined sidewalk, play in a park with their children, or relax on a warm summer evening. They now want their communities to provide all of these opportunities and more.

There are five major categories of public spaces in the United States, each with their own distinct definition and applicability:

Streets and sidewalks are the most often used public spaces in towns and cities. In addition to serving as a transportation conduit, streets and sidewalks can be designed to encourage human interaction and community building. Streets can serve as parade routes or the location of special festivals, while in-town sidewalks can provide room for cafe dining, street furniture, and street trees.

Plazas are hardscaped gathering spaces located in a town or city center and surrounded by commercial, mixed-use, or civic buildings. Plazas often include fountains, benches, and similar elements. Their entire surface is accessible to the public and consists of stone, concrete, or durable pavement interspersed with trees and limited plant materials.

Parks are landscaped recreation and gathering places that can be located in any area of a town or city. They may be surrounded by residential or commercial buildings, and are often the focal points of neighborhoods. Parks often include picnic facilities, drinking fountains, benches, and playgrounds. Larger parks may include ponds, sports fields, and courts. Well designed parks are defined at the edges by streets. Their accessible landscape consists of paths, trees, lawns, shrubs, and other plant materials.

Greenways are linear parks that can serve as corridors for transportation, wildlife migration, or protection of key habitats that occur in a linear manner, such as the riparian zones along creeks and rivers. Greenways can also connect plazas, parks and conservation lands. Because of this, they can be located in virtually any setting, with varying sizes.

Conservation Lands protect and enhance areas of environmental and historic significance. They are usually located at the edge of a



Curb cuts, utility poles and broken sidewalks create a poor public realm along this stretch of Dogwood Drive



The land next to the Teaching Museum South (former North Avenue School) serves as informal park space



George Hudson Football Field in Masters Park

village, town or city. Because their primary purpose is the protection of open space, they can include camping sites and trails.

Existing Conditions

The privately owned commercial blocks along North Central and South Central Avenues represent the heart of Hapeville. Yet, sadly, there is no single public place in the downtown core that serves this purpose. Unlike many towns, Hapeville has no square or green. The closest thing is the war memorial next to City Hall and the fountain at Dogwood Drive and North Central Avenue, but both are hardly public gathering spots and neither attracts people. This lack of a centerpiece in the downtown core challenges business revitalization by limiting the ability of Hapeville to market itself via a single, positive and identifiable location or trademark. Recent streetscape improvements along South Central Avenue help, but their extent is limited and they are certainly not iconic public spaces. Luckily, opportunities exist to create such a place through the redevelopment of marginal, auto-oriented properties.

The situation is slightly better outside of the immediate downtown area, where three parks can be found. Cofield Park and Master Park are located north of the railroad tracks, while Jess Lucas Y-Teen Park is south of the tracks, adjacent to Delta Airlines' administrative offices. These parks do provide open space and the Tom E. Morris Sports Complex provides quality athletic facilities, but they are in need of improvements and more recreational activities that engage Hapeville's diverse population. Recent citizen-led initiatives at Cofield Park have brought improvements, but many residents believe that the City could play a greater role in these efforts.

Aside from parks, the remainder of the public realm in Hapeville varies by location, with some neighborhood streets exemplifying the dignity that can be found in well-maintained, tree-lined residential streets, especially those in the Azalea Park neighborhood. The situation is not as positive on many other neighborhoods streets, which lack street trees or adequate sidewalks. In all neighborhoods, opportunities for improved sidewalks, planted streets or other upgrades could provide the foundation for a higher quality public realm citywide.

Strengths

- Existing park land, which minimizes the need for land acquisition
- Tom E. Morris Sports Complex, which provides recently-renovated athletic facilities
- Citizen-led improvements in Cofield Park



Cofield Park includes new playground facilities



Small pocket parks could be included as part of the redevelopment of vacant or under-utilized land

- Recently completed streetscapes on South Central Avenue

Weaknesses

- Lack of a single public space to serve as Hapeville's focal point and enhance the downtown core's retail ambiance
- Disconnected or broken sidewalks, which limit their ability to serve as meaningful public spaces
- Lack of adult amenities such as bocce, shuffleboard or walking trails, which limit the appeal of parks
- Lack of trash cans in public spaces
- Poor maintenance in existing parks
- Litter and weeds in streets and sidewalks, which make much of the public realm appear neglected

Opportunities

- Cafe or sidewalk dining, which could greatly enhance the city's "curb appeal"
- A town square or plaza, which could be integrated with retail uses to anchor a revitalized downtown
- New pocket parks, which could be provided in new developments
- Improved sidewalks, which could connect neighborhoods and parks
- Street tree plantings, which could enhance the public realm
- The grounds of the former North Avenue School, which could be converted to park space
- Myrtle Street, which is wide enough to be transformed into a "green street" with a terminus at North Avenue School

Threats

- Development, which could occur without appropriate or well-placed open spaces
- Poorly designed open spaces, which might lack appeal and fail to capitalize on the need for a community focal point
- Liability and limited funds, which could limit the City's ability to provide the amenities that some residents want
- Poorly located open spaces, which could result when open spaces are relegated to the areas with least development potential



The Ebenezer Baptist Church in Atlanta dignifies the public realm



These new townhomes in Chicago embrace the sidewalk and create a cohesive street environment



Historic structures in Charleston create a pleasant streetscape

1.4 ARCHITECTURE & HISTORIC BUILDINGS

Until the early twentieth century, architecture defined and dignified the public realm. Buildings were placed to enrich and add order to the street. Most intown buildings came up to the sidewalk and fronted it with entrances. Commercial buildings typically incorporated awnings, storefronts, wide sidewalks, and space for goods or outdoor dining. Residential buildings had stoops, porches, balconies, green forecourts, or a sidewalk bordered by a low garden fence or knee wall. This created buildings that were oriented towards the street and with a clear division between public and private space.

With time, greater setbacks were developed for commercial and residential buildings. In the streetcar suburbs of the early 1900s, houses were usually set ten feet from the sidewalk in the center of town and 30 feet on the edge. As with older villages, cities, and towns, most early suburbs were within a five-minute walk of a small commercial center or a transit stop. Many of the suburbs could not support commercial uses unless the housing density was a minimum of six to seven units per acre.

Style variations notwithstanding, buildings and their street orientation remained stable from 1900 until World War II. This all changed after World War II, when the car became the primary mode of transportation. With this, commercial and residential environments transformed from being pedestrian-oriented to vehicle-oriented. Governments enacted highway standards and codes sympathetic to the motorist, and architecture and building placement became focused on responding to the needs of automobiles. The speed at which people experienced their communities increased and buildings were placed farther from the street to accommodate parking. As a result, building detailing became less important than recognition. Architecture became secondary to instant recognition. A few shrubs, trees, flowers, and large signs were more important than relationship to the street or respect for the public realm.

Today, American architecture is defined by being easily recognizable. Chain retailers look the same everywhere, and homes are sold based on “curb appeal.” The exteriors of buildings are now insignificant. As a result, much of America’s newer areas are visually monotonous.

The proliferation of “cookie-cutter” buildings means that historic buildings have become critical to preserving local identity and sense of place. Historic structures are resources that must be preserved and protected. Not only does doing so preserve an architectural legacy, it also preserves the buildings and places that represent a community’s collective memory.



Part of the reason for the success of downtown Decatur, Georgia, is the city's strong historic preservation ethic



A historic Queen Anne style home found in the Old First Ward



The Neoclassical style Hapeville First Baptist Church is a historic structure that must be preserved

There is also an economic benefit to preservation. Many communities have found that the best way to promote future growth is by preserving the past. This is particularly true where historic buildings are of a quality that is financially-prohibitive today. The National Trust for Historic Places identifies tourism of historic sites - called "cultural tourism" - as a key component to successful downtown revitalization. For example, in Athens, Georgia, the Historic Preservation Division of the Georgia Department of Natural Resources reports that tourism resultant from the unique scale and history of the city brought in over \$123 million in 1994 and over \$134 million in 1995.¹

Cultural tourism aside, "place-oriented" retail has become one of the industry's hottest commodities, with a number of new "downtowns" under construction across the nation. In the Atlanta area, such places include Atlantic Station, downtown Suwanee, downtown Woodstock, and Vickery. Given this strong demand, communities with "real" history should position themselves to capture this growing retail market.

Existing Conditions

Hapeville is well positioned to capitalize on trends favoring historic preservation and sense of place. The city and its neighborhoods include many diverse buildings over 50 years old that are potentially eligible for recognition on the National Register of Historic Places. 50 years is the minimum age used by the Secretary of the Interior for determining eligibility. These structures are located in both the downtown core and the nearby neighborhoods.

Hapeville's commercial core is marked by a collection of historic buildings surrounding the railroad depot. The majority of these buildings were constructed between 1920 and 1930 and are represented by simple one and two-story brick buildings with storefronts along the sidewalk and shallow setbacks. Stylistically, most can be classified as a vernacular American Mercantile style, or marked by brick load-bearing construction, simple brick patterning, little ornamentation and storefronts. Exceptions do exist, however, and include limited occurrences of Art Deco, Mediterranean Revival, Streamline Moderne (City Hall), and Neoclassical Revival (Post Office).

Beyond the historic buildings in the downtown core, most of the other commercial buildings in Hapeville are one-story commercial prototypes lacking any architectural detail or reflection of the history of Hapeville. Their horizontal scale also fails to provide for mixed-uses and results in every building being an object unto itself, with little

¹ Historic Preservation Division of the Georgia Department of Natural Resources, *Economic Benefits of Historic Preservation in Georgia: A Case Study: Athens, Georgia* (Atlanta: DNR, 1997)



This shoe repair shop is one of Hapeville's few Art Deco style commercial buildings



This Ranch style home is representative of many of Hapeville's neighborhoods



A Minimal Traditional style home on Spring Street

compatibility with adjacent buildings. These buildings' architecture is generally unassuming and functional, as they are designed to accommodate the automobile and not the pedestrian. They do not define the public realm in a dignified manner and, as a result, much of North Central and South Central Avenues and Dogwood Drive is defined not by architecture, but by parking lots, signage and landscaping found in front of each single-use building.

The architectural styles of Hapeville's neighborhoods are as diverse as its commercial areas. Major styles present include:

- **National Folk** (1850-1890), which is defined by simple massing, usually simple single-gabled roofs, simple shed porch roofs, and uniform roof heights. Buildings are usually clad in horizontal clapboard siding and have vertically proportioned windows. This style represents an interpretation of traditional local housing types utilizing mass-produced materials transported from other parts of the nation. As such, this style exhibits some geographic variations.²
- **Queen Anne** (1880-1910), which is defined by asymmetrical facades with partial or full-width porches usually one-story high and extending along one or both side walls. The roof is usually steeply pitched and of irregular shape, with a dominant front-facing gable. Patterned shingles and cutaway bay windows are some of the devices used to avoid a smooth-walled appearance.³
- **Craftsman** (1905-1930), which is defined by low pitched, gabled roofs (occasionally hipped) with wide, unenclosed eave overhangs, beams and exposed rafters. Porches are always provided and are usually full or partial width and with roofs supported by tapered, square columns. These homes usually have a one story or "bungalow" form, although examples of two-story Craftsman homes may be found.⁴
- **Minimal Traditional** (1935-1950), which is defined by a reference to earlier architectural styles, but lacking decorative detailing and exhibiting close, rather than overhanging, eaves. These homes usually include a large chimney and at least one front-facing gable. Most are one story, but two-story examples exist.⁵

² McAlester, Virginia, *A Field Guide to American Houses* (New York: Alfred A. Knopf, Inc., 1994) 88.

³ McAlester 263.

⁴ McAlester 453.

⁵ McAlester 478.



North Avenue School designed by famous Atlanta architect Philip Shutze, was built in 1929



Hapeville has already started to capitalize on its historic character. The College Street School, originally Hapeville School, is undergoing conversion to lofts



This new building's style doesn't reflect those historically found in Hapeville

- **Ranch** (1935-1975), which is defined by a horizontal orientation, built-in garages and asymmetrical one-story shapes with low pitched roofs and large overhangs. These homes often have brick siding, with modest chimneys.⁶

Hapeville also includes limited instances of Tudor Revival, Neocolonial and Contemporary style residential structures.

The locations of these home styles vary, but generally speaking the Old First Ward contains some of the oldest residential architecture remaining in the city, including Craftsman bungalows, National Folk homes, and a number of Queen Anne style houses. The remainder of Hapeville is a mix of other styles.

Recent infill housing varies in its ability to reflect the city's architectural heritage. Several excellent examples of contextual infill exist in the Virginia-Park neighborhood, but these are outside of the Study Area. Within the Study Area, results are less consistent. In fact, a great concern to many residents is that much of the new development has taken on what many of them describe as "suburban" style, which generally means that it is of no specific style whatsoever. The same criticism applies to recent commercial and multi-family housing. Style notwithstanding, much of the newer construction fails to match the setbacks or sidewalk orientation of Hapeville's older buildings.

Strengths

- Diverse historic neighborhoods and homes, which contribute to Hapeville's identity
- Historic commercial buildings, which provide a sense of place and differentiate Hapeville from its marketplace competitors
- Historic civic landmarks, which include churches, schools, the Post Office and City Hall
- Recent rehabilitation of historic homes, which are revitalizing neighborhoods
- Recent rehabilitation of historic commercial blocks
- Rehabilitation of the College Street School
- Design Review Commission, which works to ensure that new development is compatible with Hapeville's character
- Tree canopy, which is part of Hapeville's historic townscape

Weaknesses

- Lack of maintenance of some historic buildings, which

⁶ McAlester 479.



The Tudor Revival style is not common in Hapeville, but does exist and could be used in new construction



Although made of brick, this Family Dollar's frontal parking does not reflect the historic urbanism of Hapeville

compromises their character

- "Cookie cutter" corporate prototypes, which compromise Hapeville's identity
- Incompatible infill housing, which is often out-of-scale with adjacent homes

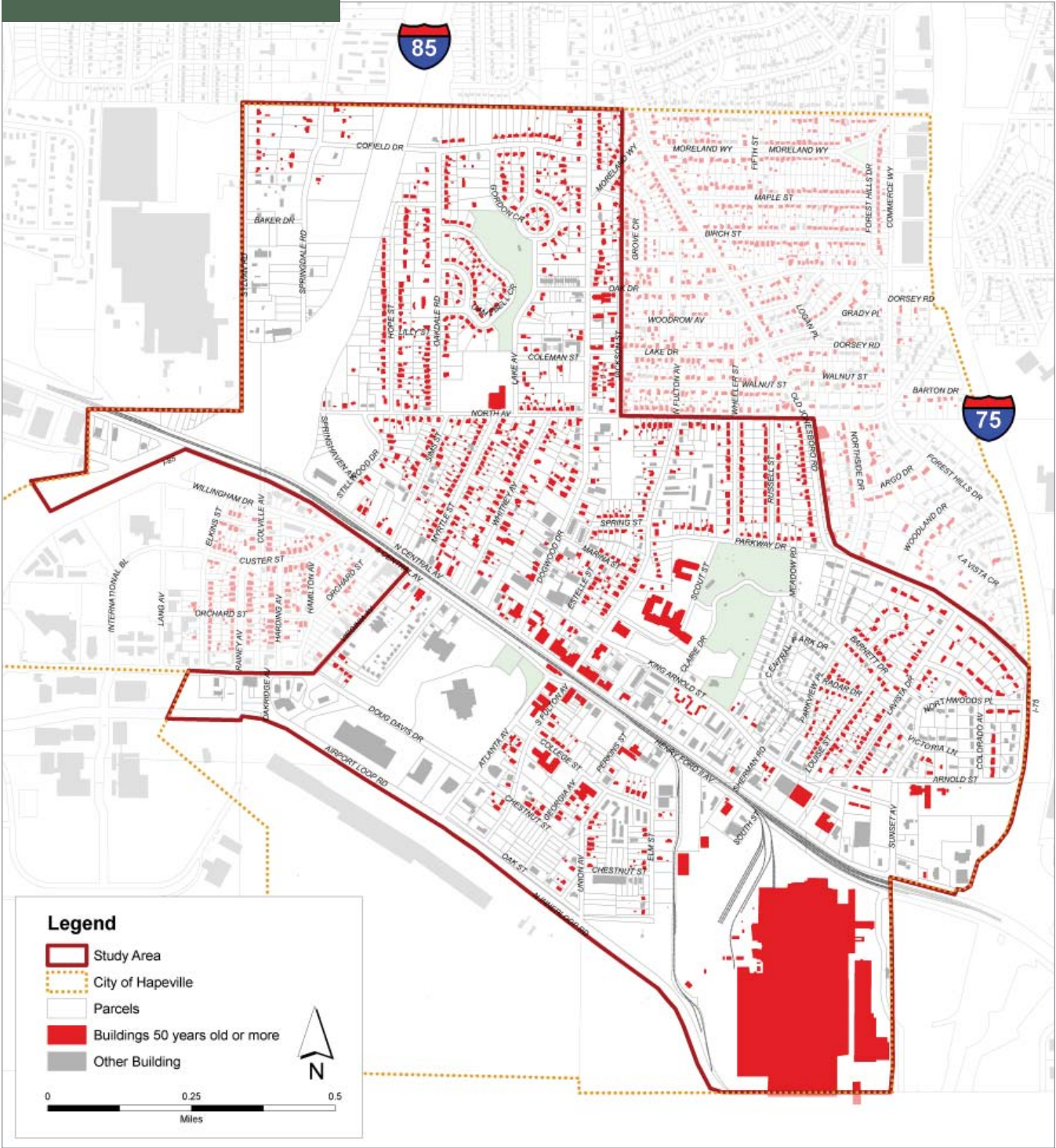
Opportunities

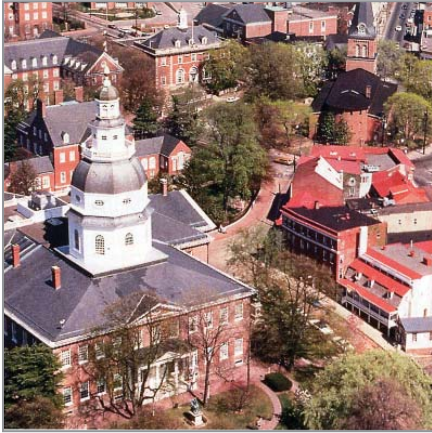
- Historic styles found in Hapeville, which could be used in future development
- Markers or a walking tour, which could highlight historic Hapeville
- Design-based zoning requirements, which could ensure more compatible development
- Early modern buildings from the post-World War II period, which are now more than 50 years old and experiencing increased historic interest nationwide
- Historic commercial structures, which could be renovated to house business in search of a "loft" aesthetic

Threats

- Continuation of incompatible infill housing, which could detract from Hapeville's sense of place
- Lack of maintenance, which could cause historic buildings to be lost due to neglect
- Rehabilitation costs, which could make it more expensive to renovate a building than to demolish and build a new one
- Chain stores and restaurants, which could erode Hapeville's character unless their facilities are designed to fit in both architecturally and urbanistically
- Redevelopment, which could jeopardize or destroy historic buildings
- Lack of generational tree planting, which could result in a massive loss in the tree canopy when similarly aged trees begin to die off

Existing Buildings
Over 50 Years Old





Annapolis, MD, features a fine-grained mix of uses



These townhomes in North Carolina have small shops at ground level



Single-family residential is the predominant land use in the Study Area

1.5 LAND USE & LAND USE REGULATIONS

Land uses and the relationship between them impact the quality of life in a community. Different land uses have varying impacts on transportation and utility systems. The arrangement of land uses and their proximity also support or discourage different modes of transportation, including bicycling and walking; this can directly impact the vehicular system by reducing or increasing traffic.

Towns and cities were traditionally built as mixed-use environments featuring housing, shops, offices, religious institutions, schools, parks, and factories all within a short walk of one another. As the benefits of mixed-use areas once again become well known, it becomes increasingly important to understand the types of uses that can operate in close proximity. Many uses are very compatible, including retail, office, open space, civic, and residential uses. Other uses, such as industrial and transportation services, are more difficult to reconcile with other uses in a mixed-use setting.

Existing Land Uses

The Study Area exhibits a wide mix of land uses, including residential, commercial, industrial, and institutional uses. The largest category is Single-family Residential. This occurs primarily north of the railroad. Other Single-family Residential areas include southeast of the railroad. The second most predominant land use is Commercial, which is found along: North Central and South Central Avenues, Dogwood Drive south of Oak Drive, Virginia Avenue, and portions of Atlanta Avenue, King Arnold Street, Sylvan and Springdale Roads. Commercial along Dogwood Drive, South Central and North Central Avenues is auto-oriented. Commercial uses along Sylvan and Springdale Roads are mainly rental car businesses.

The Study Area is home to several Public/Institutional uses, including City Hall and the Recreational Center. Public/Institutional uses account for approximately 7.2% of the Study Area.

Downtown has no vertical mixed-uses. It also has no quality, owner-occupied multi-family residential. This limits the appeal of the downtown area to singles, empty-nesters, and childless couples, all of whom are driving downtown revitalization nationwide.

Industrial uses represent a significant percentage of the Study Area's acreage, at nearly 14% of area. Of this, Ford Motors occupies 92% of the city's industrial land.

Table 1: Existing Land Uses

Land Use	Parcels	Acres	Percentage*
Single-Family Residential	934	277	39.45%
Townhouse Residential	2	1	0.10%
Multi-Family Residential	22	25	3.63%
Commercial	213	156	22.26%
Industrial	9	98	13.99%
Public/Institutional	36	51	7.24%
Parks/Recreation/Conservation	6	25	3.55%
Transportation/Communication	9	4	0.52%
Vacant	172	65	9.28%

* Percentage of land area.



This parcel on Springhaven Avenue is one of the largest pieces of vacant land in the Study Area

Perhaps the most striking land use characteristic is the amount of vacant land. Vacant land accounts for nearly 9.3 % of the Study Area, with 172 parcels.

Strengths

- Industrial land use locations, which are far from neighborhoods and have minimum impacts thereto
- Proximity of land uses, which can minimize travel distances and support walking
- Single-family neighborhoods, which provide Hapeville with a unique identity
- Historic nodal commercial patterns, which are still evident in many areas and blend well with neighborhoods

Weaknesses

- Auto-oriented commercial creep on North Central Avenue and portions of Dogwood Drive, which compromises neighborhoods and is visually unappealing
- Lack of quality, owner-occupied multi-family options, which limits the market appeal of downtown and discourages retail
- Lack of retail and service diversity
- Limited occurrences of vertically mixed-use land uses
- Proliferation of auto-oriented commercial uses near I-75

Opportunities

- New mixed-use development with condominiums over retail, which could create a greater sense of “ownership”
- Redevelopment of under-utilized, auto-oriented land uses,



The conversion of this former Dogwood Drive home into a business is symptomatic of commercial creep



With proper design, townhomes can be a valuable addition to a community



Recent growth has brought townhomes to Hapeville, but their design may not be conducive to long-term home ownership

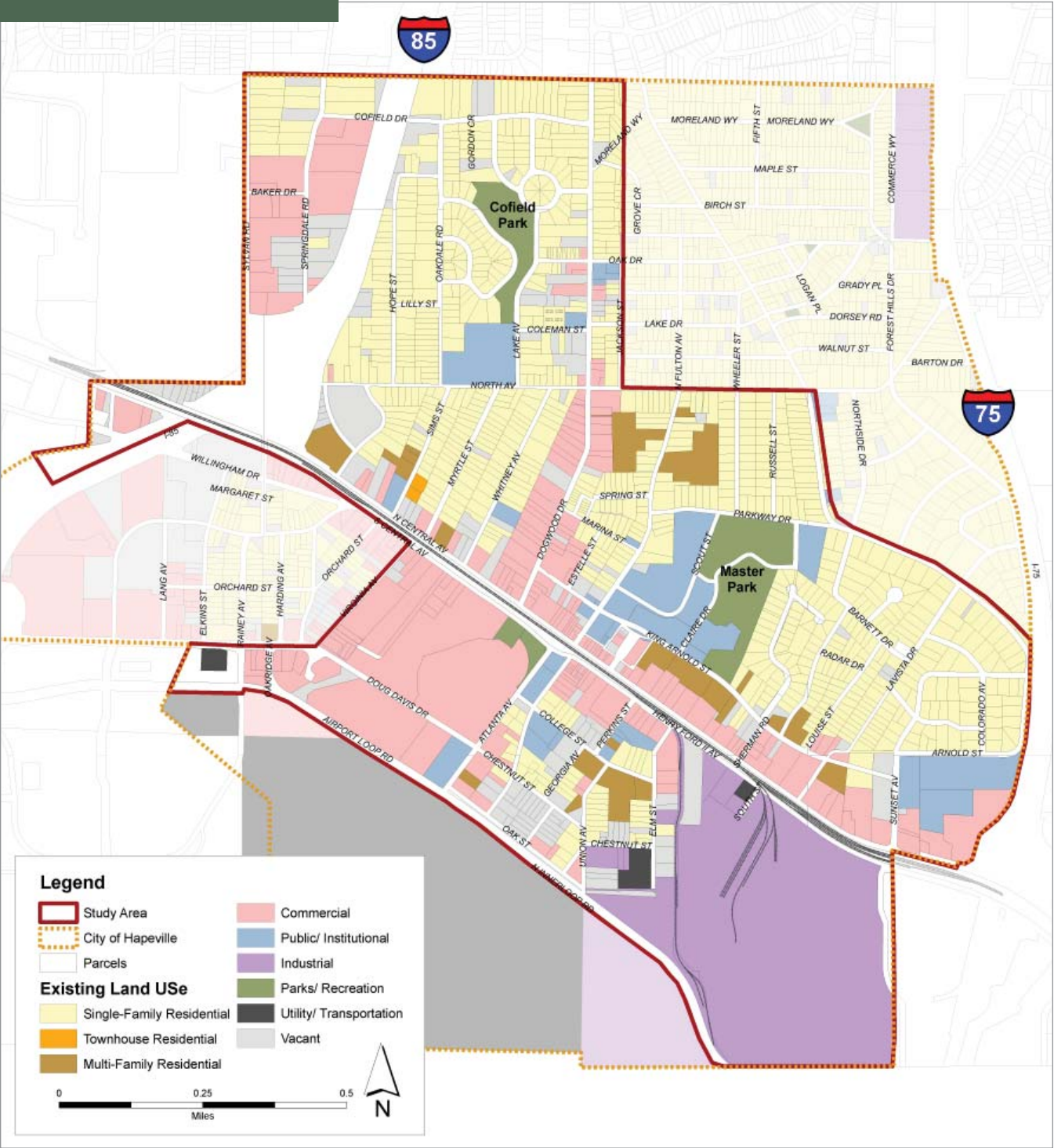
which could absorb housing demand and reduce pressure to increase density in the neighborhoods

- Historic structures, which could be renovated to new residential or commercial uses
- Vacant and marginal land uses in the Old First Ward, which could provide the critical mass of redevelopment necessary to introduce high quality and higher-intensity land uses to Hapeville, while protecting existing neighborhoods

Threats

- Poor design, which could reduce support for new land uses
- Spread of auto-oriented commercial development on Dogwood Drive and South Central and North Central Avenues, which could cannibalize existing business areas and harm neighborhoods
- Conversion of existing owner-occupied homes to rental
- Potential over-crowding in certain rental homes
- Financial markets, which could make it difficult to finance mixed-use projects
- Commercial and multi-family encroachment into single-family residential neighborhoods, which could disrupt historic land use patterns

Existing Land Use





Much of the Old First Ward is classified "Mixed-Use"



This photo shows the typical use within Hapeville's typical "Multi-family Residential" classification



The "Multi-family Residential" classification could support more pedestrian oriented building forms, such as this

Future Land Use Classifications

The Comprehensive Plan for the City of Hapeville establishes future land use classifications for all areas of the city. The classifications need not comply with current on-the-ground land uses, but rather reflect desired long-term land use desires. Under Georgia law, the future land use plan serves as the legal basis for rezoning activity on the part of the City. Therefore, it is important that such plan accurately reflects the desired vision for the Study Area. In this way, these classifications should serve as a guide for directing public infrastructure improvements that support desired future land uses.

The City of Hapeville revised its Comprehensive Plan in July 2005, and is currently reviewing zoning for consistency with the Plan. A key change to the plan was the creation of a "Mixed-Use" classification, which is critical to achieving a mixed-use downtown. "Mixed-Use" classifications are now found along North Central and South Central Avenues, Dogwood Drive south of Oak Drive, and within the Old First Ward. "Commercial" designations exist on Sylvan Road, Airport Loop Road (Delta) and near I-75, while "Public/Institutional" classifications are distributed throughout the Study Area at existing churches or public facilities. Neighborhoods are primarily "Low Density Residential," with pockets of "Multi-Family Residential" throughout.

Strengths

- Existence of various classifications within the Study Area
- "Mixed-Use" classification, which represents a move towards the traditional land use patterns of small towns

Weaknesses

- "Commercial" classification's failure to differentiate between office/professional uses and retail, which could open up the door for strip retail development on North Central and South Central Avenues and Dogwood Drive over the long-term
- "Mixed-Use" classification's failure to differentiate between the different types of mixed-use land uses, which can vary in intensity and scale

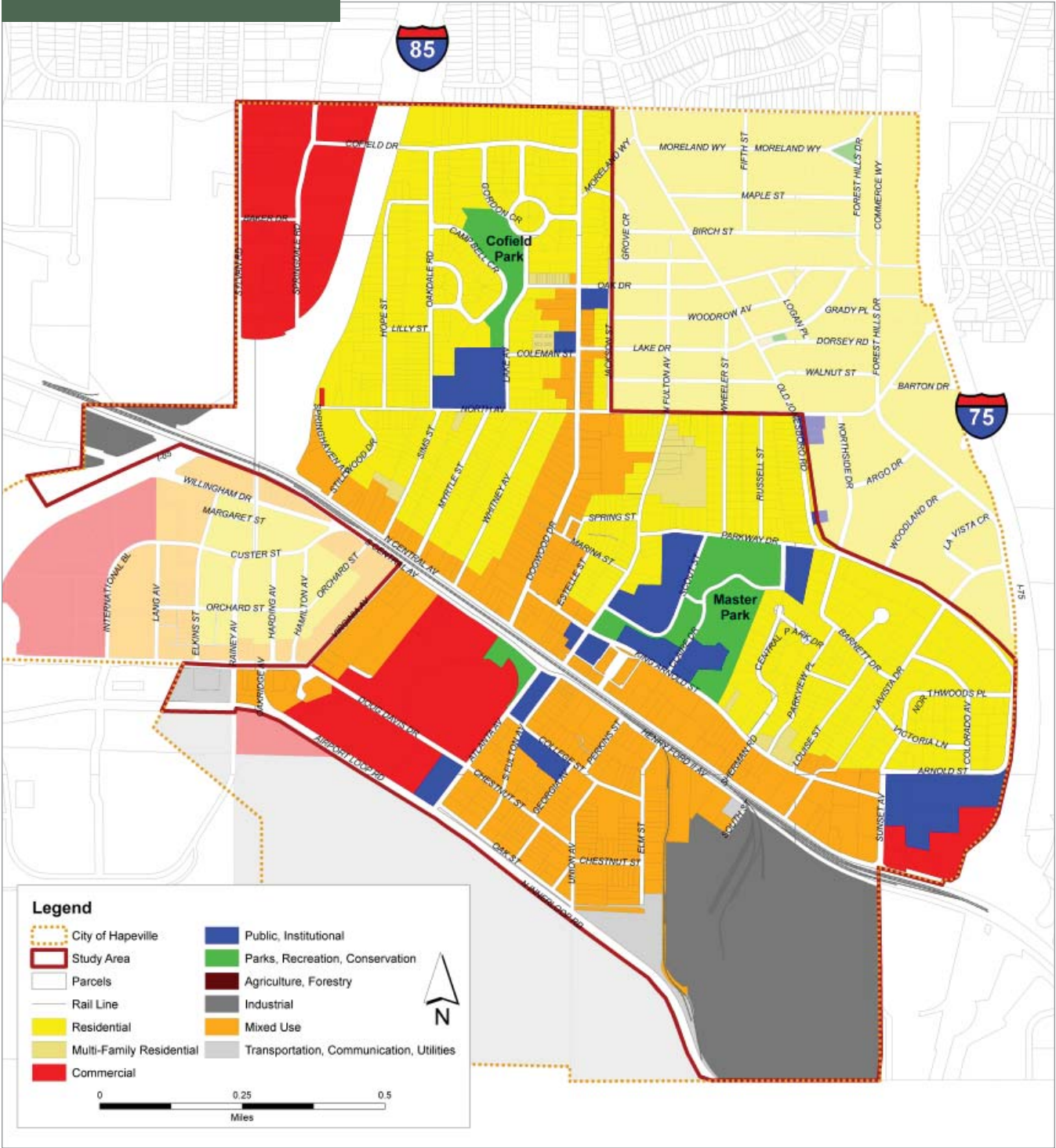
Opportunities

- Creation of different types of "Mixed-Use" classifications, which could provide a more refined land use policy

Threats

- Resistance to change

Existing Future
Land Use Plan





Discouraging shared parking through zoning is detrimental to the creation of a successful retail district



60-foot minimum lot widths are appropriate in post World War II neighborhoods



The Village district's 15-foot front setback prevents buildings from fronting the sidewalk

Zoning Designations

The City of Hapeville regulates development through the use of zoning. Zoning districts control things such as building height, use, setbacks, parking, etc. They are the implementation tool of the Comprehensive Plan and should support the desired future land uses. Because it directly shapes development, zoning has a profound impact on the built environment. More than any other single element, zoning affects how a community looks and functions for decades.

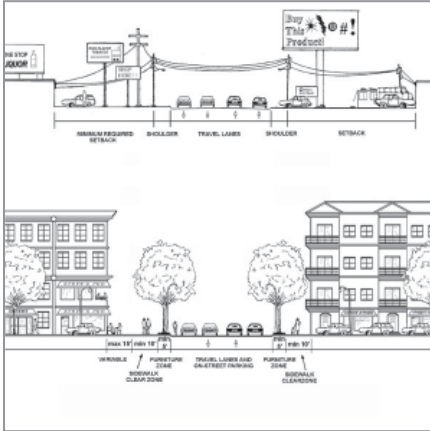
Most of the Study Area is designated as R-1 (One-Family Residential), a single-family residential designation. Most commercial areas are designated C-R (Commercial-Residential) and C-2 (General Commercial), while industrial is I-2 (Heavy Industrial). Public uses do not have a specific designation.

The districts within the Study Area are predominantly single-use. To protect residential areas from commercial encroachment, R-1 permits no commercial uses other than low-intensity home occupation businesses, recreational or educational uses, while residential uses are not permitted in C-2. However, single-family detached and two-family dwellings are permitted in any C-R zone, subject to general requirements of the zone.

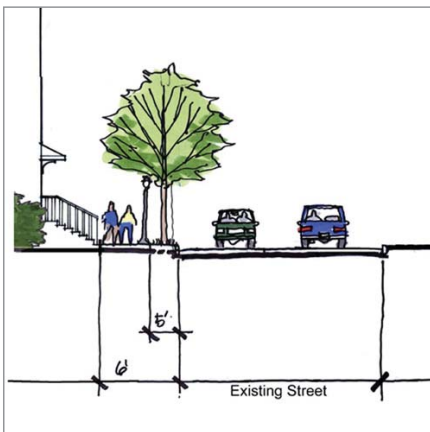
In the majority of the C-2 zoned areas along North Central Avenue and Dogwood Drive, minimum front setbacks of 15 feet allow pedestrian-oriented developments to occur and are fairly compatible to the historic character of the area. However, the lack of a maximum setback width allows for suburban type development to take place.

The City does have a mixed-use Village (V) designation, but it is only found in the Virginia-Park neighborhood and is more neighborhood than downtown-oriented. The V district requirements include:

- A minimum of two parking spaces per dwelling unit, which is not necessary in a walkable, mixed-use area of substantial densities, where one space per bedroom is standard
- A minimum 15-foot front setback, which prevents buildings at the back of the sidewalk
- A minimum 5-foot side yard, which prevents the creation of a continuous row of individual storefront buildings
- A minimum 20-foot building separation, which is inconsistent with requirements of the Georgia Fire Code and is contrary to typical downtown building forms
- A minimum 15-foot internal buffer between residential and non-residential uses, which prevents the creation of a highly



Zoning can transform an area over the long-term



Zoning can require wide sidewalks and pedestrian-oriented buildings



These quality homes are on 35-foot wide lots with 5-foot front setbacks - both of which are illegal in Hapeville

integrated, mixed-use project

- A minimum 50- or 60-foot lot width (depending on use), which is far wider than historic precedents in Hapeville and larger than typical for intown infill projects regionwide

As a result of these and other requirements, the V district may not be the ideal district to encourage new, historically compatible mixed-use development in downtown's core.

Residential districts in Hapeville are generally reflective of the form of existing neighborhoods.

Strengths

- Minimum lot sizes of 8,500 square feet and minimum widths of 60 feet, which are compatible with existing conditions in most neighborhoods
- Architectural Design Standards, which supplement zoning to provide some basic standard for new construction
- Design Review Committee, which reviews developments
- Village Zone, which has demonstrated the value of mixed-use zoning in neighborhood settings

Weaknesses

- Architectural Design Standards, which have failed to prevent incompatible development in various parts of the Study Area
- On-site parking requirements, which can make the rehabilitation of historic buildings difficult
- Lack of appropriate zoning district for downtown's core, which discourages high quality redevelopment

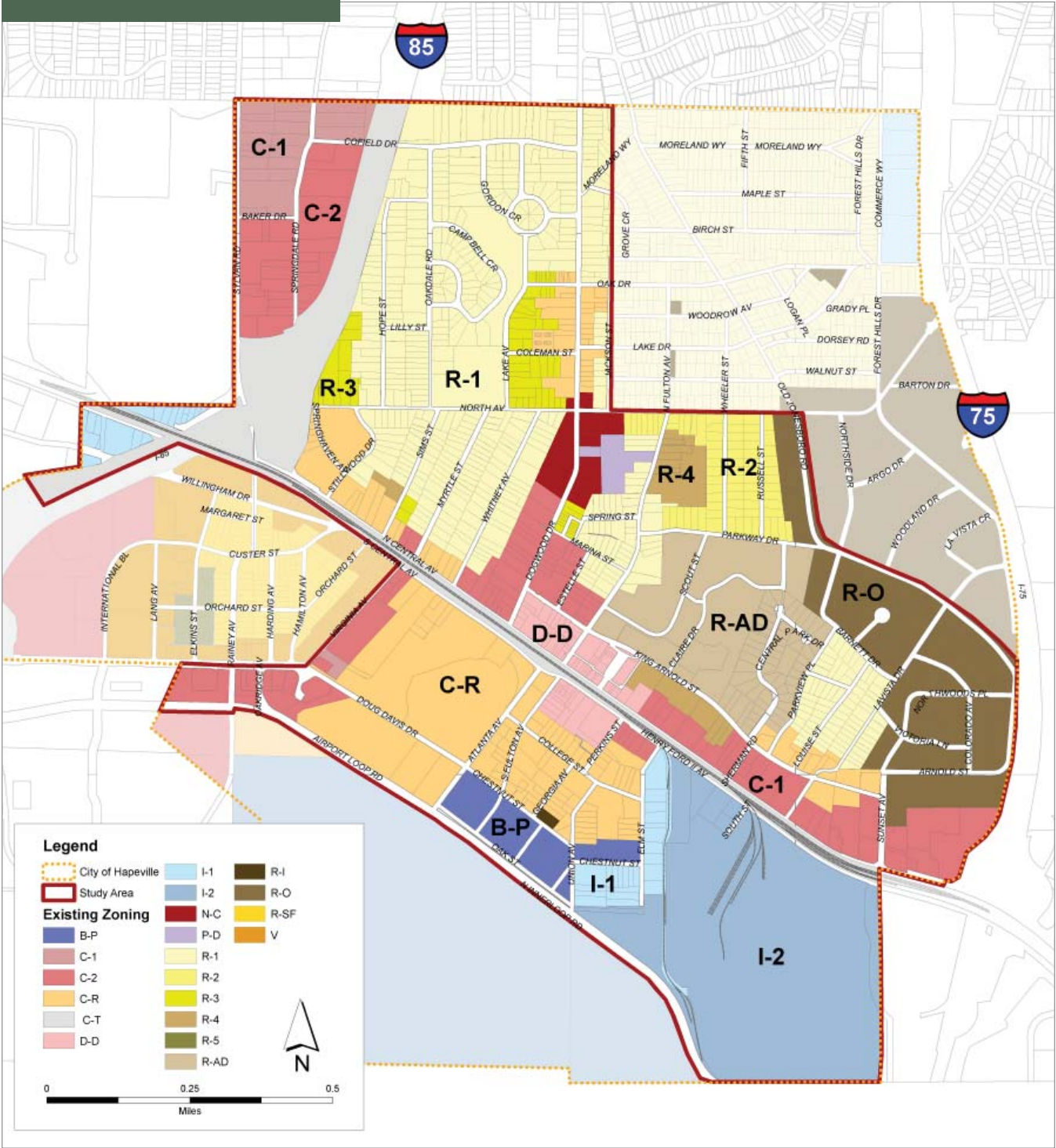
Opportunities

- Revised sidewalk standards, which could be required for new development
- Revised Architectural Design Standards, which could ensure more compatible new development
- Zoning text and map changes, which could support appropriate new development densities
- Village Zone designation, which could be applied to sites envisioned as a neighborhood-scale mixed-use area

Threats

- No change to zoning, which could prevent redevelopment of marginal sites and continue to support auto-oriented development patterns

Existing Zoning Map





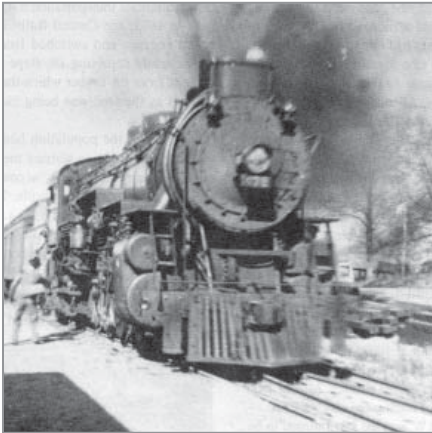
This intersection in Trier, Germany, balances pedestrian, vehicular and bicycle needs

1.6 TRANSPORTATION

A community's transportation system is comprised of several interconnected components that work together to move people and goods within a given area. These components include traffic systems, transit, pedestrian systems and bicycle facilities. Together, these different components interact with one another to affect travel mode, land use and system flexibility.

Transportation History

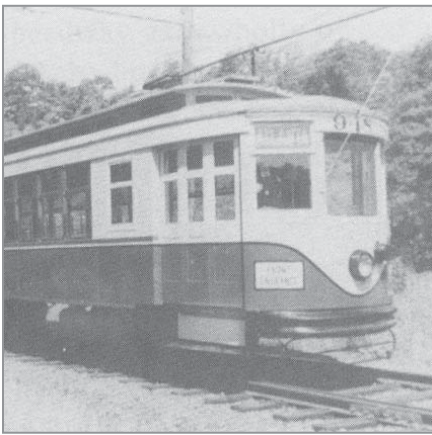
The history of Hapeville is intimately tied to the history of transportation in the Atlanta region. The same railroad that helped found Atlanta to the north, the Central of Georgia, also determined the site of Hapeville. In 1871, Dr. Samuel Hape and other investors purchased 500 acres of wooded land on this railroad, eight miles south of Atlanta. The Village of Hapeville was chartered on September 16, 1891, as a garden suburb community. The town was tied to Atlanta by daily commuter rail trains that ran between Atlanta and Jonesboro.



This 1925 photo shows a historic train that once ran through Hapeville (From *History of Hapeville Georgia*, pg. 94)

The next most significant impact of transportation on Hapeville's future occurred when Asa G. Candler, Jr. allowed the center of his oval race track to be used as a landing field for aircraft. The City of Atlanta purchased this site adjacent to Hapeville in 1929 and founded its municipal airport. This airport eventually became Hartsfield-Jackson International Airport, the world's busiest.

During the early twentieth century, trolleys or streetcars also defined Hapeville transportation network. Trolleys ran along Dogwood Drive, Central Avenue, Atlanta Avenue and College Street, but they were discontinued by the 1950s in favor of buses.



Trolleys once ran along Dogwood Drive (From *History of Hapeville Georgia*, pg. 101)

The December 1947 opening of the Ford Assembly Plant on the south side of the railroad tracks marked another major impact of transportation on Hapeville. The bulk of Hapeville's jobs are in the transportation field, being either directly or indirectly tied to the airport and the Ford Plant and resulting in the unusual phenomenon of Hapeville having many more jobs than residents.

The last significant event in the transportation history of Hapeville was the construction of the interstate highway system. The system was built through Atlanta in the 1950s and 1960s with the combined connector of I-75/85, but when it reached Hapeville it split into two separate highways again and went around the periphery of the town. This infrastructure makes Hapeville very accessible to the entire Atlanta region, but also isolates it from its immediate neighbors.



Narrow local streets can support attractive residential uses



Arterials can be designed to carry large traffic volumes without neglecting other modes of travel

Traffic Systems

Traffic system operations are affected by a variety of factors, including intersections, signal timing, turning movements, volume, capacity, and speeds. The interface of these different components affect each other and define the ability of the whole system to be balanced and efficient.

The organization of streets also directly impacts the ability of the traffic system to operate efficiently. An interconnected system is inherently superior to a dendritic system from a traffic point of view (see Section 1.2 under "Street and Block Patterns"). Two two-lane streets in a network can carry more vehicles than one four-lane street. They also result in shorter trips, fewer turns, short signal phasing, and less clearance time. Additionally, by providing more streets, transportation systems provide more routes of travel and reduce the likelihood that the entire system will be thrown into paralysis by an accident or other event.

Functional Classification

Functional classification is a method of ordering streets by the service they are intended to provide. Streets with the highest classification are intended to provide the highest through traffic volumes, but the lowest accessibility to land uses. Lower classifications allow increased land use access at the expense of mobility.

Streets in the Study Area fall into five Georgia Department of Transportation (GDOT) classifications. They are, in order of intended volume from highest to lowest:

- Interstate Principal Arterial
- Urban Principal Arterial
- Minor Arterial Street
- Collector Street
- Local Street

Hapeville is served by two interstate principal arterials, I-85 and I-75. Northbound I-85 traffic can exit from a loop ramp onto South Central Avenue or Sylvan Road, and the southbound exit ramp leads traffic onto Sylvan Road. The on-ramps to I-85 are located at Sylvan Road and North Central Avenue. East of the Study Area, I-75 on-ramps and off-ramps are along both North Central Avenue and Henry Ford II Avenue. Collector-distributor lanes at this interchange allow vehicle traffic to travel between North Central Avenue and Henry Ford II Avenue without the necessity of crossing the Norfolk Southern Railroad.



North Central Avenue is a State Route

According to GDOT roadway functional classification data, urban principal arterials within the Study Area include King Arnold Street between Dogwood Drive and Sunset Avenue, and Sunset Avenue, from King Arnold Street south to North Central Avenue.

Classified as a minor arterial street, Dogwood Drive bisects northern Hapeville from the City of Atlanta to South Central Avenue. Sylvan Road, North Central Avenue between Sylvan Road and Dogwood Drive, and North Central Avenue east of Sunset Avenue are also minor arterial streets.

Between Dogwood Drive and Sunset Avenue, North Central Avenue is classified as a collector street, as is Airport Loop Road, which adjoins the airport at the southern boundary of the Study Area. Other collector streets include South Central Avenue, Henry Ford II Avenue, Virginia Avenue between Lang Avenue and South Central Avenue, and Oakridge Avenue between Virginia Avenue and Loop Road.

Table 2: Existing Traffic Volumes

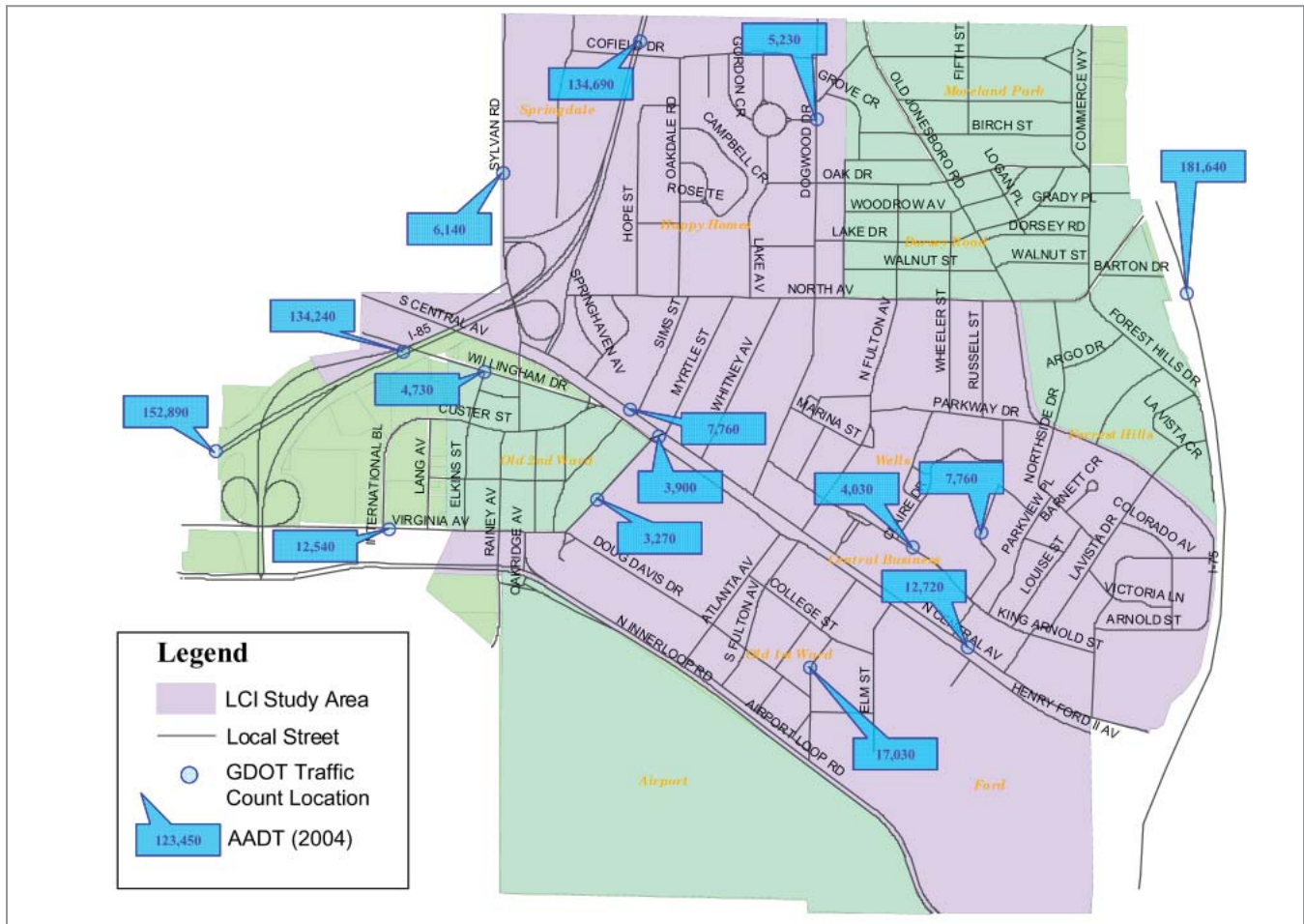
GDOT Traffic Count No.	Route No.	Route Name	Segment	AADT
5465 (Fulton Co.)	I-75 / SR 401	Interstate 75	Cleveland Ave. to C-D 4012 On-Ramp Merge	181,640
5522 (Fulton Co.)	I-85 / SR 403	Interstate 85	Virginia Ave. to I-85 NB Off-Ramp (to Virginia Ave. West)	152,890
5524 (Fulton Co.)	I-85 / SR 403	Interstate 85	Sylvan Rd. to I-85 SB On-Ramp (from Cleveland Ave.)	134,690
5523 (Fulton Co.)	I-85 / SR 403	Interstate 85	Hartsfield Drive to Central Ave.	134,240
8723 (Fulton Co.)	CS 8005	Union Avenue	Loop Rd. to College St.	17,030
5036 (Fulton Co.)	SR 3	N. Central Avenue	I-75 to N. Fulton Ave.	12,720
5593 (Fulton Co.)	CS 6000	Virginia Avenue/ Doug Davis Drive/ Chestnut Street	Off-Ramp from I-85 NB to Union Ave.	12,540
5689 (Fulton Co.)	CS 8028	N. Central Avenue	Stewart Ave. to Sylvan Rd.	7,760
8729 (Fulton Co.)	CS 8074	Central Park Drive	Parkway Dr. to Sherman Rd.	7,760
5692 (Fulton Co.)	CS 2353	Sylvan Road	Grimes St. to Custer St.	6,140
5038 (Fulton Co.)	SR 3	Dogwood Drive	N. Central Ave. to Old Jonesboro Rd.	5,230
6334 (Fulton Co.)	CS 6007	Willingham Drive	Central Ave. to I-85	4,730
6358 (Fulton Co.)	CS 8078	King Arnold Street	Stewart Ave. to Sunset Ave.	4,030
5595 (Fulton Co.)	CS 8013	Virginia Avenue	S. Central Ave. to N. Central Ave.	3,900
5586 (Fulton Co.)	CS 8013	Virginia Avenue	Doug Davis Dr. to Virginia Pl.	3,270

GDOT maintains jurisdiction over State Route 3 (SR 3), which coincides in Hapeville with U.S. Routes 19 and 41 (US 19/41). SR 3 extends south from Atlanta along Dogwood Drive, continuing east along North Central Avenue across I-75 toward Clayton County.

Existing Traffic Volumes

Average Annual Daily Traffic (AADT) volumes were obtained from GDOT for the most recent available analysis year (2004). AADT values were obtained from 15 traffic count locations in the vicinity of the Study Area.

It is interesting to note that there are no permanent count stations on either South Central Avenue or on Airport Loop Road, so it is difficult to compare traffic levels on both sides of the tracks. In trying to determine where the main pressure points are, it should be pointed out that the highest recorded traffic count was



Map showing traffic volumes at key locations within the Study Area

Source: GDOT 2004

taken on Union Avenue in the Old First Ward District. This implies that use of Airport Loop Road may be much higher than anticipated, even though public input at the open house suggested that use of the loop was not common among Hapeville residents. Virginia Avenue and North Central Avenue towards I-75 were approximately equal in traffic volumes, suggesting that east bound and west bound flows are comparable. Volumes on I-75 are significantly higher than on I-85. Furthermore I-85 shows a dramatic decrease in volumes between the Sylvan Road and Virginia Avenue exits and a negligible difference between Sylvan and Cofield Road. This suggests that the Virginia Avenue ramp may have tremendous daily use, whereas the Sylvan ramp has minimal use.

Street Patterns and Traffic Circulation

The Study Area exhibits an interconnected grid street system, as evidenced by the presence of alleys, a low number of dead-end streets and cul-de-sacs, and by the ability of vehicular traffic to maneuver continuously within and among neighborhoods and the downtown core.



Central Park Drive comes within a few feet of Meadow Road but does not connect, thus forcing all local traffic onto King Arnold Street; luckily, a pedestrian cut-through is provided

There are factors which impede the continuous flow of traffic, however. With exception to Sylvan Road, there are no opportunities for direct through traffic across the Norfolk Southern railroad tracks. In most cases, drivers traveling in a north-south direction must turn onto either North Central Avenue or South Central Avenue/Henry Ford II Avenue after crossing the railroad, then turn at a nearby intersection to reach their intended direction. Traffic along North Central and South Central Avenue must stop to allow traffic to complete their turning movements across the railroad. But the disjointed street network across the railroad can pose problems for travelers uncertain of their sense of direction, resulting in vehicles pausing briefly on the railroad tracks. Pedestrians crossing the streets and the railroad tracks, typically to or from a mid-block location, further complicate the movement of stopped and turning vehicles.

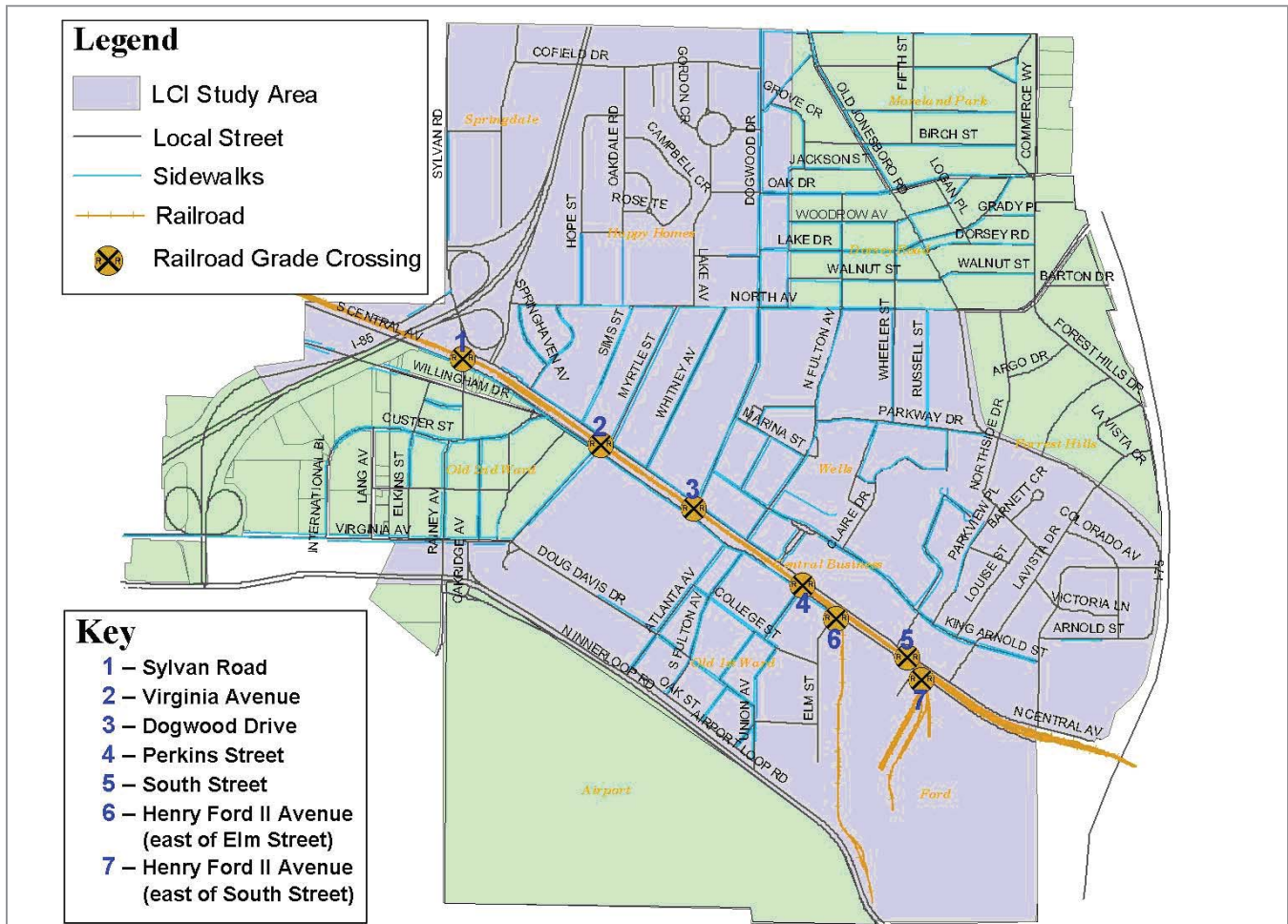
The S-turn and U-turn movements across the tracks can also pose challenges for large vehicles, such as fire trucks, freight trucks, and buses that depend on wider turning radii onto North and South Central Avenues. On northbound Henry Ford II Avenue, freight trucks from the Ford Plant and buses from the Greyhound bus station forego the closest railroad crossing near South Street. These vehicles instead travel west to the crossing at Perkins Street, where northbound right turn movements are simpler, before continuing toward I-75.

Train loading and unloading at the Ford Plant can also cause significant disruptions to the circulation patterns in downtown. The trains have to slowly switch onto these spur tracks and vehicle traffic is essentially cut off on South Central Avenue from I-75 for the duration of the maneuver. Train traffic on the main line through town is also significant but usually of short duration.

A slightly disconnected network is also evident on North Avenue and King Arnold Street, where an offset street grid limits direction north-south connections. This network design may serve as an artificial buffer for residential neighborhoods from the downtown core, ensuring the heaviest north-south traffic flow through Hapeville occurs along Sylvan Road and Dogwood Drive. But left-turning traffic and pedestrians crossing from a corner to a mid-block location can pose problems for traffic moving along North Avenue and King Arnold Street.

The Railroad

Norfolk Southern Railroad operates between North Central and South Central/Henry Ford II Avenues. The rail line provides freight service between Atlanta, Macon, and Savannah. Trains operate throughout the day and evening.



Map showing existing at-grade railroad crossings

Two tracks run through the heart of Hapeville, a main track on the northern side and an auxiliary track on the southern side. Maximum authorized speeds along the rail line are 20 miles per hour (MPH) west of Perkins Street and 30 MPH north of Perkins Street.

The railroad expands to as many as five tracks between Sherman Road and Sunset Avenue, just across Henry Ford II Avenue from the Ford plant. Two of the tracks diverge from the railroad across Henry Ford II Avenue (at-grade) into an auto carrier railcar yard just east of South Street. A third track diverges south of the railroad at the intersection of Henry Ford II and Elm Street, paralleling Elm Street to the southwestern corner of the Ford property near Loop Road.

Grade crossings for vehicular and pedestrian traffic are currently at Sylvan Road, Virginia Avenue, Dogwood Drive, near Perkins Street, and near South Street. The tracks diverging to the Ford plant area result in grade crossings of three railroad tracks at the Perkins Street and South Street locations. All of the grade crossings present geometric challenges to vehicles, particularly trucks.

Truck Traffic

GDOT traffic count locations estimate that typically 2% of traffic is represented by trucks along SR 3, between the intersection of North Central Avenue and Sunset Road and the intersection of Dogwood Drive and King Arnold Street. Beyond this collector street zone, the estimated truck traffic along SR 3 grows to 5%, where SR 3 becomes a minor arterial street. Trucks also represent an estimated 2% of Virginia Avenue traffic between Lang Avenue and South Central Avenue. Truck traffic along the interstates is estimated at approximately 11%.

Local streets with traffic count locations were generally estimated by GDOT to accommodate 4-5% truck traffic. The higher percentages may be less due to a higher number of cut-through trucks and more to the proportionally higher volumes of all traffic along SR 3, and to the presence of commercial and industrial activities at several edges of the city, such as Sylvan Road and Loop Road.

Travel Speeds

Aside from the 55 MPH posted speeds along the interstates, the highest posted speed is 45 MPH on Airport Loop Road. Speed limits of 35 MPH are found along most of North Central Avenue, Virginia Avenue, Arnold Street between Northwoods Place and Old Jonesboro Road, Oakdale Road, and Cofield Drive. Speed limits of 30 MPH are posted along North Fulton Avenue, Hope Street and Oakridge Avenue between Virginia Avenue and Loop Road. There are 30 MPH speed limits at the railroad grade crossings at Dogwood Drive and near South Street.

Most local streets have 25 MPH travel speed limits, and the short distances between intersections do not appear to encourage excessive speeds through residential neighborhoods. Most local streets around Master Park and Hapeville Elementary School maintain reduced speed limits of 15 MPH, including Claire Drive, Central Park Drive, and Parkway Drive between North Fulton Avenue and Old Jonesboro Road.

Crash Data

Data obtained from GDOT represent incidents along selected roadway segments recorded between January 2002 and December 2004. For the purpose of summarizing data, incidents at intersections were categorized by the primary route identified in the GDOT data.

Intersections with more than five recorded incidents include:

- North Central Avenue at Dogwood Drive (19)

- Dogwood Drive at North Avenue (10)
- North Central Avenue at Sunset Avenue (8)
- Virginia Avenue at Rainey Avenue (8)
- North Central Avenue at Perkins Street (7)
- North Fulton Avenue at King Arnold Street (7)
- Dogwood Drive at Mount Zion Road (6)
- Sylvan Road at South Central Avenue (6)
- South Central Avenue at Virginia Avenue (6)
- Virginia Avenue at Doug Davis Drive (6)

It is noteworthy that few recorded incidents involved pedestrians or bicyclists. Two pedestrian-related collisions were recorded between 2002-2004, on South Central Avenue across from Orchard Street, and on Dogwood Drive at Cofield Drive. Of the 101 incidents recorded along North Central Avenue between Dogwood Drive and Sunset Avenue, 19 incidents occurred at the Dogwood Drive intersection, and 44 incidents between 10:00 a.m. and 3:30 p.m. Furthermore 10 incidents involved with vehicle movements toward the rail tracks.

The following summarizes accidents at key intersections:

- Among the 89 incidents recorded on North Central Avenue

Table 3: Accident Location Data

Street Name	From	To	Incidents	Injuries	Fatalities
N Central Ave	Sunset Ave	Perkins St	53	17	0
N Central Ave	Perkins St	Dogwood Dr	48	9	0
N Central Ave	Dogwood Dr	Sylvan Rd	13	5	0
Dogwood Dr	N Central Ave	North Ave	12	1	0
Dogwood Dr	North Ave	Mount Zion Rd	37	12	0
S Central Ave	Bridge over I-85	S Fulton Ave	27	7	0
Henry Ford II Ave	S Fulton Ave	Hapeville City Limits (near I-75)	14	1	0
Virginia Ave	Lang Ave	Doug Davis Dr	34	6	0
Virginia Ave	Doug Davis Dr / Virginia Ave	N Central Ave	8	0	0
Doug Davis Dr	Virginia Ave	Atlanta Ave	14	9	0
Chestnut St	Atlanta Ave	Union Ave	2	1	0
Sylvan Rd	I-85 SB Off-Ramp	S Central Ave	21	2	0
North Ave	Old Jonesboro Rd	Springhaven Ave	16	3	0
King Arnold St	Dogwood Dr	Sunset Ave	14	2	0
I-85 NB Off-Ramp	I-85 NB	Sylvan Rd	5	4	0
I-85 SB On-Ramp	Sylvan Rd	I-85 SB	3	0	0
I-85 SB Off-Ramp	I-85 SB	Sylvan Rd	4	3	0
N Fulton Ave	N Central Ave	Oak Dr	10	0	0
Atlanta Ave	S Central Ave	Loop Rd	6	2	0
Lavista Dr	N Central Ave	Old Jonesboro Rd	5	0	0
College St	Elm St	Atlanta Ave	4	1	0
Oakdale Rd	Cofield Dr	North Ave	3	1	0
Cofield Dr	Dogwood Dr	Springdale Rd	1	1	0
Old Jonesboro Rd	Northwoods Pl	Northside Dr	1	0	0
S Fulton Ave	S Central Ave / Henry Ford II Ave	Oak St	0	0	0
Totals			355	87	0



One of Hapeville's key signalized intersections is this railroad crossing at South Central and Virginia Avenues

between Dogwood Drive and Sunset Road, 19 were at Dogwood Drive, 41 incidents between 10:00 a.m. and 3:30 p.m., and 10 with vehicle movements toward railroad tracks

- Among the 49 accidents recorded on Dogwood Drive, 16 were not at an intersection and 10 were at North Avenue.
- Among the 34 accidents on Virginia Avenue, 27 were at intersections.
- Among the 27 accidents recorded on South Central Avenue between the I-85 overpass and Atlanta Avenue, 12 were between Willingham Drive and Virginia Avenue, five were at Atlanta Avenue, and four were with vehicle movements toward railroad tracks.
- All 14 accidents on Henry Ford II Avenue were between Elm Street and South Street, including at least five with a railway train and two with vehicle movements toward railroad tracks.
- Among both North Fulton Drive and Lavista Drive, all recorded accidents occurred between North Central Avenue and King Arnold Street. Ten of the combined 15 recorded incidents occurred at King Arnold Street.

Traffic Signals

Within the LCI Study Area, traffic signals are currently situated at the following intersections:

- King Arnold Street at Dogwood Drive
- King Arnold Street at Fulton Avenue
- North Avenue at Dogwood Drive
- North Central Avenue at Sunset Avenue
- North Central Avenue at Fulton Avenue
- South Central Avenue at Atlanta Avenue
- South Central Avenue at Virginia Avenue

Flashing light signals are post-mounted at each roadway-rail grade crossing, accompanied by a standard crossbuck sign and a sign indicating the number of tracks. Automatic gates are provided for traffic approaching the railroad at Sylvan Road and Dogwood Drive grade crossings. Overhead flashing red signals across South Central Avenue alert approaching motorists of a required stop at the Perkins Street and South Street grade crossings.



Hapeville's commercial alleys are poorly maintained, but do provide a location of unsightly back-of-building uses

Programmed and Planned Improvements

Projects from the ARC Mobility 2030 Regional Transportation Plan (RTP) are regional transportation projects conceptually designed to improve access to and from the southern metropolitan area. No improvements to regionally significant roadways are currently included in the financially-constrained RTP.

A transportation study of the downtown area was completed in 2004 and the main recommendations are included in the Appendix of this report.

Congestion Management System

In the 2030 No-Build Scenario developed by the ARC for the Atlanta Regional Congestion Management System (CMS) 2003 update, North Central Avenue and Dogwood Drive are among congested links in the regional network during morning and evening peak periods. ARC includes North Central Avenue in its 2004 Congestion Management Network, which is used to monitor and evaluate traffic congestion and incidents among all regionally significant roadways.

Strengths

- Numerous paths for east-west access
- Easy access to I-75 and I-85
- Little congestion throughout Study Area
- Existing interconnected system, which provides multiple route options within Hapeville and allows local drivers to avoid North and South Central Avenues, and Dogwood Avenue
- Existing small blocks in most areas
- Relatively few curb cuts on main streets with the exception of Dogwood Drive
- Lower posted speed limits (15-25 MPH) on local streets near Master Park, Hapeville Elementary School, and several residential neighborhoods
- Few recorded accidents involving pedestrians or bicyclists

Weaknesses

- Challenging north-south connections across rail line
- Lack of connectivity across I-85 and I-75 and railroad, which funnels traffic to a few key streets that are also pedestrian corridors (Dogwood, North and South Central Avenues)
- Lack of connectivity across and around Wachovia, Delta, and Ford properties



By using alleys, towns can preserve the front of buildings for pedestrians and provide a discreet location of access

- Three-way stops at railroads with yield priority given to vehicles crossing tracks, which is very confusing
- Truck traffic from Ford Plant, which must cross at Perkins Street because South Street crossing has too small of a turning radius
- Proportionally high travel volume along Union Avenue
- No roadway improvements exist in the RTP
- Cut-through traffic, which occurs on Whitney Avenue and Myrtle Street
- Poorly maintained and under-used alleys
- Connectivity afforded by Commerce Way and Cofield Drive, which directs unwanted outside traffic into neighborhoods

Opportunities

- Shared driveways or curb cut restrictions, which could limit traffic conflict points
- Rear alleys, which could be enhanced or created to reduce the impacts of frontal access on pedestrians and traffic
- Future traffic growth, which could result in lower speeds along pedestrian areas
- Enforcement of speeding laws, which could slow traffic
- Improved railroad crossings, which could include an underpass, overpass, or at-grade upgrades
- Eastward redirection of the Ford railroad spur, which could allow trains to queue to the east of Hapeville and eliminate the challenges created by trains

Threats

- 35 MPH speed limit on local neighborhood streets such as Oakdale Road, which could support cut-through traffic
- Expanded train operations (freight or passenger trains), which could increase the probability of train collisions with pedestrians and vehicles
- Well-intentioned street closings, which could have unintended consequences on traffic and speeding



Pedestrians use the sidewalk to walk to a restaurant in Atlanta



Pedestrian crossings along North Central Avenue are poorly marked



Restaurants with on-street dining areas create a quality pedestrian environment

Pedestrian Facilities

Because every trip begins as a pedestrian trip, the walking experience is critical to understanding the current transportation system. Pedestrian trips are also important as they have the potential to take the stress off of vehicular systems and create a safer Study Area.

Existing Conditions

The pedestrian network in the Study Area is fairly good. Based on the existing street grid and the fact that there is generally little traffic on neighborhood streets, pedestrians can easily maneuver around most of the Study Area. Blocks along North Central Avenue and in most residential areas are of adequate length to encourage pedestrian travel where sidewalks exist. Exceptions, where uninterrupted block lengths exceed one mile, include Whitney Avenue and the western edge of Dogwood Drive. A 1-mile block along South Central Avenue between Atlanta Avenue and Virginia Avenue is the site of the Jess Lucas Y-Teen Park, adjacent to Delta Airlines and Wachovia Bank administrative offices.

Many streets have sidewalks, including in the downtown core. Sidewalks on North and South Central Avenues are continuous and in good condition. At the central part of North Central Avenue, the building frontages enclose the street to create a pedestrian-friendly environment. However, the sidewalk conditions in some other areas are poor in terms of paving, maintenance and drainage. This makes walking less attractive and wheelchair access difficult. In some neighborhoods, utility poles are in the middle of the sidewalk.

The excessive number of curb cuts and frontal parking on Dogwood Drive also compromise the pedestrian flow. Because large setbacks separate business building facades from the sidewalk, walking becomes less appealing to pedestrians.

Two neighborhoods, Happy Homes and Forest Mill, lack sidewalks. This limits pedestrian connectivity between the far northwest and far eastern quadrants and central neighborhoods. Luckily, sidewalks could be provided along one side of the street in many of these neighborhoods with minimal impacts on adjacent homes.

Hapeville lacks high-quality crosswalks on its main streets. Existing double-bar crosswalks fade quickly and are hard for drivers to see. There are also no pedestrian signal phases across the railroad tracks, forcing pedestrians to stop along the tracks edge before completing crossing. These factors compromise pedestrian circulation and safety along North and South Central Avenues and Dogwood Drive.



Excessive curb cuts compromise sidewalks on Dogwood Drive



New sidewalks on North Avenue

Strengths

- Historic street pattern, which is highly walkable
- Fairly extensive sidewalks in the downtown core
- Quality sidewalks, which have been provided in recent downtown area developments
- The proximity of neighborhoods to commercial uses and uniform topography, which support walking
- Absence of deceleration lanes, which makes pedestrian crossings of main streets easier
- Street-oriented buildings, which encourage walking
- Low-speed residential streets, which encourage walking

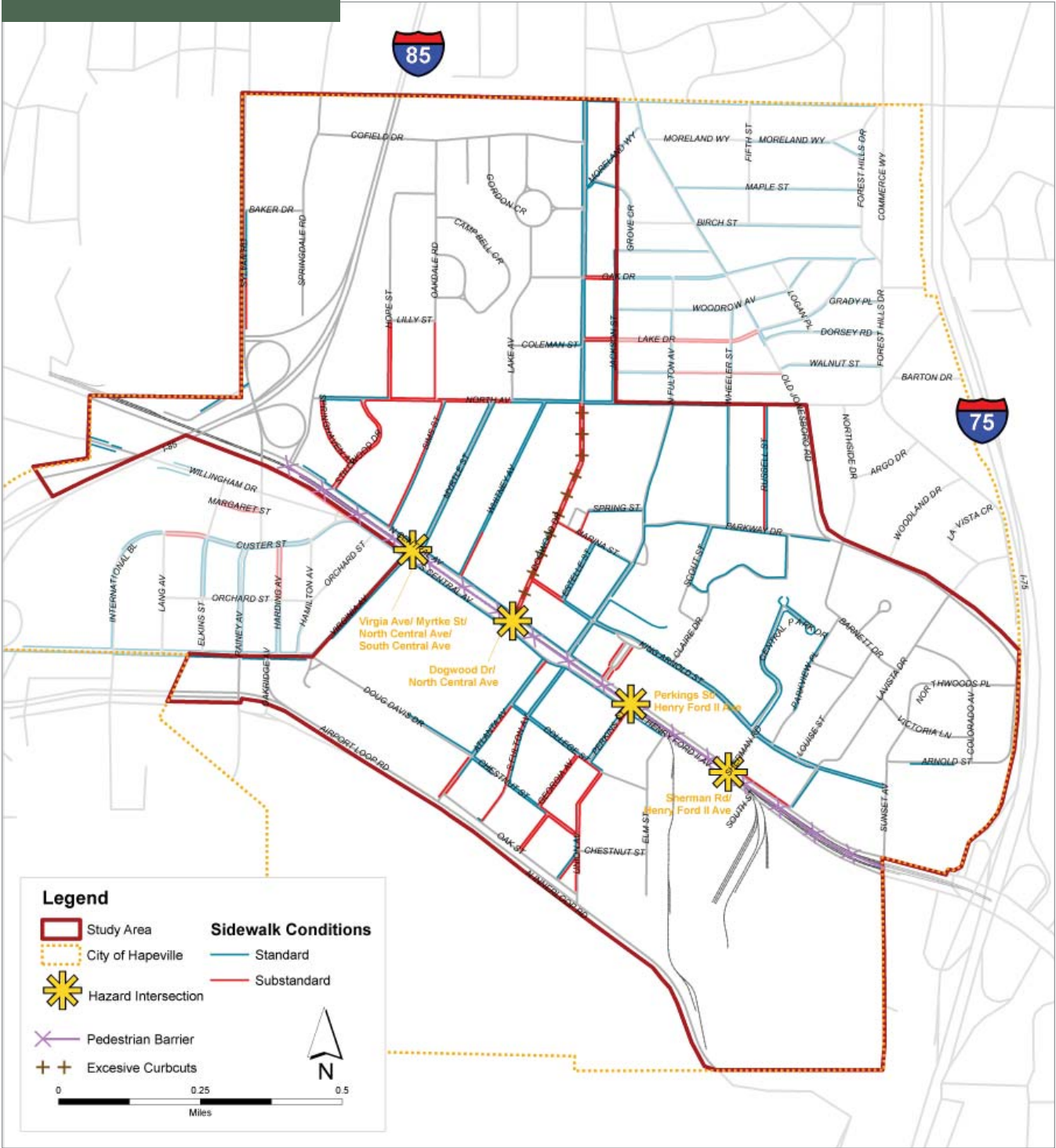
Weaknesses

- Very poor sidewalk conditions in terms of paving, maintenance, and drainage
- Lack of protected pedestrian signal phases across railroad
- Uninviting and inconvenient pedestrian railroad bridge
- Frontal parking between businesses and sidewalk
- Very haphazard ADA ramps, sidewalk widths, and random streetscape locations
- Auto-oriented land uses and frontal parking designs on North Central Avenue close to I-75
- Lack of adequate pedestrian crosswalk striping is common on Hapeville's main streets
- Lack of sidewalks in the far northwest and far eastern quadrants of the city
- Misplaced power poles on sidewalks make walking difficult
- Walking Ford workers compete with traffic, including trucks and Greyhound buses, for space on Henry Ford II Avenue
- Lack of street lighting throughout the Study Area contributes to a general perception of an unsafe environment

Opportunities

- Installation of better marked, highly visible crosswalks
- Weeding and continuous maintenance of sidewalks
- Streetscape improvements, which could improve facilities

Existing Pedestrian Conditions





This bus stop in Barcelona, Spain, is flanked with transit-supportive land uses and includes posted schedules



Hapeville has several bus shelters, but most facilities are simply flags

Transit Facilities

Providing transportation choice is a major tenet of smart growth. Mass transit provides an option for getting to work, school, shopping, and other places to those with cars; it serves a critical transportation need for those without. It also supports pedestrian-friendly, mixed-use and higher density development.

Transit becomes attractive to a variety of users when it is: frequent, accessible by walking, biking and vehicle; and near shopping and other conveniences. Therefore, it is important that land uses, pedestrian, and vehicular systems work together to support transit.

Existing Conditions

Although once serviced by trolleys, transit service today in Hapeville is limited to three MARTA bus routes and two C-Tran routes, including:

- MARTA Route #72 Virginia Avenue, which serves Sylvan Road, North Central Avenue, South Central Avenue and Atlanta Avenue and connects to the College Park and Lakewood/Fort McPherson MARTA rail stations via a long, indirect route. Buses run every 15 minutes during weekday peak hours and every 40 minutes during evenings.
- MARTA Route #77 Hapeville, which serves South Central Avenue and connects to the East Point MARTA rail station via East Point's South Main Street and Willingham Drive. Buses run every 40 minutes during weekdays.
- MARTA Route #95 Hapeville/Metropolitan Parkway, which serves Dogwood Drive and King Arnold Street and connects to the West End MARTA Rail Station via Metropolitan Parkway. This route has some of the most frequent headways in the MARTA system, with buses running every 6 minutes during weekday peak hours and every 30 minutes during evenings.
- C-Tran Routes #500 and #501, which serve Airport Loop Road and connect to the Airport MARTA rail station and Clayton County. Both buses run every 30 minutes during weekday peak hours and every 60 minutes during evenings.

The user-friendliness of existing bus routes is compromised by the lack of auxiliary facilities. Although route #95 does have more bus shelters than most MARTA bus routes, no stops or shelters include posted schedules, maps, or lighting; only a handful include wastebaskets. Shelters are virtually non-existent on other routes.



In Germany bus stops include route signs for many different buses, as well as schedules and maps

The result is that most patrons must wait exposed to the elements and with no means of knowing when the bus will arrive, unless they have their own schedule. Although frequent riders are used to these substandard facilities, these are clearly deterrents for riders with other options.

Existing bus service is also compromised by delays. This is particularly true on Route #95, where frequent stops along Metropolitan Parkway (one on almost every block), red-lights and congestion result in periods of unreliable service. Along Metropolitan Parkway buses sometimes stop as often as every 400 feet to serve patrons. This can result in delays and frustration for other patrons, particularly those traveling to Hapeville, the end of the line. It also makes it challenging to plan bus scheduling because a day with unusually high-ridership (as expressed in the number of stops) can slow the bus down and greatly increase travel time from the West End MARTA Rail Station to Hapeville.

Several transit projects from the ARC Mobility 2030 RTP that are conceptually designed to improve access to and from the southern metropolitan area could impact Hapeville in the future. Programmed in the Fiscal Year (FY) 2005-2010 Transportation Improvement Program (TIP) for implementation in FY 2006 is commuter rail service between Atlanta and Lovejoy, Georgia. The Atlanta/Griffin/Macon line, once fully implemented, has been identified as the State of Georgia's highest priority for the development of a commuter rail network centered in downtown Atlanta. A station in Hapeville has not been identified to date. However, the commuter rail alignment would operate along the Norfolk Southern railroad tracks through Hapeville. Actual implementation by GDOT and the Georgia Rail Passenger Authority will involve the status of local and Federal funding agreements, the eligibility of Federal toll credits as support for operating assistance, and the status of negotiations with the freight railroad operator.

Also in the RTP is the US 19/41 Arterial Bus Rapid Transit (BRT) service between the East Point MARTA station and Lovejoy. The conceptual alignment follows Willingham Drive into Hapeville, then crossing to North Central Avenue, traveling through US 19/41 from Dogwood Drive to Tara Boulevard in Jonesboro and Lovejoy. BRT on surface streets would be accommodated by transit priority at necessary signalized intersections and bus pullout lanes, enabling faster running times along the corridor. Preliminary engineering for the Arterial BRT project is scheduled for FY 2007, but construction and complete implementation is not scheduled until 2021-2026.



If commuter rail is developed to Lovejoy, it would use this line through Hapeville

Strengths

- Existing bus service, which is better than that found in most parts of the Atlanta region
- Transit supportive land use patterns, which result from the city's historic development around rail and trolley service

Weaknesses

- Lack of auxiliary bus facilities, including shelters, signage, maps, schedules and lighting, which discourages would-be transit riders
- Congestion, which can delay buses and reduce reliability.
- Indirect connections to nearby MARTA rail stations
- Lack of bus pullout lanes at stops can impede traffic along North Central Avenue

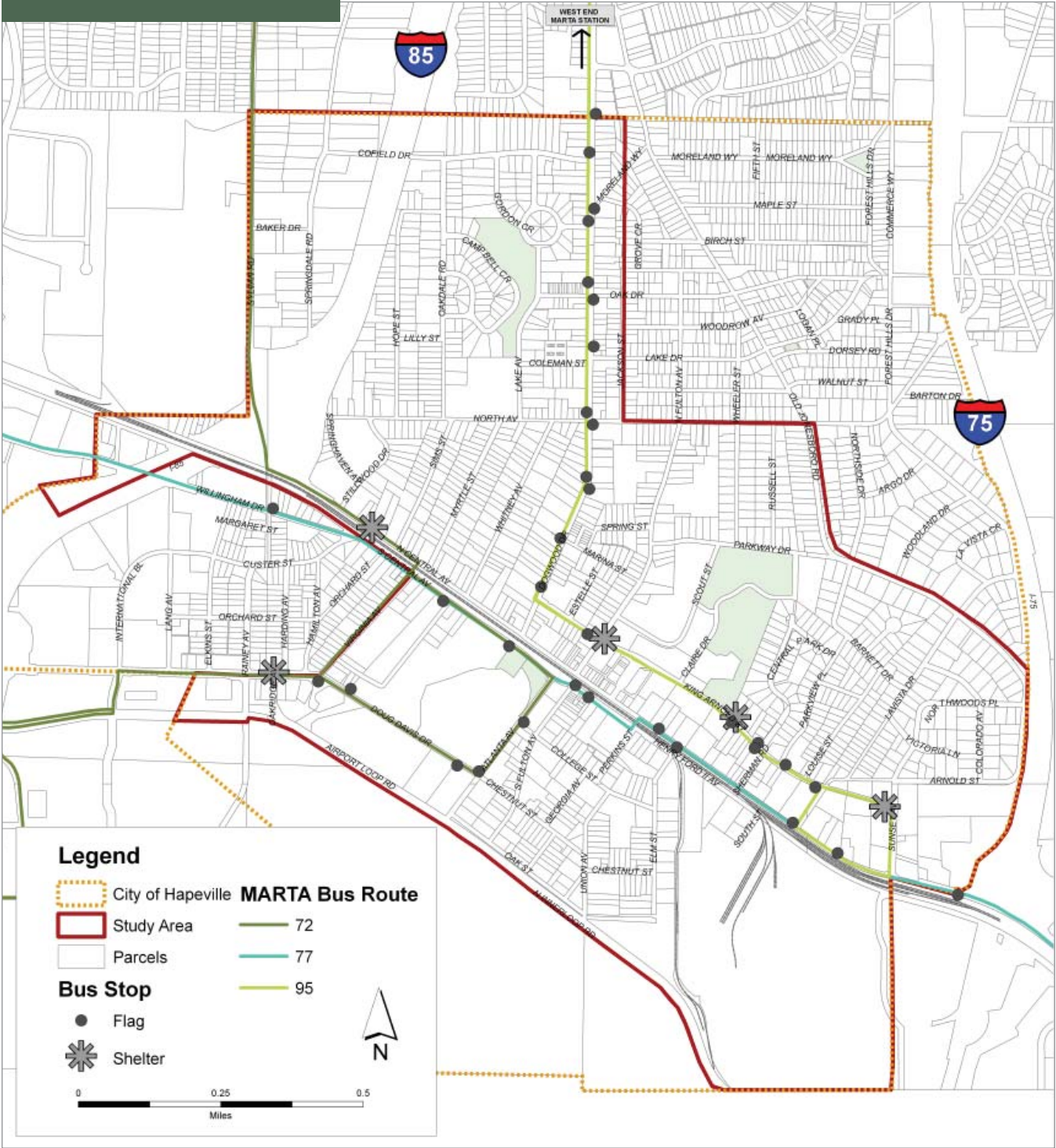
Opportunities

- Bus signal actuation, which could allow approaching buses to turn lights green to minimize disruptions from red lights
- Planned Hartsfield Area Transportation Management Association (HATMA) shuttle services
- Improved bus shelters, which could enhance their use
- Taxis, which are already in the area due to the airport and could augment transit with on-call service
- Arterial BRT service, which could enhance access and mobility alternatives for southern metropolitan Atlanta, including Hapeville

Threats

- Lack of adequate funding, which could limit MARTA's ability to make transit improvements and result in further service cuts
- The railroad, which could make north-south bus routing very difficult
- Degradation of service levels for vehicular travel along North Central and South Central Avenues, which could diminish timeliness of MARTA bus service and quality of proposed HATMA Connector shuttle services
- Lack of local operational funding, which could diminish potential for commuter rail service

Current Public Transit

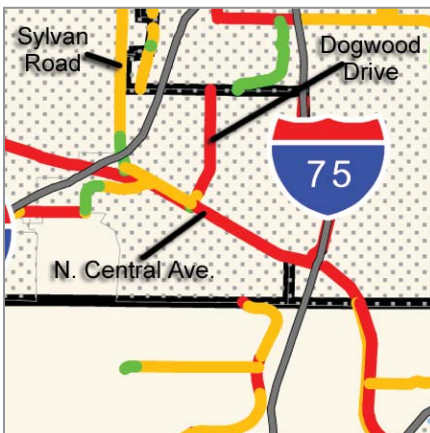




Bike lanes can make cycling safer on commercial streets



When there are no bicycle racks, cyclists will use whatever is available



Close-up of the ARC's Bicycle Suitability Map showing Hapeville

BICYCLE FACILITIES

Bicycles are an increasingly important means of transportation. A balanced transportation system must include bicycle facilities to ensure a range of mobility options. Such can take two major forms:

Off-street facilities are generally 10-12 feet wide paved areas that permit travel in two directions. Lanes may or may not be striped. Usually, these facilities are built in conjunction with greenways.

Bicycle lanes are striped one-way on-street facilities. They are located next to the curb so bicyclists move in the same direction as traffic. In Georgia, bicycle lanes are required to have a minimum width of 5 feet if they are designated as such. It is possible, however, to stripe narrower widths, provided they are not designated. Lanes are necessary on streets with vehicular speeds greater than 25 miles per hour. On slower streets bicyclists can ride safely with traffic.

Existing Conditions

Bicycle facilities are nonexistent in the Study Area, although the Atlanta Commuter On-Street Bike Plan does propose bicycle lanes on North Central Avenue just east of Hapeville. However, within the Study Area most streets are conducive to bicycle activity due to their narrow width, slow speeds and low traffic volumes. The exceptions to this include North Central Avenue, Dogwood Drive and Sylvan Road, all of which have been identified as "Difficult for Biking" on the ARC's Bicycle Suitability Map. In addition, opportunities are abundant to create facilities that connect residential areas.

Strengths

- Bicycle-friendly neighborhood streets

Weaknesses

- Lack of any marked bicycle lanes, bicycle routes, or greenway trails
- Lack of bicycle racks

Opportunities

- Bicycle rack installation, which could encourage bicycle use
- Bike paths through vacant parcels or in streets, which could connect residential areas, businesses and parks

Threats

- Development, which could bring more congestion and curb cuts

Please Note:

This section reviews the physical conditions critical to successful retail. For market data please refer to Section 1.8 Markets.

1.7 RETAIL ENVIRONMENT

Research has identified physical elements that support a successful walkable (as opposed to auto-oriented) retail environment. These involve building layout, character, storefront design, signage, etc. In general, 10 principles can be defined, as shown below.

One of the most important attributes of a successful pedestrian-oriented retail district is a logical, continuous circulation route fronted by storefronts with breaks of no more than 20 feet. Double-sided retail streets with a distance of 1,000 feet from end to end are most successful because they allow shoppers to make a complete loop, passing all retailers and returning to their starting point at the end; easy street crossings are essential to this. Single-sided streets or double-sided streets that are difficult to cross are less successful.

Existing Conditions

Hapeville lacks a continuous, double-sided retail experience. The railroad tracks and the lack of continuous sidewalk-oriented buildings on North Central and South Central Avenues limit the viability of a single pedestrian-oriented retail destination. The lack of a natural circulation pattern between the two sides of the track may make it necessary to conceptualize of each side as complementary, but distinctive, experiences. This said, opportunities do exist along the individual sides to create viable retail. One obvious location is southern Dogwood Drive, near North Central Avenue, where marginal uses could be redeveloped to create a viable, double-sided retail center.



With its high ceiling, wide sidewalk and inviting storefront, this Decatur business' design is near perfect



Live-work units could fill in gaps in the downtown area

10 Principles for Successful Walkable Retail

Courtesy of *Planning*, copyright April 2003 by American Planning Association

1. Create a continuous and cohesive area.
2. Light the way.
3. Keep sidewalks basic, smooth and clean.
4. Design for three distinct sidewalk zones.
5. Provide adequate parking, including on-street spaces.
6. Pick the perfect street tree.
7. Think of public art in a different way.
8. Pump the right kind of traffic into downtown.
9. Move cars at 25 mph or less.
10. Establish a wayfinding program.



Street-oriented buildings, storefronts and parking support pedestrian-oriented retail, but poor signage, narrow sidewalks and a lack of shade are challenges



This business takes full advantage of Hapeville's historic pedestrian-oriented shopping environment



Blank, windowless walls are extremely detrimental to a shopping street

A similar opportunity exists at Dearborn Plaza. The area between the two could house destinations not relying on walk-by traffic, such as restaurants. An opportunity also exists to develop a pedestrian-oriented shopping street in the Old First Ward.

Formal arrangements notwithstanding, downtown's viability as a pedestrian-oriented retail destination is also compromised by narrow sidewalks, clutter, poor storefront merchandising and the lack of anchor tenants, particularly on North Central Avenue between Dogwood Drive and Dearborn Plaza. More positive conditions exist east of the Post Office and at the Virginia Avenue/South Central Avenue intersection, where renovated street-oriented buildings engage the pedestrian. Within the remainder of the Study Area, disconnected buildings, frontal parking and auto-scaled distances are unsuitable for pedestrian-oriented retail activity. Other considerations affecting retail's physical viability include on-street parking, which can be an increase to pedestrian-oriented retailers. Business and parking signage is also key, particularly in a downtown with tremendous potential to expand the number of visitors.

Strengths

- The area between Dearborn Plaza and Dogwood Avenue, which is suited for retail and has high traffic volumes
- Sidewalk-oriented buildings
- Recently completed streetscape work
- On-street parking, which supports merchants and walking
- Existing merchants, who are attuned to downtown's needs

Weaknesses

- Lack of diversity of retail and service stores
- Uncoordinated parking facilities
- Lack of natural retail circuit
- Breaks in retail continuity on North Central and South Central Avenues and Dogwood Drive
- Lack of directional signage and gateway markers

Opportunities

- New development, which could create pedestrian-oriented retail environment

Threats

- Auto-oriented development, which could degrade the retail experience
- Inappropriate rehabilitation, which could harm the retail integrity of historic buildings



Hapeville's small size and commitment to quality allows it to provide some of the best public services in the Southeast

1.8 PUBLIC FACILITIES

Public facilities are the foundations upon which communities are built. They support growth by providing essential services such as fire, police, schools, and libraries. Effective systems are essential to a community's health.

Existing Conditions

One of the greatest positives of Hapeville is its public services. The City of Hapeville provides fire, police, park and utility services. Hapeville's small size allows it to provide quality, responsive service not available in larger cities.

Hapeville's schools are provided by Fulton County or private groups. Elementary schools include Hapeville Elementary and St. John's Catholic school. Students attend middle school at Hapeville Middle School, a recently-opened charter school, while high school students attend Tri-Cities High in nearby East Point.

Other facilities include numerous churches and a branch of the Atlanta-Fulton Public Library System. The closest hospital is the South Fulton Medical Center in East Point.

Strengths

- High quality of existing public facilities, which include fire, police and utilities
- Small, responsive government
- Low crime rate

Weaknesses

- Tri-Cities High, which is viewed negatively by many

Opportunities

- Permanent home for Hapeville Middle School, which could support improved education over the long-term

Threats

- The real and perceived quality of the Fulton County School System (FCSS), which could hurt efforts to attract families unless they can afford private schools



Demographics and markets inform sound planning decisions



Residential and Retail market areas for Downtown Hapeville

1.9 DEMOGRAPHICS & MARKETS

Demographics and markets are two of the bases of sound planning. These forces often extend beyond the immediate Study Area and must be carefully understood due to their impacts on land use and development decisions.

A disconnect often exists between what is market-viable and what a community desires. In some cases, a community may yearn for more upscale housing or retail than for which market support exists. Given these conditions, a plan must include incentives to support new development, or it must utilize other techniques to increase market demand, such as expanding the potential draw or trade area by creating a unique destination. In other cases, market demand may be very strong, with the total demand for new development far surpassing what the community desires. In this situation, the plan must temper market realities with the will of the community to determine their own future.

Hapeville's Retail and Residential Market Area households will be key to new development. The Retail Market Area is comprised of a 5-minute drive "Local" area and a 10-minute drive "Greater" area. The center of the market area is the intersection of North Central Avenue and Dogwood Drive. The Residential Market Area is much larger and is defined by a 15-mile radius from its center. This reflects the fact that Hapeville is often seen as a less expensive alternative to "intown" Atlanta.

Demographics

Over the past 15 years, population and household growth rates have been moderate within the City of Hapeville and Retail and Residential Market areas, but significantly below Atlanta Metropolitan Statistical

Table 4: Population and Households

	1990	(est.) 2005	% APR	(forecast) 2010 APR	%
Study Area					
Population	3,551	3,965	0.78%	4,092	0.64%
Households	1,531	1,520	-0.05%	1,562	0.55%
City of Hapeville					
Population	5,483	6,313	1.01%	6,538	0.71%
Households	2,369	2,414	0.13%	2,491	0.64%

APR = Average Annual Percentage Rate



Most of Hapeville's multi-family rental units are located near downtown

Area (MSA) levels. Residents within the Retail and Residential Market Areas are generally slightly younger relative to the MSA, with moderate incomes. Estimated 2005 median household income ranges from as low as \$31,930 in the Local Retail Market Area to \$62,156 in the Atlanta MSA. Hapeville's population is relatively diverse compared to the Retail and Residential Market Areas. Forty-three percent of city residents are white, 34% are African American, 8% are Asian and twelve percent are categorized as "some other" single race. Hapeville also hosts a large Hispanic population: 28% of residents.

Recognizing that people who share the same demographic characteristics may have widely divergent desires and preferences, Retail and Residential Market Area households have been grouped into Community Tapestry market segments. While the characteristics of each market segment varies, households within the Local and Greater Retail Market Areas are generally young, many with young children, racially and ethnically diverse and low to moderate income. Housing includes both owner-occupied and rental, and purchases center on reasonably priced necessities, family and children. Primary market segments within the Residential Market Area are also generally young but more affluent than Retail Market Area households. Upwardly mobile, active young professionals are balanced with young, family-oriented market segments. Ownership is more prevalent than in the Retail Market Areas but rental – particularly for young professionals starting out in life – is also common.

Hapeville's employment base is dominated by the transportation sector, located next to Hartsfield-Jackson International Airport and home to a Ford Motor Company Plant. Within the Study Area, there are an estimated 256 businesses that employ 18,849 workers, 59% of whom work in the transportation sector. The ratio of employees ("daytime population") to residents ("nighttime population") is 4.75, indicating a significantly stronger commercial than residential base. Almost 19,000 people work within one mile of the Study Area; nearly 35,000 people work within two miles; and more than 62,000 work within three miles of the Study Area.

Please see Appendix for detailed demographic data.

Retail Profile

Dorey's Atlanta Retail Space Guide reports that the "South Atlanta/ Airport" submarket (within which Hapeville is located) includes just over 3.9 million square feet with a vacancy rate of 11.7%. Available rent range is \$7.98 to \$11.28. Just under 500,000 square feet is under construction, almost all of which is included in the 450,000 square foot



The creation of a unique cafe-style dining environment could draw more customers to Hapeville

Phase II expansion of Camp Creek Marketplace. Phase I of Camp Creek Marketplace has done exceptionally well (98% occupancy), with average lease rates ranging from \$26-\$29/NNN (triple net).

Downtown Hapeville offers service businesses and a limited number of retail shops and restaurants. Some of the businesses serve as anchors in the district (e.g. restaurants, Chapman Drugs, banks), while others are marginal or vacant. The renovation of the Fulton Theater building for office and retail is underway at the intersection of South Central Avenue and Virginia Avenue, and leasing is proceeding well.

The shopping centers located in the outlying areas of Hapeville were built primarily in 1950s and 1960s. While these centers have been renovated over the years, they are generally obsolete and in many instances, poorly maintained with marginal businesses and vacant anchors.

Retail Demand

A retail demand analysis was completed to provide market support for retail uses in the Local and Greater retail market areas. Expenditure potential by type of merchandise is applied to population figures to obtain potential sales volume for Local and Greater market area residents.

The limited supply of existing retail establishments in and immediately surrounding Hapeville indicates that the Study Area is not presently meeting its retail potential. In other words, currently there is a gap between existing supply and existing potential – unmet demand – which should be included in potential demand estimates for retail space. Marketek estimates that there is an existing 78,531 square feet of unmet potential demand for retail space in the Study Area, which could support immediate retail development.

Within the Local Retail Market Area in 2005, potential sales of \$181 million would support 750,505 square feet of retail space. From 2005 to 2015, the amount of retail space potentially supported by this area's resident expenditures is estimated to increase 8.7%. During the same period, the amount of retail space potentially supported by Greater Retail Market Area resident expenditures is estimated to increase 15.6%, from 5.2 million square feet to 6.1 million square feet, an increase of nearly 1 million square feet.

Between 2005 and 2015, the Study Area could capture 54% of the increase in potential Local Retail Market Area retail expenditures, translating into 111,736 square feet of retail space when combined with existing unmet demand. It is also estimated that the Study Area



Suburban-style fast food is not consistent with Downtown's retail potential

has the potential of capturing 19% of the increase in Greater Retail Market Area expenditures over the next 10 years, representing a total of 222,705 square feet of retail space, also when combined with existing unmet demand. Shoppers goods account for the largest share of the retail space. Over the next 10 years, the Study Area could capture 107,851 square feet (18%) of retail space supported by Greater Retail Market Area resident expenditures, an estimated 46% of which (49,212 square feet) would be supported by Local Retail Market Area residents. Allocations of the additional retail supported by the Greater Retail Market Area include 45,521 square feet of convenience goods, 39,541 square feet of restaurants, 13,371 square feet of entertainment, and 16,422 square feet of personal services.

Estimates of potential retail space in the Study Area should be considered conservative based on the fact that expenditures of a key market – employees of nearby businesses who do not live in the Local or Greater Retail Market Areas – fall outside of the model. As discussed in the Demographic Profile, almost 47,000 potential customers of Study Area businesses work within a 2-mile radius of the Study Area.

Understanding the needs and preferences of primary target markets will be essential in optimizing the chances of transforming the Study Area into a unified, vibrant, mixed-use community. Primary target markets for retail development in the Study Area include market area residents, employees that work at nearby businesses and visitors potentially drawn from the airport activity.

Recognizing that market area residents will generate a large share of sales at Study Area businesses, demographic and Lifestyle data and retail spending and purchasing activity data are used to identify the types of businesses that would be most appealing to this market. Shopping habits of daytime workers as well as feedback from residents of Hapeville are also taken into account.

Based on this information, recommended businesses include: women's and men's apparel, shoes, home furnishings and accessories, sporting goods, jewelry, unique garden supplies, bookstore/magazine shop, music/CDs, gifts/cards, toys, and expanded lodging options.

The types of convenience goods and services that would most appeal to residents (particularly those living within and immediately surrounding the Study Area) are: small grocery store or farmers market, dry cleaner/alterations, shoe repair, mail/copy center, film processing, exercise facility/gym, and day care. Expanded entertainment options such as one-of-a-kind restaurants (e.g., ethnic



Across the city, new housing is sprouting up on vacant lots

cuisine, deli, breakfast spot, bar/grille/pub, dessert/coffee, ice cream/gelato), live entertainment (indoor/outdoor), community events, and other arts related activities would help the Study Area establish itself as an unique area.

Residential Profile

Availability of land and reasonable prices are increasingly attracting developers to the metro area's southside, making it Atlanta's next "development frontier." Proximity to downtown Atlanta, the airport and the interstate system as well as affordable homes price will help Hapeville capitalize on this trend. Its small town feel, responsive government, and involved citizenry will also help. However, concerns about airport noise and a lack of residential "success stories" are perhaps deterring the development community.

Within the Study Area, new home construction has been primarily concentrated in the Virginia Park neighborhood, with homes priced from the high \$100,000s to mid \$300,000s and moderately strong sales. Sales at a recently developed 48-unit condominium project have been weak, which is likely due more to project design and amenities rather than a weak market. Strong sales at Park Place and Princeton Lakes are encouraging. In College Park, 114-unit Princeton Village plans to complete six spec homes in late 2005 and Bauhaus Design is selling homes priced from the \$300,000s to \$1,000,000.

There are only a handful of apartment communities within the Study Area, generally older with few amenities. There is a limited supply of newly constructed market rate apartment communities in the market area. While occupancies are reasonably strong, the overall apartment market has been hard hit by low interest rates, which enable some households seeking housing to buy rather than rent.

Please see Appendix for detailed retail demand data.

Residential Demand

New housing development will play a central role in building a vibrant and economically secure Study Area, acting as an anchor that will attract businesses, services and activities, enlivening the overall district. A statistical demand analysis was performed for the Residential Market Area to estimate the potential market depth for for-sale and rental housing. Even though the analysis uses finite numbers, the end result (i.e., potential market support) should be interpreted as an approximation of market depth that is balanced with the characteristics of the competitive supply. The two main sources of annual potential demand for housing are new household growth and turnover. New household growth is traditionally used to project



Newcomers have fueled the rehabilitation of historic Hapeville homes

market growth and is based on population and household growth projections. The owner and renter analyses use the average annual increase in population beginning with the estimated household base in 2005 and the projected 2005-2015 annual increase in new households.

Over the next 10 years 9,156 households will be potential buyers of higher density, mixed-use market rate housing built in the Residential Market Area each year. An estimated 10,456 annual households in the Residential Market Area are potential renters at market rate projects set in a higher density, mixed-use setting. The potential demand analysis completed for this study does not include prospective households from outside the Market Area that would be drawn to the Study Area as redevelopment progresses.

Based on an evaluation of the housing market in the Hapeville area, planned and proposed physical improvements in the Study Area, the expansion of the Hapeville's position as a mixed-use center and Marketek's experience in facilitating residential development in comparable areas, it is estimated that during the first 10 years of development, approximately 4,458 units of market rate for-sale and rental housing units could be absorbed in the Study Area. Again, this estimate is narrowed by Tapestry data to include only households that would be most interested in living in a higher density, mixed-use environment. Within this estimated demand, 47% (or 2,106 units) is for-sale product and 53% (or 2,353 units) is rental product. In addition, the Study Area has the potential to capture 5% of Residential Market Area demand for higher density, for-sale product and rental product between 2005 and 2015. Live/work units – rental and for-sale – should be considered to accommodate growing numbers of people who are seeking larger-than-average space that is adaptable to both living and working.

Based on recent home sales in and close to the Study Area, opening price points of condominium units should range from \$150,000-\$200,000, with townhouses priced from \$170,000-\$250,000. Opening price points for scattered site single-family detached infill housing in the Study Area's established neighborhoods should range from \$200,000 to the low \$300,000s. Smaller, more affordable units will appeal to first-time homebuyers, while larger, more expensive units will appeal to move-up or move-over buyers as well as empty nesters/retirees. Although there is clearly demand for units priced above \$350,000, it is our opinion that when unit prices rise above this level – particularly in the early phase of redevelopment – demand will begin to thin out.



There is a statistical demand for live/work units, in which homeowners operate small businesses out of their first floors

Hapeville's proximity to the airport and downtown Atlanta combined with relatively affordable prices and hometown charm will be a key strength in marketing newly developed housing in the Study Area.

Please see Appendix for detailed residential demand data.

Office-Industrial Profile

Hapeville is located in the midst of a south metro Atlanta industrial marketplace that is currently enjoying a resurgence of activity. This is a trend that could help generate new employment levels that would augment demand for housing in a revitalized/redeveloped downtown, which, in turn, could create demand for small-scale/professional-office space to house businesses such as physicians, attorneys, accountants, etc.

Dorey Market Analysis Group reports that the second quarter vacancy rate within the Airport/South Atlanta submarket was 13.8% compared to a 15.6% throughout the Atlanta MSA. Absorption totaled nearly 1.1 million square feet accounting for more than one-half of space absorbed by the Atlanta market as a whole for that time period. The recent surge in absorption has taken a sizable part of what had been an oversupply of industrial product off the market.

The office space market in this area, although relatively healthy, is not as robust, and hence should have a lesser impact on development potentials in Hapeville, than its industrial counterpart. Comprised largely of older product, the 2.3 million square-foot Airport/South Atlanta office market was 21.7% vacant at the end of second quarter 2005; this compares with a 21.6% figure for metro market as a whole.

Strengths

- Small town feel, which is desirable to potential residents
- Responsive government
- Access and location, which are key to retail and residential markets
- Diversity
- Small size, which means the city can be exclusive
- Value, which makes Hapeville competitive with areas like Virginia-Highland, Grant Park or Decatur for urban professionals
- Moderately strong demand for retail and residential development



For-sale multi-family lofts could provide the rooftops needed to support retail growth

Weaknesses

- Lack of a grocery store, which could discourage potential residents from moving to Hapeville
- “Cookie cutter” development, which threatens the very character that attracts newcomers to Hapeville

Opportunities

- Office workers, who could be customers for new retail and residential developments
- Catalyst development, which could provide the critical mass necessary to change the market's perception of Hapeville

Threats

- Perception of poor public schools, which could limit the attractiveness of Hapeville to families
- Lack of quality owner-occupied multi-family housing, which could make it challenging for some to conceive of townhomes or condominiums in Hapeville
- Increasing housing costs, which could threaten diversity
- Inflated land values, which could price new development beyond the level for which demand exists and thereby stop growth

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Section 2: Visioning

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The consultant team presented some of existing challenges of the Study Area at the July 16, 2005, Community Workshop



Residents and stakeholders discussed the future of the Study Area during the hands-on session at the workshop



The workshop participants discussed land uses and the future character of the Study Area

2.1 PUBLIC PROCESS

The Public participation process in the Hapeville Main Street Town Center LCI utilized a variety of tools to incentive and guarantee community involvement in the planning process: community interviews, meetings and workshop, a project website and Core Team meetings from June to December 2005.

Core Team Meetings

At the beginning of the planning process a Core Team was identified to guide the process and serve as liaisons to the greater Hapeville community. The team included local government officials, business owners, local organization officials, employers and neighborhood leaders who served as liaisons to the larger community. Core Team meetings were held on June 6, August 18, October 24, and December 5, 2005. These meetings were utilized to gain input into strengths, weakness, opportunities, and threats in the Study Area, promote community outreach efforts, and refine the vision.

Interviews

One-on-one interviews were utilized to better understand existing conditions and obtain a general direction for the area's future. Interviews were conducted in-person and over-the-phone with a variety of constituencies, including:

- Residents
- City officials
- Small business owners
- Property owners
- Developers

Community Workshop and Public Meetings

The primary tool for achieving public participation was a Community Workshop held on Saturday, July 16 at Hapeville's Recreation Center. A meeting announcement was delivered in the water bill to all property owners within the Study Area and was publicized on the project website and via City Hall.

The July 16 Workshop focused on developing an overall vision and character for the Study Area. It included a review of existing conditions and a hands-on session to identify the area's future character, with



A project website was used to facilitate the public process

a focus on:

- Residential land uses
- Commercial land uses
- Parks and open space
- Pedestrian improvements
- Vehicular transportation improvements
- Community design
- LCI Goals

Other community meetings included:

- Project Kickoff Meeting (Tuesday, June 21, 2005) – included input from participants about positive and negative aspects of the Study Area, a review of the results of the Visual Preference Survey (VPS), a review of the LCI process, project schedule, and planning process
- Draft Plan Presentation (Tuesday, October 18, 2005) – included a presentation of the guiding principles and draft recommendations for the Study Area
- Final Draft Presentation (Tuesday, November 15, 2005) – included a presentation of the final recommendations for the Study Area

Project Website

A key public involvement tool was the project website. The website was used to post meeting announcements, workshop results, distribute documents, administer the VPS and solicit community feedback. The website was accessed at:

www.tunspan.com/hapeville



Madison Park, the highest ranked image, indicates the need of greenspace. Average score: + 3.8



Freedom Parkway (Atlanta) multiuse greenway trail. Average score: + 3.3



Planted median. Average score: + 3.2

2.2 VISUAL PREFERENCE SURVEY

In Spring 2005, an online visual preference survey (VPS) for the city of Hapeville was conducted by the City of Hapeville in collaboration with the Georgia Department of Community Affairs. Participants were asked to rate a variety of images for their level of appropriateness for the future of Hapeville. The survey measured participants' attitudes and preferences towards various City design issues and priorities. The results from this survey were intended to provide guidance to the City's 2005 Livable Centers Initiative (LCI) Main Street Town Center Study, especially which space and building types were desirable. Although this method is not strictly scientific and requires some speculative analysis, it somewhat provides measurement for community aesthetic preferences.

Approximately 155 participants took the VPS that was comprised of 110 images. Thirty percent of the images were of Hapeville and 70% were from other cities. Images included commercial/mixed-use, residential, streetscape, and open space/gathering space. Participants, who included residents, business owners and developers in the area, were offered two options to take the survey. One included a paper-based survey administered on April 19th, 2005 at a Town Hall meeting, and the other was a web-based survey active through the City's website www.hapeville.org from April 20th-May 20th, 2005. Possible scores ranged from -5 (least favorable) to +5 (most favorable). A score of 0 indicated no preference. Following the survey, the most and least appropriate images were identified by taking the average (mean) score for each image. Results of the survey were presented at the Livable Centers Initiative (LCI) Kick-off meeting on June 21st, 2005. The following is a summary of the results and reactions to the highest and lowest scoring images.

Survey Results

Public Realm Character

Photos of parks, greenspace and tree-lined streets received the highest scores in the survey indicating that public, common areas should be the highest priority to the City.

Survey participants ranked the image of Madison Park, with the pedestrian pathway, on the top left, the highest of all images. To participants the park represented a clean, peaceful, historic place that feels safe and is pleasant to the eyes. The multiuse greenway trail image was also among the highest rated. It emphasizes the desire for pedestrian and/or bike pathways to connect parks and



Median with trees brick road pavers and textured pavers. Average score: + 3.2

neighborhoods. The strong desire for green space and amenities were not only identified in the specific greenspace images, but also in residential neighborhood images and in retail areas in the form of street trees and planters. The median images to the left supports the desire for neat parking and traditional, tree-lined streets with different brick work and visible pedestrian walks. The residents favor underground utilities and well maintained public spaces with flowers, trees and other landscaping. A community gathering space or a community focal point also received one of the highest responses as indicated on the left.

The survey included images of existing parks in Hapeville. Master Park was rated low because the lack of maintenance and need of improvement. This demonstrates a community desire for upgrade and maintenance of existing parks and recreational spaces in addition to the increase of common green areas or pocket parks throughout the city.

Commercial/Mixed Use Character

The community identified pedestrian oriented “Main Street” style retail and mixed-use buildings as desirable. Four of the 10 highest ranked images illustrated storefronts close to the street and a pedestrian friendly environment. Respondents most favored wide sidewalks with a visual separation of uses for walking and outdoor dining as shown in the bottom images. A pedestrian, human scale environment was most favorable with non-intrusive higher density developments that complement existing buildings

Some of the characteristics identified in the preferred images:

- Mix of uses, with retail on ground floor and residential on top



Duluth town center plaza with fountain. Average score: + 2.6



Bethesda sidewalk with pedestrians, bicycles and dining area in urban setting. Average score: + 3.2



Mixed-use close pedestrian street. Average score: + 3.2



Virginia Highlands (Atlanta): retail close to the street. Average score: + 3.2



Single-family attached houses: buildings close to the sidewalk. Average score: + 3.0

- Vibrant street with sidewalk dining, umbrellas, movable planters, street trees and pedestrian furnishing
- Pedestrian friendly buildings, with human scaled storefronts, awnings, and architectural richness
- Public art
- Intimate street scale, with fairly narrow streets between two and four lanes; and on-street parking to buffer pedestrians from traffic

Respondents also favored rehabbed commercial properties such as the coffee store located in downtown Hapeville. Participants felt this created more of a historic small town, “Main Street” atmosphere. This suggests a strong-desire to revitalize Hapeville’s retail areas with new commercial or mixed-use buildings that support pedestrian activity and creates a vibrant environment. Upon being shown a series of different commercial types respondents selected retail single-story dilapidated buildings as the least appropriate. For most, the buildings were unattractive and in need of renovation. Additionally, marginal strip commercial areas like Dogwood Drive were strongly undesirable. It emphasizes the dissatisfaction with the visual clutter of the street and the auto-oriented type of development found in parts of the Study Area.

Residential Character

Hapeville currently has various neighborhoods composed mostly of single-family detached houses. The preference survey suggests a desire for increased residential options, provided that they are well-built buildings that complement the existing single-family character of the city. The most appropriate residential images were a mix of single-family detached houses, two-story residential and two-story



Rehabbed coffee store on North Central Avenue (Hapeville). Average score: + 2.8



Round-about with single-family houses shows abundance of greenspace. Average score: + 3.5



Rehabbed house in Virginia Park (Hapeville). Average score: + 3.4



Single-family attached houses: buildings close to the sidewalk. Average score: + 3.2



Post Parkside courtyard with fountain (Atlanta). Average score: + 3.1

mixed-use buildings. A rehabbed single-family house in Virginia Park had a relative high score. This shows the community's support for rehab and preservation of the character of the existing single-family neighborhoods. In general respondents favored residential neighborhoods with good tree canopy, unique design character and well maintained front yards, safe streets and wide sidewalks. The image to the left shows a well maintained courtyard for a multi-family development, with a fountain and common gathering space. This highlights the importance of quality building and space design in creating an environment that satisfies the community.

As previously mentioned, the mixed-use buildings with housing above retail achieved a high score. In general, the mixed-use building format depicted in the image reflects more of the traditional architectural character existing in Hapeville and preferred by the participants of the survey. The least appropriate residential image was a modern style building and suburban garden apartments.

Low Scored Images

The five lowest scored images are at the bottom of this page and on the following page. All of these images are from Hapeville. They show dilapidated structures, auto-oriented businesses, poorly maintained public realm, and urban visual clutter. Generally, they depict an environment with little sense of place and no architectural character.

Some of the characteristics identified in the least preferred images include:

- Poorly maintained sidewalks
- Excessive curb cuts



Single-family Gingerbread . Average score: + 3.1



Dilapidated storefront on North Central Avenue before rehab (Hapeville). Average score: - 4.1



Auto repairs shop on Sylvan Road (Hapeville). Average score: - 3.7



Dogwood Drive looking north (Hapeville). Average score: - 3.6



Neglected alley on downtown block in Hapeville. Average score: - 3.6

- Excessive auto-oriented street signage
- Unclean, unsafe and neglected alleys
- Lack of streetscape
- Dilapidated buildings
- Unattractive chain-linked fencing
- Front parking

General Findings

The majority of the images selected as most appropriate represent places from around the nation. Regardless of origin, all share several things in common. Most notable is that all represent a small-town environment; survey participants shared a common respect for the pedestrian, landscaping, and human-scaled buildings. However, some of the images among the ones with highest scores represent Hapeville places: a single-family and a retail building, both rehabbed. This demonstrates the community desire and support for the revitalization of the city, but perhaps dissatisfaction with some more specific problems such as poor maintenance, vacant buildings and dilapidated storefronts.



Poorly maintained crossing on Virginia Avenue (Hapeville). Average score: - 3.4

Results suggest that the residents, businesses, and property owners of Hapeville are yearning for a strengthened, vibrant and pedestrian friendly downtown area. Some of the highest ranked images display mixed-use environment specially with storefront close to the street with dining area and urban furniture. Commercial area improvements are urged and opportunity exists to enhance it even more with greater housing options, improved streetscapes, and revitalized neighborhoods.

Finally, green space is a top priority for the community as well. The desire is not only for improvement and maintenance of the existing parks but also the provision for green streetscape in the residential and retail areas.

2.3 GOALS AND OBJECTIVES

Prior to commencing with the visioning process consultants worked with the community and stakeholders to develop goals and objectives for the Study Area. These goals were also discussed and revised by the Community Workshop participants. They complement the goals established by ARC as the base for any LCI program, that were addressed in the beginning of this report. The following are those that were developed:

Transportation

Goal: Improve pedestrian safety

Objective: Create and maintain a system of safe sidewalks and pedestrian street crossings to improve pedestrian circulation and reduce vehicle/ pedestrian conflict

Objective: Ensure that all pedestrian facilities are accessible and accommodating to persons with disabilities

Objective: Provide an attractive, pedestrian-friendly sidewalk environment with greenery, street trees, wide sidewalks, pedestrian lighting, buries utilities and outdoor dining

Objective: Encourage building forms that encourage pedestrian usage and increase pedestrian comfort

Objective: Reduce cut-through traffic in neighborhoods to reduce traffic speed and the amount of traffic volume

Goal: Improve connectivity across the rail line for all transportation modes

Objective: Improve all the railroad crossings and

Goal: Provide a well-balanced retail and residential parking program

Objective: Provide a variety of parking options that adequately serve the current and planned retail and residential areas

Land Use and Zoning

Goal: Provide a balanced mix of land uses

Objective: Ensure a mix of commercial uses compatible with the design and character of the surrounding community

Objective: Expand commercial opportunities by encouraging a diverse retail and entertainment selection

Objective: Develop zoning regulations and land use policies that reflect the desired scale and character of Hapeville

Objective: Focus development and redevelopment toward vacant and underused parcels

Objective: Prevent the proliferation of auto-oriented land uses

Objective: Encourage new developments to be constructed in a sustainable manner

Infrastructure and Facilities

Goal: Improve public safety

Objective: Provide adequate, but not excessive, street and sidewalk lighting

Objective: Encourage urban design principles that promote safety

Objective: Clean up the streetscape with greenery, street trees, pedestrian lighting, and outdoor seating

Goal: Ensure adequate infrastructure to support future development

Objective: Maintain and rehabilitate existing infrastructure

Objective: Incorporate natural resource protection and open space provision into infrastructure improvement projects

Objective: Identify stormwater management and sewer improvements to mitigate flooding of low-lying areas

Urban Design and Historic Resources

Goal: Preserve and enhance the Hapeville's identity and historic character

Objective: Identify, preserve and protect historically significant building and sites

Objective: Provide buildings with a range of ages to support the economic diversity that usually result from such

Environment

Goal: Provide high quality, well maintained parks, open space amenities, and recreational facilities

Objective: Utilize parks and recreation areas to connect residential areas and commercial/mixed-use areas

Objective: Encourage parks, greenways, multiuse trails and recreation facilities that meet the needs of different age groups

Objective: Increase the number of public spaces

Objective: Increase natural resource features into recreation amenities

Marketing

Goal: Develop fiscally sound, community-supported revitalization strategies

Objective: Support neighborhood commercial uses

Objective: Establish market base and financially viable development concepts, while respecting the community's vision for its future

Objective: Provide a healthy mix of retailers, restaurants, services and professional uses

Goal: Utilize Hapeville's sense of place as a marketing strategy

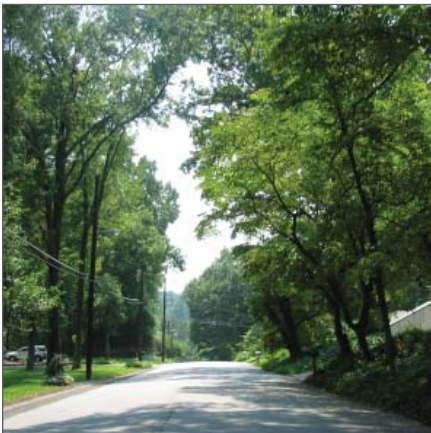
Objective: Build upon Hapeville's small town character and strategic location



Downtown should be a place that appeals to all age groups

2.4 VISION

The vision for the Hapeville Main Street Town Center LCI Study Area is a unique environment that enjoys the benefits of its strategic location, without losing its sense of place and small town feeling. It should be very pedestrian-oriented and feature street trees, wide and continuous sidewalks, and safe, slow streets should be provided to encourage walking and strengthen community bonds. Street design should also ensure that automobiles and bicycle traffic move in a safe and efficient manner. Pocket parks and plazas should be provided throughout to provide quality community recreational and gathering places; this should include the creation of a central focal point for Hapeville. Important historic structures should be preserved and protected strengthening the historic character of the community.



Neighborhood should be preserved and protected

The Hapeville Downtown area should include a variety of land uses and businesses, with low-rise mixed-use buildings creating a pedestrian oriented shopping area around its main streets. This vibrant town center should provide a healthy mix of retailers, restaurants, services and professional uses for the local community and visitors. New developments should be compatible to the existing historic character and scale of Hapeville creating a pleasant and harmonious environment.

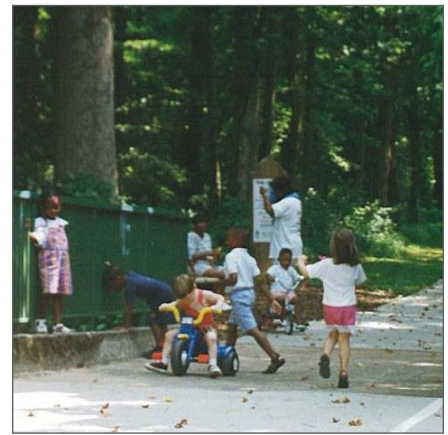
Existing single-family residential neighborhoods should be preserved and protected through careful attention to infill housing design. They should also be better connected to the downtown area through new and rehab sidewalks and multiuse trails. Small commercial nodes along Dogwood Drive could serve as walkable support service areas to the surrounding neighborhoods.



A variety of businesses should serve visitors and visitors



A central park or plaza should serve as the community's focal point



Hapeville should provide safe pedestrian and bicycle facilities for children

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The recommendations contained within this Study Area direct results of the expressed desires of residents, businesses and property owners

3.1 OVERVIEW

This section includes recommendations for the Hapeville Main Street Town Center LCI Study Area. The recommendations define the direction for the future character of the Study Area and provide short and long-range actions to improve the conditions identified through the public planning process. They also support the Goals and Objectives identified in Section 2: Visioning.

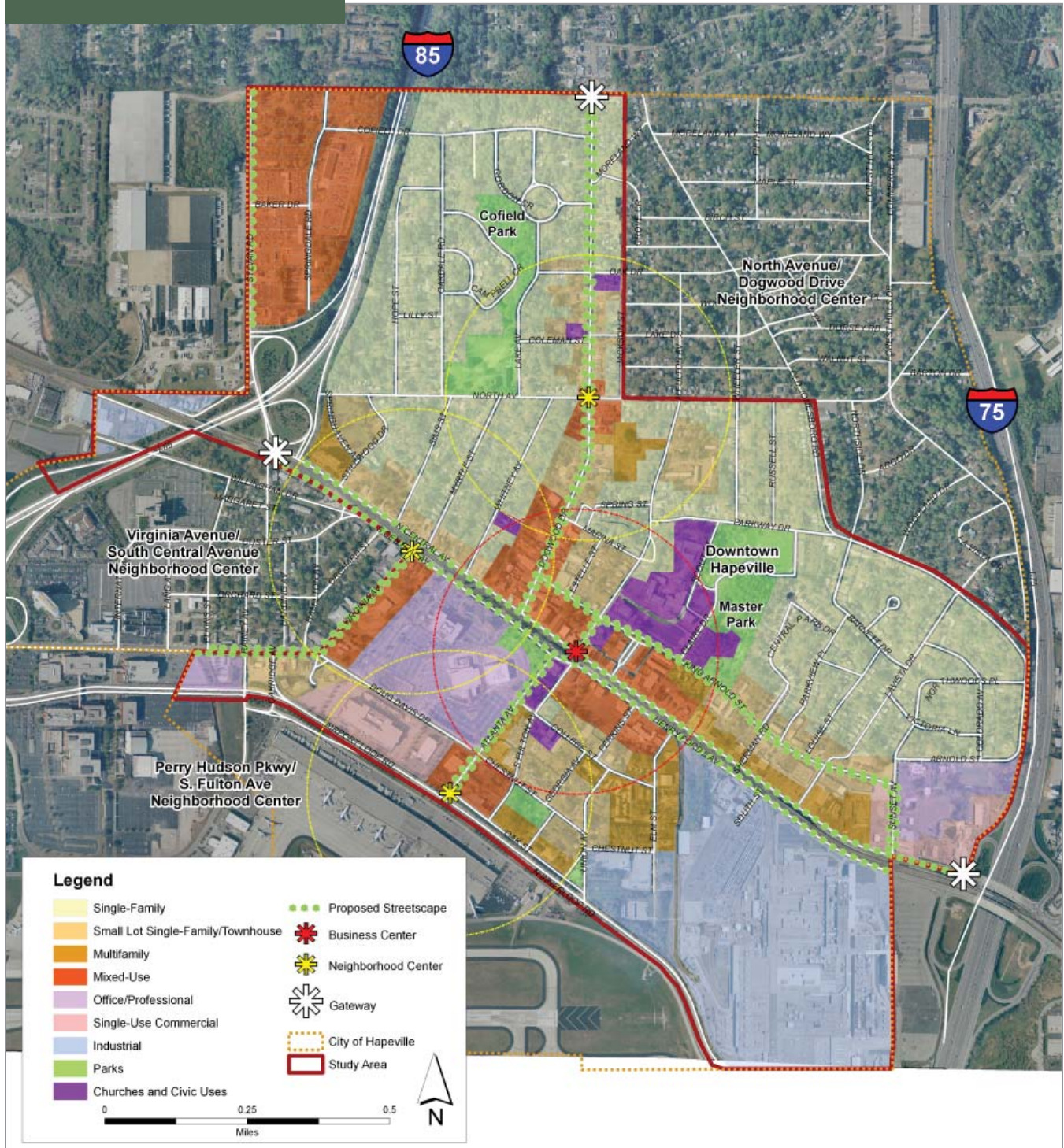
Recommendations are a synthesis of the desires expressed by residents, businesses, property owners, the City of Hapeville, and other stakeholders during the planning process, coupled with sound planning. They are a visionary yet achievable blueprint for change that reflect the Study Area's historic nature, traditional small town mix of land uses, and strong sense of place and pedestrian orientation. To this end, recommendations strengthen the transportation and land use relationship by:

- Improving traffic operations by focusing on intersection improvements, providing multiple routes, support for non-vehicular modes, and improved signage, rather than street widening.
- Establishing a series of pedestrian-oriented mixed-use nodes that build on historic or existing nodes.
- Balancing the citywide need to focus mixed-use development into Downtown with potential impacts on neighborhoods.

With time, these recommendations will transform the Study Area into a dynamic walkable town center with: wide, tree-lined sidewalks; preserved historic structures; safe and smooth traffic flow; human-scaled buildings; a vibrant business mix; and diversity. An overview of the recommendations can be found in the Framework Plan, located on the next page. The Framework Plan is intended to represent the overall synthesis of the future vision for Downtown Hapeville. It graphically illustrates the relationships between all recommendations, but particularly transportation facilities and land use.

Recommendations reflected in the Framework Plan are categorized into: Transportation; Land Use; Environment, Infrastructure & Facilities; Urban Design & Historic Resources; and Marketing. They include policies and projects, as applicable. Projects are followed by a project number as identified in Section 4: Action Plan, which contains a strategy for implementing these recommendations, including cost, funding and responsible parties. Section 4 also includes details on proposed Future Land Use Plan Map, design guidelines, and zoning changes.

Framework Plan



3.2 COMMUNITY PATTERN RECOMMENDATIONS

These recommendations are organized into Street & Block Patterns, Lot Patterns and Buildings Patterns. They are intended to protect Hapeville's historic formal arrangements, while opening the door for future growth, where critical.

Street & Block Pattern Recommendations

The interconnected street system and the small blocks system of Hapeville should be preserved and protected in the Study Area. They provide multi-modal accessibility and are part of what differentiates Hapeville from suburban areas.

Street & Block Pattern Policies

- Prohibit street abandonment or closure as part of new development, unless new streets are created with equal or greater connectivity to the existing street grid.
- Utilize traffic calming to minimize the impacts of cut through traffic on neighborhoods, rather than street closures.

Lot Pattern Recommendations

The small lots are both a historic feature and a hindrance to future development. As such, recommendations pertaining to them must reflect Land Use Recommendations, particularly as it affects redevelopment.

Lot Pattern Policies

- Preserve Hapeville's existing small lot patterns where redevelopment is not desired.
See Land Use Recommendations for details.
- Support lot assembly where redevelopment is desired.
See Land Use Recommendations for details.

Lot Pattern Projects

- Amend zoning north of North Central Avenue. (O-3)
Current zoning makes many of Hapeville's small lots legal, non-conforming lots, yet the community-expressed desire is for these types of lots and the buildings they contain to be the basis for new development. As such, the zoning north of North Central Avenue must be changed where redevelopment is desired.
See Section 4: Action Plan for details.

Building Pattern Recommendations

Small, differentiated buildings provide Hapeville with much of its small town charm. These buildings should serve as a model for new development.

Building Pattern Policies

- Utilize the sidewalk-oriented building setbacks along North Central Avenue (near North Fulton Avenue) as models for new buildings in Downtown and at commercial nodes.

See Section 4: Action Plan for details.

- Utilize the setbacks of historic homes along much of Dogwood Drive as models for new buildings in that area.

See Land Use Recommendations and Section 4: Action Plan for details.

- Utilize the green building setbacks of historic homes along western North Central Avenue as models for new buildings in that area.

See Section 4: Action Plan for details.

Building Pattern Projects

- Amend zoning north of North Central Avenue. (O-3)

Current zoning north of North Central Avenue does not support community-desired building patterns and must be change where redevelopment is desired.

See Section 4: Action Plan for details.



The North Avenue school should once again be an important public facility



The monument transforms this plaza into a focus point



Dearborn Plaza should include a fountain or other water features

3.3 PUBLIC REALM RECOMMENDATIONS

These recommendations are intended to enrich the public realm by providing increased park space and potential civic uses. When coupled with proposed recommendations in other sections, the public realm will no longer be rejected and will become a quality experience in the daily lives of residents and visitors.

Public Realm Policies

- Support the conversion of the North Avenue School to a charter school or community center.
- Continue partnerships between the city and neighborhoods to improve Hapeville's parks.
- Encourage the use of public art in all civic projects.
- Continue efforts to promote the arts as part of public life.

Existing programs that should be supported include:

- *Art festivals (music, dance performance, etc.)*
- *Art projects with local schools*
- *Cultural exchange with other countries*

Public Realm Projects

- Expand Dearborn Plaza into a "town square." (O-1)
Please see next page for details.
- Establish public art at key gateways.
Create gateways at:
 - *The Intersection of I-75 and North Central Avenue (O-4)*
 - *The Intersection of I-85 and North Central Avenue (O-5)*
 - *Dogwood Drive at the City Limits (O-6)*
- Create a new park in the College Square neighborhood as part of future redevelopment. (O-7)
- Transform Myrtle Street into a "green street." (T-8)
See Transportation Recommendations for details.

Dearborn Plaza Concept Plan

Long-term, Dearborn Plaza should be redeveloped to serve as Hapeville's focal point. Yet it should not function solely as an isolated space detached from its adjacent land uses. Rather, it should be surrounded by civic, retail, office, and residential uses. Redevelopment could even include a new City Hall, if a public/private partnership can be achieved that minimizes taxpayer risk and provides for efficient use of public funds.

Possible programmatic uses for the future Dearborn Plaza public space include farmers markets, arts events, public concerts, and other community functions. As such, the space should include a hardscaped "plaza" space and a landscaped "green." Fountains and public art are also encouraged.



Market Commons in Clarendon, Virginia, (above) could be a model for Dearborn Plaza (below). Its u-shaped form creates a highly-successful retail environment.





The commercial block housing Chapman Drugs should be preserved



Long term, the historic storefronts of this building should be restored



The First Baptist Church structure must be preserved into the future

3.4 ARCHITECTURE & HISTORIC BUILDING RECOMMENDATIONS

Architecture and historic building policies are intended to preserve and enhance Hapeville's sense of place while creating spaces that encourage human interaction and promote civic identity. More specifically, goals include identifying and preserving historic resources and utilizing redevelopment to mend the urban fabric.

Architecture & Historic Building Policies

- Support the preservation and rehabilitation of:
 - *Historic Homes along western North Central Avenue*
 - *Homes along Dogwood Drive north of Oak Street*
 - *Existing neighborhoods*
 - *Churches and public buildings (city hall, post office, recreation center, etc.)*
 - *The Dwarf House*
 - *Late nineteenth century commercial facades on North Central Avenue at North Fulton Avenue, even if the buildings behind them are redeveloped and said facades are integrated into new development*

See Land Use Recommendations for details.

- Support and implement historic recommendations contained in the University of Georgia College of Environmental Design's 2005 *Hapeville Charrette Report*.
- Continue to work with property owners and the Georgia Trust for Historic Preservation to restore historically inappropriate facade changes.
- Require new buildings that create a pleasant scale and reflect Hapeville's historic character.

See Section 4: Action Plan for details.

Architecture & Historic Building Projects

- Amend zoning north of North Central Avenue. (O-3)
Current zoning north of North Central Avenue does not support historic building patterns and must be changed where historically compatible redevelopment is desired.
See Section 4: Action Plan for details.
- Amend Architectural Design Standards. (O-2)
See Section 4: Action Plan for details.



Downtown Hapeville Town Center



Single-family neighborhoods should be preserved



Townhomes and live-work are appropriate uses for transitioning from mixed-use to single-family neighborhoods

3.5 LAND USE RECOMMENDATIONS

Hapeville has the block and street structure of a traditional small town. This pattern provides the framework for land uses that support a traditional town environment based on neighborhoods. Central to this is the idea of neighborhood centers that serve the population within a quarter mile walk. The organization of future development according to this historic model allows growth to be focused into certain areas, while protecting others. In this way land uses can be planned to avoid negative impacts on neighborhoods and historic resources.

Land use recommendations are also integrated with transportation facilities. There is a strong desire that all future land uses be more pedestrian-oriented than they are today, including within auto-oriented, suburban-style land uses found along much of the North Central Avenue and Dogwood Drive. There is also a strong desire to concentrate improvements within centers, while connecting different centers with transportation options.

Land Use Policies

- Utilize a neighborhood-based model as a framework for Hapeville's land use patterns.

Four centers were identified at the public workshop:

- *The North Avenue/Dogwood Drive Neighborhood Center.*
- *The Virginia Avenue/S. Central Avenue Neighborhood Center*
- *The Downtown Hapeville Town Center*
- *The Perry Hudson Parkway/ S. Fulton Avenue Neighborhood Center*

With the exception of Perry Hudson Parkway/ South Fulton Avenue Neighborhood Center, all centers exist today.

- Preserve neighborhoods north of North Central Avenue and protect them from commercial, multi-family and industrial encroachment.

These neighborhood's represent some of Hapeville's greatest assets and should be preserved as residential areas. However, in certain areas, such as around Masters Park, opportunities may exist for small lot single-family home infill

- Preserve civic, religious and most single-family residential land uses.

Downtown Hapeville Concept Plan

Downtown represents the heart of the City of Hapeville, yet today it fails to live up to its potential. Sidewalks are often missing or in poor state of repair, buildings filled with less-than-optimal uses, and a quality sense-of-place are lacking. At the same time, Downtown holds tremendous promise. With a long-term strategy by the City of Hapeville and the private sector, Downtown Hapeville can and will become one of the Atlanta region's great revitalization success stories. Its historic resources, strategic location, strong focus on the arts, support for appropriate-scaled redevelopment, and small town ambience all position Downtown Hapeville for greatness.

The Downtown Hapeville Concept Plan, shown below and on the following page, provides a glimpse of what the core of Downtown Hapeville could one day become. It is for illustrative purposes only, and assumes that any future redevelopment will only occur when developers purchase land from willing sellers. Public sector support is envisioned only through the provision of continued marketing activities and transportation and infrastructure improvements.



Downtown Hapeville Concept Plan (continued)

The Concept Plan envisions the creation of three primary new shopping areas: south Dogwood Drive, Dearborn Plaza, and South Central Avenue. Practical, daily needs, such as a grocer and pharmacy, are envisioned along Dogwood Drive, while the remaining two areas are specialty-retail and restaurant focused. Within each, storefront shops from wide sidewalks, while lofts and offices above provide a captive retail market. Parking is provided in nearby mid-block parking decks, as well as in on-street spaces. Nearby, along North Central and South Central Avenues historic buildings are restored and appropriately-scale infill development is provided between them.

Adjacent to neighborhoods density and use are reduced to two-to-three story single-family homes, townhomes and live-work units. New resident parking is provided, but is discretely located to minimize disruptions to the urban fabric.





Fast food restaurants are appropriate uses for North Central Avenue around the I-75 intersection, but their current form is not



This rendering shows street-oriented fast food restaurants built to the corner with parking behind



Mixed-uses should concentrate on the centers

- Preserve Ford, Delta and Wachovia sites as major industrial and office land uses.
- Require all new development to be pedestrian-oriented.
- Establish townhomes, live-work and office uses on Dogwood Drive south of Oak Street (except at North Avenue and south of Marina Street)

In these areas the residential character that exists today should be preserved via:

- 15 to 20 foot front setback
- Landscaped front yards
- No frontal parking
- Mandatory stoop or porch
- Mandatory fence, hedge or kneewall at the back of the sidewalk

- Establish a neighborhood commercial or mixed-use node at the North Avenue and Dogwood Drive intersection.
- Provide retail and mixed-use buildings on Dogwood Drive south of Marina Street.
- Line North Central Avenue (west of Whitney Avenue) with townhomes, live-work or office uses.

In this area the same residential character features defined above for Dogwood Drive should be utilized.

- Fill in vacant and under-utilized commercial land in Downtown with retail, offices and housing uses.
- Focus highway uses near I-75 and North Central and South Central Avenues, but with a pedestrian-oriented form.
- Establish a high density office, hotel, and potential housing uses on Sylvan Road.
- Establish differing building heights in response to context.

Building heights should be limited to:

- Two to three stories in neighborhoods
- Three stories along Dogwood Drive
- Four stories along North Central Avenue
- Four stories in Downtown
- Eight stories in College Square near the airport
- Twenty stories on Sylvan Road
- Support a range of housing options in along North Central and South Central Avenues, Dogwood Drive below North Avenue, and in College Square for those of different ages, incomes and lifestyles.



High density housing is envisioned for College Square, but its density should be balanced with at least one small park

- Redevelop College Square into an urban-scale neighborhood.

Redevelopment could include:

- *Mixed-use buildings facing South Central Avenue.*
- *A mix of townhomes, multifamily and live-work at core.*
- *Preserved single-family historic homes on South Fulton Avenue.*
- *A new neighborhood park.*
- *Mixed-use buildings facing Perry Hudson Parkway at South Atlanta Avenue.*

Land Use Projects

- Amend zoning north of North Central Avenue. (O-3)
Current zoning north of North Central Avenue does not support the desired land use patterns and must be changed
See Section 4: Action Plan for details.
- Amend Architectural Design Standards. (O-2)
See Section 4: Action Plan for details.



The Study Area must support a variety of transportation options, including bicycling



Proposed new route of US 19/41 out of Hapeville

3.6 TRANSPORTATION RECOMMENDATIONS

These recommendations are organized into Traffic Systems, Pedestrian Facilities, Transit Facilities, and Bicycle Facilities.

Recommendations strive to achieve a balanced transportation system that reduces automobile use in favor of walking, bicycling and transit.

Traffic System Recommendations

Traffic recommendations are aimed at reducing vehicular and pedestrian conflict, improving safety, and reducing the negative impacts of traffic on adjacent desired land uses.

Traffic System Policies

- Encourage high density housing within walking distance of retail to reduce the need to drive.
- Require access management with new development, which may include right-in/right-out islands and shared driveways.
- Utilize sidewalks, pedestrian facilities, and other transportation improvement projects to remove unnecessary driveways.
- Restrict curb cuts on North Central Avenue, South Central Avenue, Dogwood Drive, Virginia Avenue and Atlanta Avenue when access can be provided from a side street.
- Work with Norfolk Southern and Ford to explore directing rail queuing east towards Mountain Industrial Boulevard.

Traffic System Projects

- Remove US 19/41 from Hapeville's surface streets by designating Cleveland Avenue and I-75 as US 19/41. (T-43)
- Install mast arm traffic signal poles on North Central Avenue and Dogwood Drive. (T-2, T-3)

These improvements are part of pedestrian facility projects. See Pedestrian Facility Recommendations for details.

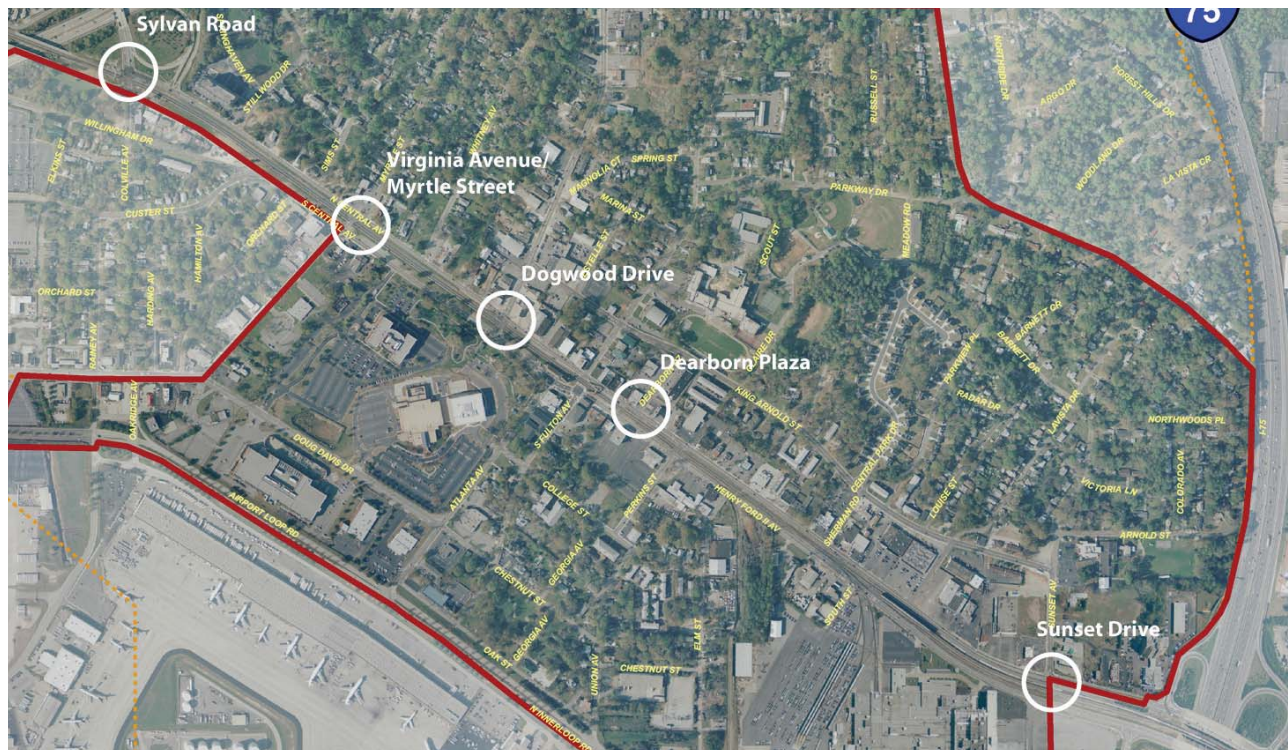
- Install at-grade rail crossing improvements including bells, lights and gates and pedestrian crossing upgrades. (T-37)
- Improve access to the Ford plant including new truck access on Perry Hudson Parkway and a new rail spur. (T-38)
- Install signage to notify drivers along North Central and South Central Avenues that they can use existing interstate exits to cross the railroad tracks when trains are blocking them. (T-42)

Railroad Underpass/Overpass

To avoid the transportation system jams that result from Norfolk Southern operations, particularly when they service the Ford Plant and have to block South Central Avenue as well as all the crossings, the consultant team explored options to route traffic over or under the railroad tracks. The last transportation study for Hapeville in 2004 recommended an underpass. The consultant team looked at both underpass and overpass options and identified significant negative ramifications to both. Both options were assumed to be two lanes with sidewalks with retaining walls for the underpass. Five main locations were considered for the project: Sylvan Road, Sunset Drive, Virginia/Myrtle, Dogwood Drive and Dearborn Plaza.

A preliminary viability analysis discarded four of the alternatives without the need of further study. The Sylvan Road location presented grading conflicts with I-85; The Sunset Drive location did not resolve the train traffic issue; The Virginia/Myrtle location presented significant impacts due to flat topography and neighborhood conflicts; The Dogwood Drive location presented grading conflicts with Wachovia property and other businesses due to flat topography; Finally, the Dearborn Plaza topography seemed to help the implementation of an underpass. However, after a preliminary impact analysis, the Dearborn Plaza overpass demonstrated to be unviable. The difficulties involved in the construction of an underpass at this location are as follows:

- The project will require three bridges: one for the tracks, one for North Central Avenue and one for South Central Avenue.



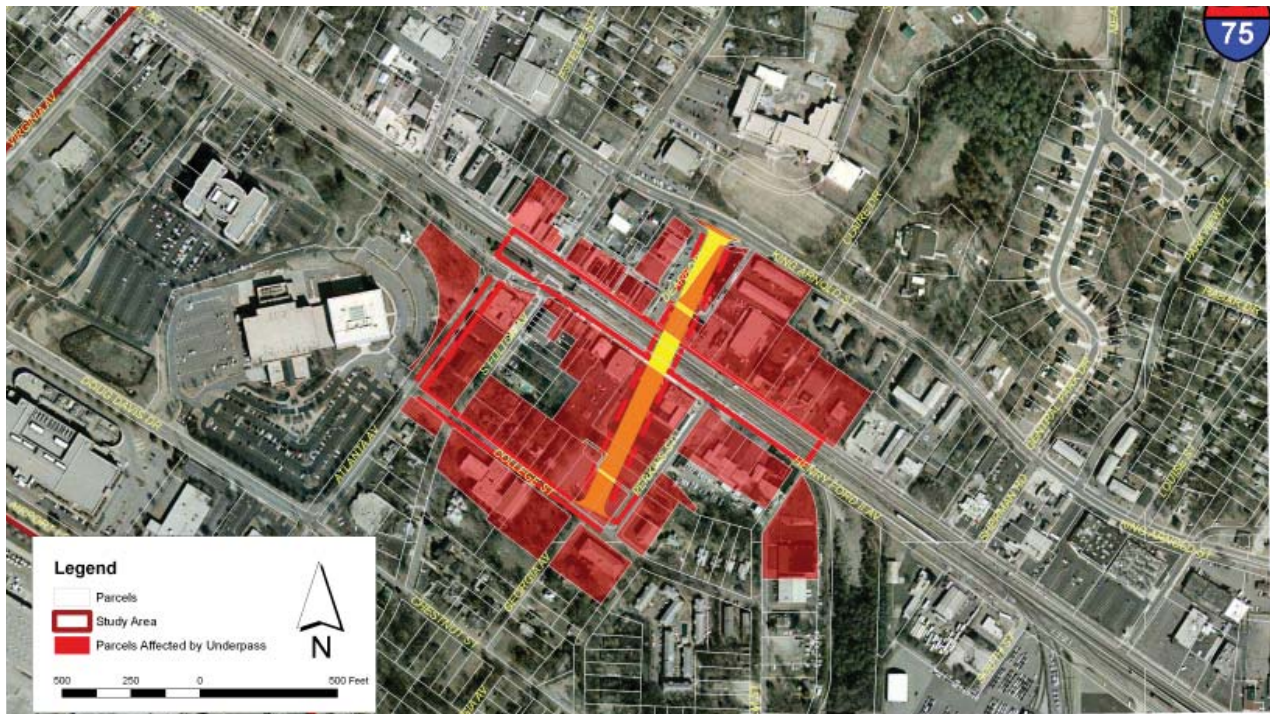
Five locations were considered for an underpass/overpass across the railroad tracks

Railroad Underpass/Overpass (continued)

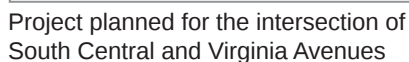
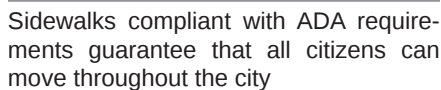
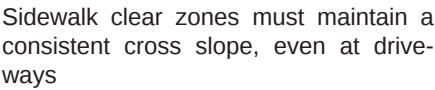
The tunnel and access ramps will be a minimum of 800 feet long, almost two city blocks to accommodate normal traffic (see graphic below).

- *The site is very restricted in the middle of a downtown district and NS rail traffic must continue during construction. Therefore, a new temporary track will have to be constructed on either North or South Central, completely closing these streets and all business operations for the duration of the construction.*
- *Right-of-way acquisition will take many properties because the excavation zone will have to be wider than the actual underpass to stabilize the backfill adequately.*
- *Drainage may be a problem due to the topography.*
- *There are many unknown constructability issues dealing with relocation of utilities that are not visible from the surface.*
- *The price could easily top \$10 million*

An overpass will cost significantly less but will be longer in order to make the required 23 foot clearance of the tracks. The ramps will therefore land in the residential districts of Hapeville away from the business district and significantly affect the aesthetic quality of the entire town. Furthermore, traffic volumes are so low that it will be difficult to prove the project's importance and secure GDOT funding support. The team considers both options fatally flawed.



The red area represents the area that would be directly impacted by an underpass on the Dearborn Plaza location.



The pedestrian system should be improved throughout the Study Area. The following recommendations are intended to encourage walking along the major roads and within neighborhoods.

- Provide a protected pedestrian walk phase or leading phase at signalized intersections when new signals are installed.
- Ensure that all sidewalks and ramps are compliant with the requirements of the Americans with Disabilities Act (ADA).

- Utilize pedestrian countdown signals at all signalized crossings.

- Along South Central Avenue, North Central Avenue, Perry Hudson Boulevard, Dogwood Drive, Sylvan Road, Virginia Avenue, International Boulevard, and Atlanta Avenue this should include a 5 foot landscaped area (excluding curb) and a 10 foot clear area.*

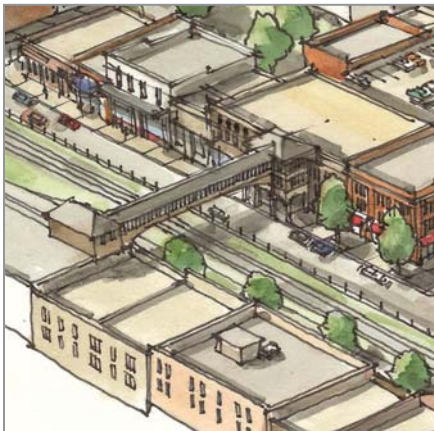
- Utilize two sidewalk ramps at intersection corners.

Ramps should direct pedestrians to crosswalks. This can only be achieved by providing two ramps per corner. When





Existing pedestrian bridge over the railroad



Recommended pedestrian bridge over the railroad are integrated into buildings



Example of highly visible Duratherm crosswalks (photo courtesy StreetPrint Decorative Asphalt Solutions)

only one ramp is provided pedestrians are pointed towards the middle of the intersection.

Pedestrian Projects

- Perform pedestrian facility upgrades at Virginia Avenue and South Central Avenue. (T-9)
- Amend zoning north of North Central Avenue. (O-3)

Current zoning north of North Central Avenue does not require sidewalks beyond the public right-of-way. New zoning should be created to require sidewalks to be augmented on private property when redevelopment occurs.

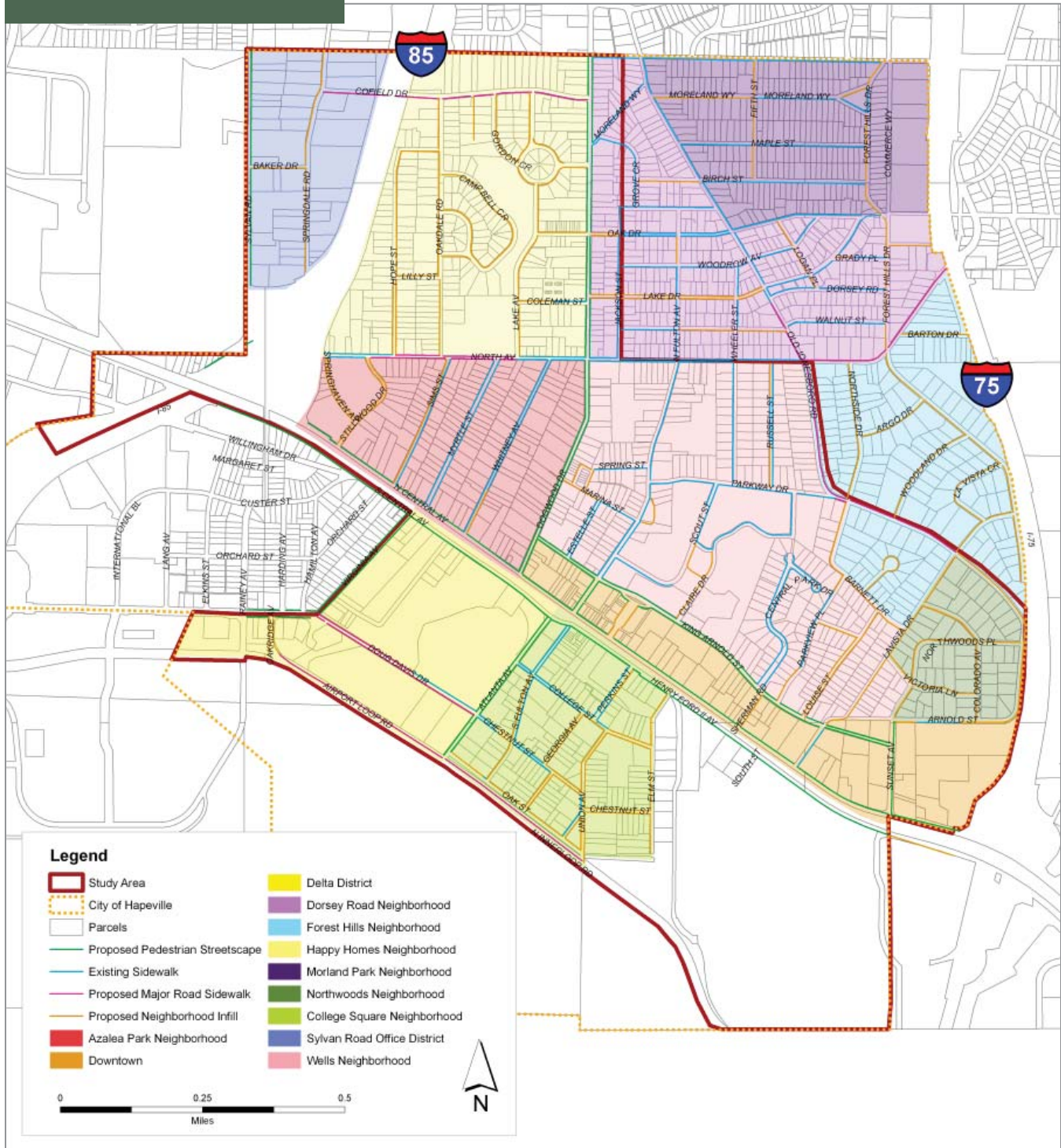
See Section 4: Action Plan for details.

- Remove existing pedestrian bridge over the railroad. (T-40)
- Develop two new pedestrian bridges over the railroad that are integrated into new buildings. (T-41)

Pedestrian bridges integrated into mixed-use buildings create a more interesting and safe environment for pedestrians. Retail can be located on the first and second floors linked to the stairs that lead to the bridge. The retail will anchor the pedestrian activity on both sides of the railroad and provide surveillance to pedestrians.

- Install Dermatherm system crosswalks. (T-35)
Dermatherm or similar high-visibility crosswalks should be provided at the following locations:
 - Myrtle Street and North Central Avenue
 - Dogwood Drive and North Central Avenue
 - North Fulton Avenue and North Central Avenue
 - Dearborn Plaza and North Central Avenue
 - Sherman Road and North Central Avenue
 - La Vista Road and North Central Avenue
 - Sunset Avenue and North Central Avenue
 - Sunset Avenue and King Arnold Street
 - La Vista Road and King Arnold Street
 - Parkview Place and King Arnold Street
 - Dogwood Drive and King Arnold Street
 - Dogwood Drive and North Avenue
- Install Thermoplastic piano bar crosswalks. (T-36)
Such should be provided along the following major roads, except where indicated above:
 - Dogwood Drive

Neighborhood Sidewalk Projects





Example of Thermoplastic piano bar crosswalks



New pedestrian streetscape is recommended for Dogwood Drive. It should include highly-visible crosswalks

- King Arnold Street
 - North Central Avenue
 - South Central Avenue
 - Atlanta Avenue
- Implement pedestrian facility upgrades in existing right-of-way on South Central Avenue. (T-1)

A streetscape project should be undertaken on South Central Avenue, which includes street trees in a minimum 3 feet wide unpaved street furniture and tree planting zone adjacent to the curb, pedestrian lighting, fill in missing plane concrete sidewalks, crosswalk upgrades, buried utilities, and signal mast arms. The total length of this streetscape is 7,324 linear feet.

- Implement pedestrian facility upgrades in existing right-of-way on North Central Avenue. (T-2)

A streetscape project should be undertaken on North Central Avenue, which includes street trees in a minimum 3 feet wide unpaved street furniture and tree planting zone adjacent to the curb, pedestrian lighting, fill in missing plane concrete sidewalks, crosswalk upgrades, buried utilities, and signal mast arms. The total length of this streetscape is 5,173 linear feet.

- Implement pedestrian facility upgrades in existing right-of-way on Dogwood Drive. (T-3)

This streetscape project includes street trees in a minimum 4 feet wide unpaved street furniture and tree planting zone adjacent to the curb, pedestrian lighting, fill in missing plane concrete sidewalks in a minimum 6 feet wide, crosswalk upgrades, and signal mast arms. The total length of this streetscape is 9,450 linear feet.

- Implement pedestrian facility upgrades in existing right-of-way on Sylvan Road. (T-4)

This streetscape project comprises street trees in a minimum 4 feet wide unpaved street furniture and tree planting zone adjacent to the curb, pedestrian lighting, fill in missing plane concrete sidewalks in a minimum 6 feet wide, crosswalk upgrades, and signal mast arms. The total length of this streetscape is 2,148 linear feet.

- Implement pedestrian facility upgrades in existing right-of-way on North Fulton Avenue. (T-5)

This streetscape project comprises street trees in a minimum 4 feet wide unpaved street furniture and tree planting zone adjacent to the curb, pedestrian lighting, fill in missing plane



Pedestrians are forced to walk on the street in neighborhoods where there is no sidewalks on either side of the street



New sidewalks on North Avenue between Springhaven Avenue and Hope Street

concrete sidewalks in a minimum 6 feet wide, crosswalk upgrades, and signal mast arms. The total length of this streetscape is 780 linear feet.

- Implement pedestrian facility upgrade in existing right-of-way on Virginia Avenue. (T-6)

Within this area a streetscape project should be undertaken which includes street trees in a minimum 4 feet wide unpaved street furniture and tree planting zone adjacent to the curb, pedestrian lighting, fill in missing plane concrete sidewalks in a minimum 6 feet wide, crosswalk upgrades, and signal mast arms. The total length of this streetscape is 4,019 linear feet.

- Implement pedestrian facility upgrades in existing right-of-way on King Arnold Street/ Sunset Street. (T-7)

This streetscape project comprises street trees in a minimum 4 feet wide unpaved street furniture and tree planting zone adjacent to the curb, pedestrian lighting, fill in missing plane concrete sidewalks in a minimum 6 feet wide, crosswalk upgrades, and signal mast arms. The total length of this streetscape is 7,971 linear feet.

- Implement pedestrian facility upgrades in existing right-of-way on Atlanta Avenue. (T-8)

This streetscape project comprises street trees in a minimum 4 feet wide unpaved street furniture and tree planting zone adjacent to the curb, pedestrian lighting, fill in missing plane concrete sidewalks in a minimum 6 feet wide, crosswalk upgrades, and signal mast arms. The total length of this streetscape is 2,989 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way on Old Jonesboro Road west from Dorsey Road to North Avenue and east from North Avenue to Lavista Drive. (T-11)

Sidewalks on Old Jonesboro Road shall be a minimum of five feet wide. The total length of the infill sidewalks is 3,142 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way on Cofield Drive. (T-12)

Sidewalks on Cofield Drive shall be a minimum of 5 feet wide. The total length of the infill sidewalks is 2,280 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way on Doug Davis Drive. (T-13)

Sidewalks on Doug Davis Drive shall be a minimum of 5 feet wide. The total length of the infill sidewalks is 3,383 linear

feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way on Perry Hudson Parkway. (T-14)

Sidewalks on Perry Hudson Parkway shall be a minimum of 5 feet wide. The total length of the infill sidewalks is 3,735 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way on North Avenue. (T-15)

Sidewalks on North Avenue shall be a minimum of 5 feet wide. The total length of the infill sidewalks is 3,965 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in Sylvan Road Office District. (T-16)

Roads contemplated in this area are: Baker Drive and Springdale Road. The total length of the infill sidewalks is 3,140 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the Azalea Park neighborhood. (T-17)

Roads contemplated in this area are: North Withney Avenue, Sims Street, Springhaven Avenue and Stillwood Drive. The total length of the infill sidewalks is 5,018 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the Happy Homes neighborhood. (T-18)

Roads contemplated in this area are: Campbell Circle, Coleman Street, Gordon Circle, Hoe Street, Lake Avenue Lilly Street, North Gordon Circle, Oak Drive, Oakdale Road, Rose Trail and South Gordon Circle. The total length of the infill sidewalks is 15,030 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the Morland Park neighborhood. (T-19)

Roads contemplated in this area are: Fifth Street, Forest Hills Drive and Moreland Way. The total length of the infill sidewalks is 3,369 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the Dorsey Road neighborhood. (T-20)

Roads contemplated in this area are: Birch Street, Dorsey Road, Forest Hills Drive, Grady Place, Lake Drive, Logan Place, North Fulton Avenue, Oak Drive and Walnut Street. The total length of the infill sidewalks is 7,643 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the Forest Hills neighborhood. (T-21)

Roads contemplated in this area are: Argo Drive, Barnett

Circle, Barton Drive, Forest Hills Drive, La Vista Circle, La Vista Drive, Northside Drive and Woodland Drive. The total length of the infill sidewalks is 8,392 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the Northwoods neighborhood. (T-22)

Roads contemplated in this area are: Arnold Street, Colorado Avenue, La Vista Drive, Northwoods Place and Victoria Lane. The total length of the infill sidewalks is 5,527 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the Wells neighborhood. (T-23)

Roads contemplated in this area are: Barnett Drive, Claire Drive, La Vista Drive, Louise Street, Magnolia Court, Marina Street, North Fulton Avenue, Northside Drive, Parkview Place, radar Road, Russell Street, Scout Street and Spring Street. The total length of the infill sidewalks is 8,430 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in Downtown. (T-24)

Roads contemplated in this area are: Arnold Street, Dearborn Plaza and Sherman Road. The total length of the infill sidewalks is 1,302 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the College Square neighborhood. (T-25)

Roads contemplated in this area are: Chesnut Street, College Street, Elm Street, Forrest Avenue, Georgia Avenue, Oak Street, Perkins Street, South Fulton Avenue and Union Avenue. The total length of the infill sidewalks is 3,735 linear feet.

- Fill in missing sidewalks and install new sidewalks in existing right-of-way in the Delta District. (T-26)

Roads contemplated in this area are: Oakridge Avenue. The total length of the infill sidewalks is 698 linear feet.

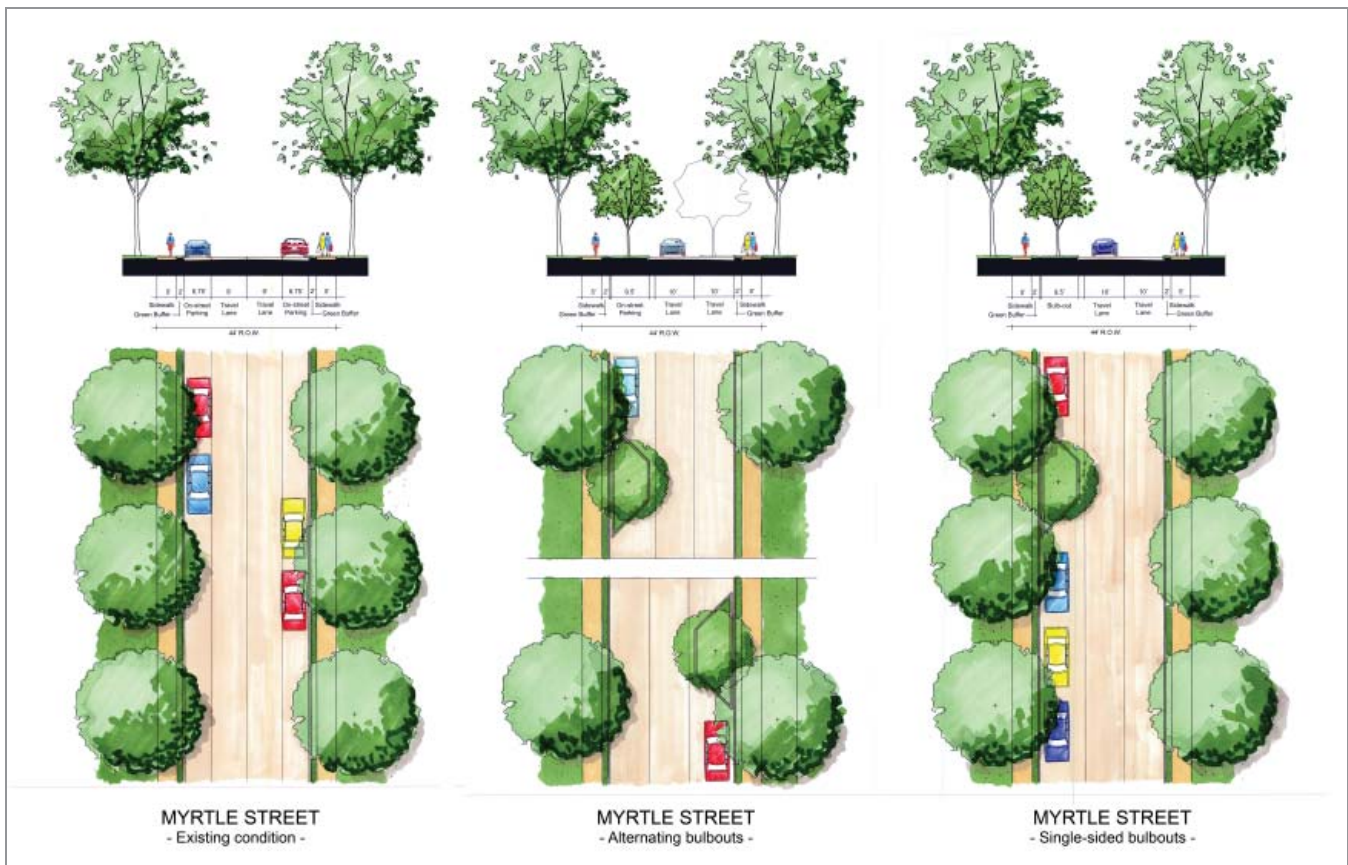


The wide right-of-way on Myrtle Street allows bulbouts to be placed in order to reduce traffic speed, increase street trees and protect on-street parking

- Recapture underutilized pavement to transform Myrtle Street into a “green street.” (T-10)

Myrtle street should be turned into a “green” street via the installation of bulbouts. These should be installed within the existing curb-to-curb width, and could be provided on both sides (below center) or on one side (below left). Regardless, bulbouts should be planted with trees and set at least 12 inches from the curb, to allow for water flow during rain events.

This project will not only improve pedestrian safety, but it will also calm traffic , protect parked cars, and create a strong visual connection between North Central Avenue and the North Avenue school.



Myrtle Street as a “green street” with bulbouts, protected parking and trees.

Minimal Bus Improvements Increase Ridership in Arlington County, Virginia

New Urban News
January/February 2004
page 24

Last fall, ridership on a Metrobus route in Arlington County, Virginia, suddenly jumped 30 percent. The reason? At 22 bus stops on the route, the county installed displays of the bus schedule and a laminated drawing of the bus route overlaid on a local street map.

"We had people stopping to read the schedules while we were putting them up," James R. Hamre, the county's transit program coordinator, told the *Washington Post*.

Basic bus information like this can attract potential riders. The display boxes cost the county \$76 each.

Transit Recommendations

Recommendations are aimed at improving current transit service in a conservative and cost effective manner, while laying the foundation for future, more extensive transit upgrades. Transit service in Hapeville is actually quite good in comparison to the Atlanta Region. This is in part due to Hapeville's location adjacent to one of MARTA's main garage facilities at Hamilton Avenue near I-75. All transit service is local bus service but residents who attended the workshop stated there was no need for high capacity transit in the Study Area. There are however opportunities to tie South Hapeville to the HATMA shuttle plans.

Transit Policies

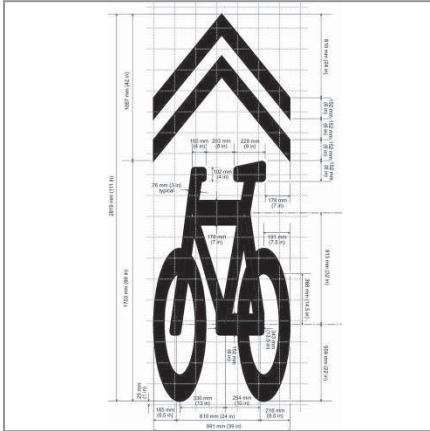
- Require new bus shelters to be located in the landscape zone of the sidewalk and not in the path of pedestrian travel.
- Continue to study how to tie Hapeville into the GRTA express system via East Point or College Park Stations.

The buses that currently come up I-75 from Clayton are fairly full by the time they reach Hapeville and extra stops for them would probably negatively impact ridership. However, future service could be provided.

- Work with HATMA to establish shuttle service connecting Downtown Hapeville with major employment facilities.
- Work with MARTA to ensure that planned systemwide bus stop upgrades, including posted schedules and maps, are provided in Hapeville.
- Participate in the ARC's Atlanta Region Freight Mobility Study.



In Germany posted bus schedules and maps provide a user-friendly system



"Share Lane" roadway markings alert drivers for cyclists on the roads



Bicycle racks should be required with new development



Bicycle lanes are recommended for Dogwood Drive

Bicycle Recommendations

Dedicated bicycle options for Hapeville are limited by narrow rights-of-way, but this plan does support bicycling. Existing slow speeds mean that biking is not compromised without dedicated lanes and there is the possibility to implement a marking system on local streets that would alert drivers, without dedicated lanes. Meanwhile, limited dedicated facilities can be provided.

Bicycle Facility Policies

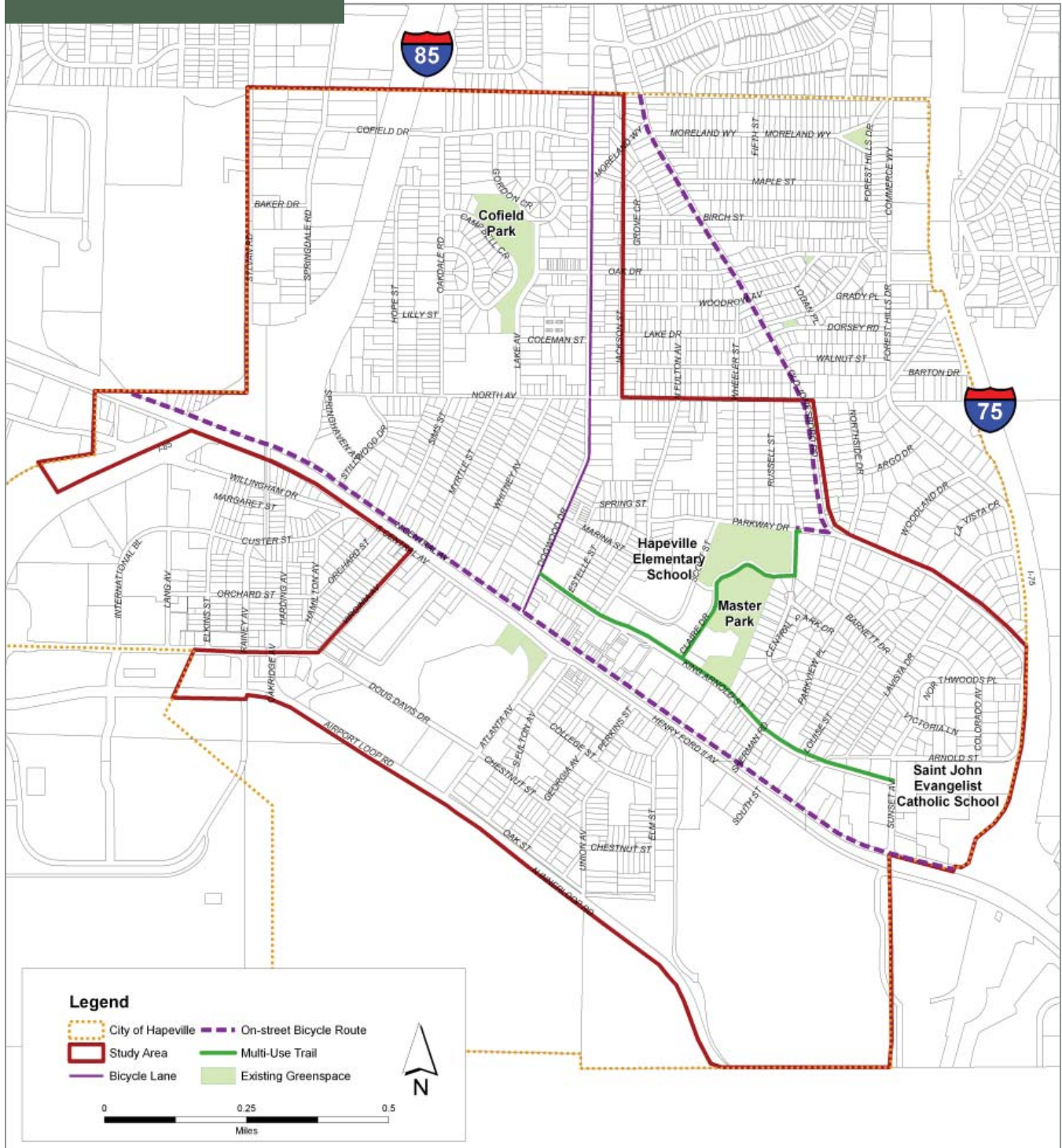
- Encourage employers to provide for showers and lockers in any future office buildings
- Encourage Atlanta Bicycle Campaign to offer effective cycling classes at area employers.
- Utilize ARC's "Safe Routes to Schools Program" to promote effective cycling training for school children
- Adopt the "Shared Lane" roadway markings.

This marking is currently being considered in Atlanta and Marietta. Its adoption could put Hapeville on the cutting edge of bicycle-friendly communities.

Bicycle Facility Projects

- Install the "Shared Lane" roadway markings. (T-30)
These should be installed on the following proposed bicycle routes:
 - Sylvan Road
 - Old Jonesboro Road
 - North Central Avenue
 - South Central Avenue
- Develop a multi-use trail on the north side of King Arnold Street and through Master's Park. (T-27, T-28)
This facility would provide both bicycle options and safe walking route to school for area children.
- Install bike lanes on Dogwood Drive. (T-29)
Five foot bike lanes can be accommodated on both sides of Dogwood Drive within the existing pavement, but can only be implemented if US 19/41 is removed from Dogwood Drive.
- Amend zoning north of North Central Avenue. (O-3)
Current zoning north of North Central Avenue does not require bicycle parking.
See Section 4: Action Plan for details.

Proposed Bicycle Network





Utilities should be buried as part of re-development that occurs prior to the streetscape project

3.7 PUBLIC FACILITIES RECOMMENDATIONS

The overall goals for the Study Area include ensuring adequate infrastructure to support future development, creating a safe and walkable environment with green space integrated into the urban structure.

Public Facilities Policies

- Require new development to bury utilities, unless economically prohibitive.

The proposed streetscape on North Central and South Central Avenues include buried utilities. Private sector development prior to the streetscape project should reflect this. If utilities cannot be buried due to cost, all developments must include three buried conduits under the sidewalk for future corridor-wide buried utilities and front-loaded electrical meters and building access. This will allow underground utilities to be installed without removing the entire privately-funded streetscape.

Public Facilities Projects

- Add new drainage culverts and piping along North Central from Dearborn Plaza east to I-75. (T-34)
- Provide a 250 space parking garage in downtown Hapeville. (T-39)
- Bury utilities on Dogwood Drive, North Central and South Central Avenues. (T-31, T-32, T-33)

Note:

For complete marketing recommendations please see the Appendix for the report prepared by Marketek.

3.8 MARKETING RECOMMENDATIONS

New development will play a central role in building a vibrant and economically secure Study Area. New housing will, act as an anchor that will attract businesses, services and activities, enlivening the overall district. Likewise, establishing the Study Area as a commercial center for local and area residents as well as other key target groups is a central component of promoting a vibrant environment.

Marketing Policies

- Increase high quality, currently occupied residential uses to generate increased retail demand.
- Target quality owner-occupied housing:
 - *Live-work units*
 - *Single-family homes*
 - *Loft condominiums*
 - *Townhomes*
- Target specific business to locate in Hapeville:
 - *Grocery/ market*
 - *Farmers market*
 - *One-of-a-kind restaurants*
 - *Apparel*
 - *Neighborhood-oriented commercial uses*



Loft condominiums represent target quality housing in Hapeville



A grocery store could be developed on Dogwood Drive near King Arnold Street



Live-work units are encouraged.



623 is an example of the one-of-a-kind restaurant desired by Hapeville's residents

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Public actions will be necessary for the quality of private investment envisioned by the community to become a reality

4.1 ACTION PROGRAM

The Action Program outlines the next steps after adoption of this plan by the City of Hapeville. It includes a list of projects, time lines and responsible parties and is intended to serve as a blueprint for achieving the community's vision for its future.

Stakeholders identified several efforts to assure implementation. These included continued diligence on the part of area residents, business, and the City to monitor development in the Study Area and ensure compliance with the vision of this plan. Part of this should be revisions to the plan, as needed. Stakeholders must also work with the City to implement land use and zoning changes that support the vision.

Recommendations are provided in an aggressive 5 year time line, although some can clearly extend beyond this time period as funding becomes available. Projects in the near future represent those addressing areas with the most critical need for public improvement or those where public investment can spur private investment. Longer-term projects are less urgent, but equally key the long-term success of this study.

Funding

As an LCI Study, the ARC has committed to making funding available for implementation of plan elements related to transportation. Their expressed desire is for public infrastructure improvements to spur private investment within existing activity centers. Transportation projects may also be funded through a variety of other sources administered through the ARC. The City of Hapeville should work with ARC staff to ensure that projects that require transportation funds are included in future Regional Transportation Plans (RTPs). Revisions to such are made every 5 years. Most transportation funds administered via the ARC or using federal dollars will require a 20% local match.

Sources for the required local match or other funds could include:

- **Community Improvement District (CID):** A CID is a self-imposed, self-taxing district run by a non-profit organization. A CID is charged with raising funds from commercial properties for public improvements. The City of Hapeville should investigate creating a CID for the Downtown area.
- **Tax Allocation District (TAD):** A TAD is a special district



Streetscape improvements are key to improving the pedestrian environment

created by a city and approved by the city and county in which bonds are issued to support public improvements associated with new development. Said bonds are retired with taxes generated by new developments.

A TAD was recently considered by the City but not implemented. Given escalation of land costs, the need for significant redevelopment land assembly, and the desire for public improvements identified in this study, it is strongly recommended that the City reconsider utilizing a TAD to encourage redevelopment in the area north of North Central Avenue where redevelopment is recommended by this plan.

- **Private Donations:** Local matches could be obtained by soliciting area property owners, businesses, and residents.

Private funds may also be used to fund specific “special interest” projects. For example, the PATH Foundation funds multi-use greenway trails, while the Trust for Public Lands and the Blank Foundation sometimes fund urban park projects.

- **Surface Transportation Program (STP) funds:** The STP provides flexible funding that may be used by localities for projects on any Federal-aid highway, including bridge projects on any public road, transit capital projects, and intracity and intercity bus terminals and facilities.
- **Transportation Enhancement (TE) funds:** These funds from the federal government can be used to expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment. Streetscape, pedestrian and bicycle facilities, and gateways are some of the projects that can qualify for TE funds.

Without detailed analysis that is beyond the scope of this study, the ideal local match mechanism cannot be determined. However, the City should carefully explore all available options.

On-Going Steps

The realization of the vision contained herein will require a long-term commitment from the government, residents, business, and property owners of Hapeville. The plan’s aggressive vision cannot be achieved overnight, and must be regularly reviewed to remain relevant to Hapeville. Any plan that does not do this risks obsolescence.

As the City moves forward with implementing the vision of this study, it is critical that the following are kept in mind:

- **The Plan's Lasting Vision:** Of all of the components of this study, the vision should represent its most lasting legacy. The ideas contained in Section 2: Visioning represent the results of an extensive and inclusive public involvement process. It is highly unlikely that the general vision and goals resulting from such process will change significantly, although the steps to achieving them may.
- **The Need for Flexibility:** While the vision is unlikely to change, it is critical that the Hapeville community recognize that the ways in which the vision is achieved can and will change. The future addition or subtracting of policies or projects should not be viewed as a compromise of the study, but rather its natural evolution in response to new conditions. Many of the assumptions used to guide this process, including the regional and national economy; land costs; transportation costs; transportation funding programs; and development trends are never fixed. The City of Hapeville must be prepared to respond to changes of these and other factors in order to ensure a fresh, relevant plan.
- **An Annual Review:** The ARC requires updates to the Five Year Action Plan when the schedule contained within it is passed. Yet five years is often far too long for a community to wait before reviewing a plan. Starting in January of 2007, the City of Hapeville is strongly encouraged to hold a public work session of the Mayor and Council every January to review the plan's status. This should include a review of projects completed, projects under-way, and projects that may need to be added. Any recommended changes to the plan should be recorded and incorporated in an ordinance amending the official study or held for the required five-year update.
- **A Redevelopment Guide:** One of the greatest long-term values of this document, in addition to its role in procuring transportation funding, is that it lays out a detailed land use vision. To this end, as development proposals are submitted to the City, said proposals should be reviewed for compatibility with the plan. The plan contains specific recommendations for specific sites, and the City should use the development review process to work with the private sector to achieve this vision.

By being mindful of these four ideas, the Hapeville Main Street Town Center LCI can guide positive change in Hapeville for years to come.



To ensure best use of public funds, brushed concrete sidewalks are recommended, rather than brick or stone ones

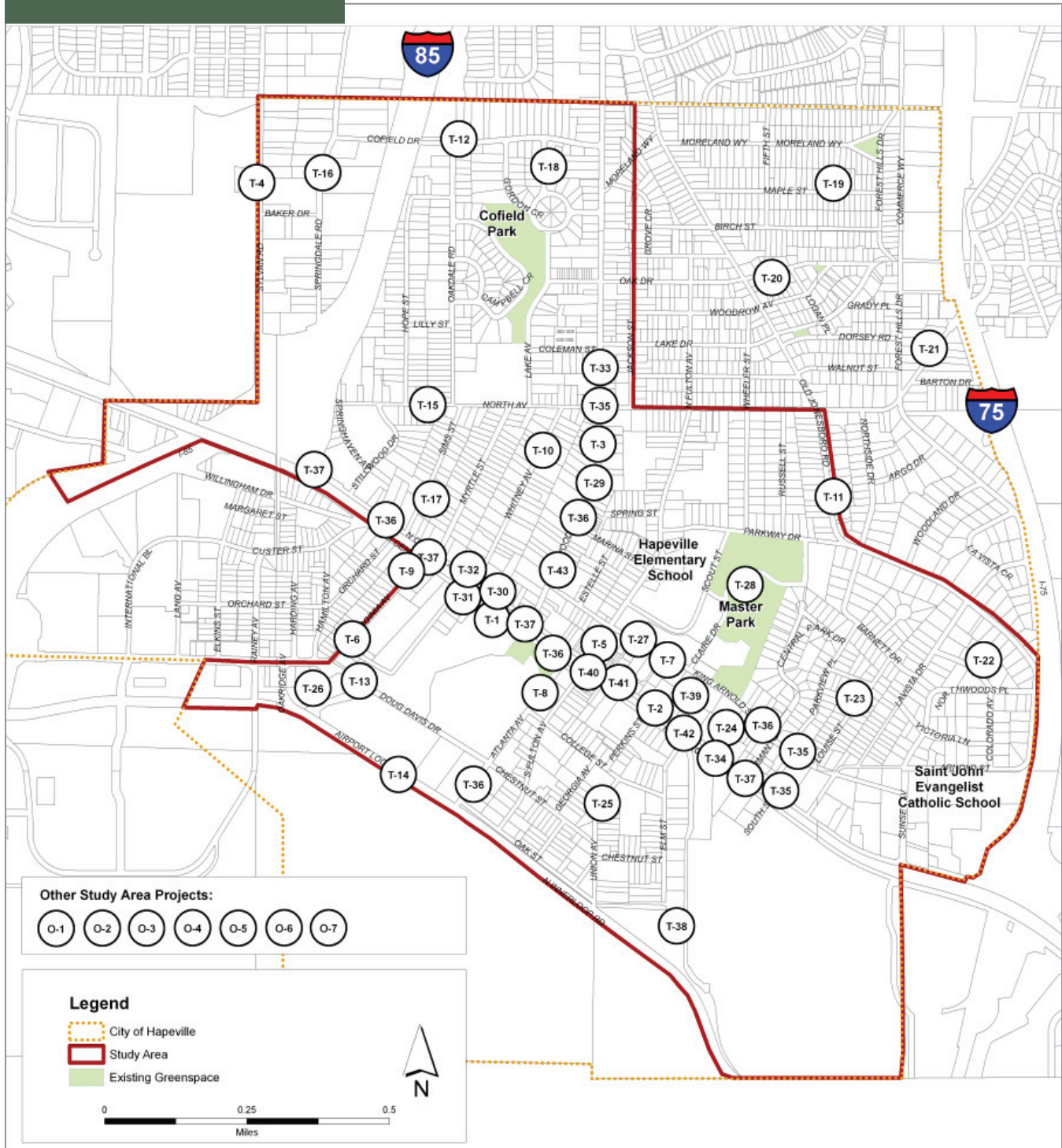
Cost Assumptions

As with any macro-level planning process, it is impossible to perfectly assign costs to future projects. However, it is possible to estimate based on standard cost assumptions. The following assumptions are used in the Action Program Matrices found on the following pages; all costs include demolition and installation:

- Street trees = \$600 each
- Pedestrian lights = \$6,500 each
- Concrete sidewalks = \$6/sf
- Bulbouts = \$4,000 each
- Street furniture and tree planting zone = \$1.50/sf
- Duratherm crosswalks = \$4,500/leg
- Thermoplastic crosswalks = \$1,500/leg
- Bike lanes = \$5/linear foot
- Mast arms signals = \$125,000 each
- Buried utilities = \$275/linear foot
- 10 feet wide concrete multi-use trail = \$150/linear foot

All costs are in 2005 dollars.

Proposed Projects



FIVE YEAR IMPLEMENTATION PLAN

Hapeville Main Street Town Center LCI Study Area: Transportation Projects

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
Major Pedestrian Facilities													
T-1	Pedestrian Facilities - South Central Avenue	Pedestrian/Roadway Operations	2008	\$188,928	N/A	\$0	2010	\$1,259,518	\$1,448,445.70	City	LCI, TE	City	\$440,831
T-2	Pedestrian Facilities - North Central Avenue	Pedestrian/Roadway Operations	2008	\$396,371	N/A	\$0	2010	\$2,642,472	\$3,038,842.23	City	LCI, TE	City	\$924,865
T-3	Pedestrian Facilities - Dogwood Drive	Pedestrian/Roadway Operations	2008	\$313,407	N/A	\$0	2010	\$2,089,380	\$2,402,787.00	City	LCI, TE	City	\$731,283
T-4	Pedestrian Facilities - Sylvan Road	Pedestrian/Roadway Operations	2010	\$60,647	N/A	\$0	2012	\$404,312	\$464,958.80	City	LCI, TE	City	\$141,509
T-5	Pedestrian Facilities - North Fulton Avenue	Pedestrian/Roadway Operations	2008	\$17,316	N/A	\$0	2010	\$115,440	\$132,756.00	City	LCI, TE	City	\$40,404
T-6	Pedestrian Facilities - Virginia Avenue	Pedestrian/Roadway Operations	2009	\$94,628	N/A	\$0	2011	\$630,854	\$725,482.10	City	LCI, TE	City	\$220,799
T-7	Pedestrian Facilities - King Arnold Street/ Sunset Avenue	Pedestrian/Roadway Operations	2009	\$95,071	N/A	\$0	2011	\$633,807	\$728,877.48	City	LCI, TE	City	\$221,832
T-8	Pedestrian Facilities - Atlanta Avenue	Pedestrian/Roadway Operations	2008	\$72,307	N/A	\$0	2010	\$482,044	\$554,350.60	City	LCI, TE	City	\$168,715
T-9	Pedestrian Facilities - Intersection of Virginia Avenue and South Central Avenue	Pedestrian/Roadway Operations	2005	\$32,250	N/A	\$0	2006	\$215,000	\$247,250.00	City	Private, City	City	\$75,250
T-10	Pedestrian Facilities - Myrtle Street	Pedestrian/Roadway Operations	2007	\$4,320	N/A	N/A	2009	\$28,800	\$33,120.00	City	LCI, TE	City	\$10,080
Sidewalk Infill - Major Roads													
T-11	Sidewalk Infill - Old Jonesboro Road (west from Dorsey Rd. to North Ave. and east from North Ave. to Lavista Dr.)	Pedestrian/Roadway Operations	2009	\$23,565	N/A	N/A	2009	\$157,100	\$180,665.00	City	LCI, TE	City	\$54,985
T-12	Sidewalk Infill - Coffield Drive (South)	Pedestrian/Roadway Operations	2009	\$17,100	N/A	N/A	2009	\$114,000	\$131,100.00	City	LCI, TE	City	\$38,900
T-13	Sidewalk Infill - Doug Davis Drive (North and South))	Pedestrian/Roadway Operations	2009	\$25,373	N/A	N/A	2009	\$169,150	\$194,522.50	City	LCI, TE	City	\$59,203
T-14	Sidewalk Infill - Perry Hudson parkway (North - from Atlanta Ave. to Oakridge St.)	Pedestrian/Roadway Operations	2009	\$28,013	N/A	N/A	2009	\$186,750	\$214,762.50	City	LCI, TE	City	\$65,363
T-15	Sidewalk Infill - North Avenue	Pedestrian/Roadway Operations	2007	\$29,738	N/A	N/A	2009	\$198,250	\$227,987.50	City	TE	City	\$69,388
Sidewalk Infill - Neighborhoods													
T-16	Sidewalk Infill - Sylvan Road Office District	Pedestrian/Roadway Operations	2009	\$23,550	N/A	N/A	2011	\$157,000	\$180,550.00	City	TE	City	\$54,950
T-17	Sidewalk Infill - Azalea Park Neighborhood	Pedestrian/Roadway Operations	2009	\$22,581	N/A	N/A	2011	\$150,540	\$173,121.00	City	TE	City	\$52,689
T-18	Sidewalk Infill - Happy Homes Neighborhood	Pedestrian/Roadway Operations	2009	\$106,356	N/A	N/A	2011	\$709,040	\$815,396.00	City	TE	City	\$248,164
T-19	Sidewalk Infill - Morland Park Neighborhood	Pedestrian/Roadway Operations	2009	\$25,268	N/A	N/A	2011	\$168,450	\$193,717.50	City	TE	City	\$58,958
T-20	Sidewalk Infill - Dorsey Road Neighborhood	Pedestrian/Roadway Operations	2009	\$43,841	N/A	N/A	2011	\$292,270	\$336,110.50	City	TE	City	\$102,295
T-21	Sidewalk Infill - Forest Hills Neighborhood	Pedestrian/Roadway Operations	2009	\$62,940	N/A	N/A	2011	\$419,600	\$482,540.00	City	TE	City	\$146,860
T-22	Sidewalk Infill - Northwoods Neighborhood	Pedestrian/Roadway Operations	2009	\$41,453	N/A	N/A	2011	\$276,350	\$317,802.50	City	TE	City	\$96,723
T-23	Sidewalk Infill - Wells Neighborhood	Pedestrian/Roadway Operations	2009	\$59,310	N/A	N/A	2011	\$395,400	\$454,710.00	City	TE	City	\$138,390
T-24	Sidewalk Infill - Downtown	Pedestrian/Roadway Operations	2009	\$7,653	N/A	N/A	2011	\$51,020	\$58,673.00	City	TE	City	\$17,857

FIVE YEAR IMPLEMENTATION PLAN

Hapeville Main Street Town Center LCI Study Area: Transportation Projects

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source	Match Amount
T-25	Sidewalk Infill - College Square Neighborhood	Pedestrian/Roadway Operations	2009	\$69,216	N/A	N/A	2011	\$461,440	\$530,656.00	City	TE	City	\$161,504
T-26	Sidewalk Infill - Delta District	Pedestrian/Roadway Operations	2009	\$5,235	N/A	N/A	2011	\$34,900	\$40,135.00	City	TE	City	\$12,215
T-27	Multi-Use Trail - North side King Arnold Street	Pedestrian/Bicycle	2009	\$86,490	N/A	N/A	2011	\$576,600	\$663,090.00	City	LCI, TE, Private, SRTS	City	\$201,810
T-28	Multi-Use Trail - Master's Park	Pedestrian/Bicycle	2009	\$45,878	N/A	N/A	2011	\$305,850	\$351,727.50	City	LCI, TE, Private	City	\$107,048
T-29	Bicycle Lane - Dogwood Drive	Bicycle	2006	\$3,679	N/A	N/A	2007	\$24,525	\$28,203.75	City	General Funds	City	\$8,584
T-30	Adopt "Share Lane" road marking	Bicycle	N/A	\$0	N/A	N/A	2006	\$0	\$0.00	City	N/A	City	\$0
T-31	Utilities	Pedestrian/Roadway Operations	2007	\$402,820	N/A	N/A	2009	\$2,685,466	\$3,088,285.89	City	General Funds	City	\$939,913
T-32	Buried Utilities - North Central Avenue	Pedestrian/Roadway Operations	2007	\$387,585	N/A	N/A	2009	\$2,583,899	\$2,971,484.26	City	General Funds	City	\$904,365
T-33	Buried Utilities - Dogwood Drive	Pedestrian/Roadway Operations	2007	\$519,750	N/A	N/A	2009	\$3,464,999	\$3,984,749.00	City	General Funds	City	\$1,212,750
T-34	New drainage culverts and piping along North Central from Dearborn Plaza east to I-75	Infrastructure	2008	\$58,350	N/A	N/A	2010	\$389,000	\$447,350.00	City	Bonds, SAFTEA	City	\$136,150
T-35	Dematherm crosswalks at crossings along: North Central Avenue, King Arnold Street, Dogwood Avenue	Pedestrian	2008	\$31,725	N/A	N/A	2010	\$211,500	\$243,225	City	Bonds, LCI, SAFTEA	City	\$74,025
T-36	Thermoplastic piano bar crosswalks along major streets	Pedestrian	2008	\$9,900	N/A	N/A	2010	\$66,000	\$75,900	City	Bonds, LCI, SAFTEA	City	\$23,100
T-37	At-grade rail crossing improvements	Intersection/Pedestrian	2008	\$135,000	N/A	N/A	2010	\$900,000	\$1,035,000	Northfolk Southern, City	Northfolk Southern, City	Northfolk Southern, City	\$315,000
T-38	Access upgrades to the Ford facility	Pedestrian	2007	\$675,000	N/A	N/A	2009	\$4,500,000	\$5,175,000	Northfolk Southern, Ford	Bonds, SAFTEA	Northfolk Southern, Ford	\$1,575,000
T-39	250 space parking deck		2008	\$450,000	N/A	N/A	2010	\$3,000,000	\$3,450,000	City	Bonds, SAFTEA	City	\$1,050,000
T-40	Remove existing pedestrian bridge	Pedestrian	2008	\$5,250	N/A	N/A	2010	\$35,000	\$40,250	City	Bonds, SAFTEA	City	\$12,250
T-41	Two new pedestrian bridge over the rail-line that are integrated into new buildings	Pedestrian	2008	\$450,000	N/A	N/A	2010	\$3,000,000	\$3,450,000	Private	Private	City	\$0
T-42	Signalization that alerts drivers of the existence of the interstate exits to cross the railroad tracks when trains are blocking them	Roadway Operations	2008	\$0	N/A	N/A	2010	\$0	\$0	City	LCI	City	\$0
T-43	Reroute US 19/41- designate Cleveland Avenue and I-75	Roadway Operations	N/A	\$0	N/A	N/A	2006	\$0	\$0	City	GDOT/City	City	\$0
Totals				\$5,127,859		\$0		\$34,185,725	\$39,313,584				\$10,915,004

NOTES

TBD: To Be Determined

FIVE YEAR IMPLEMENTATION PLAN

Hapeville Main Street Town Center LCI Study Area: Other Local Initiatives

ID	Description	Year	Total Project Costs	Responsible Party	Funding Source
O-1	Dearborn Plaza Redevelopment	2008	\$40,000,000.00	Private	Private
O-2	Amend Architectural Design Standards	2006	Staff Time	City	City
O-3	Amend Zoning	2006	Staff Time	City	City
O-4	Gateway at I-75	2008	\$100,000	City	City
O-5	Gateway at I-85	2009	\$100,000	City	City
O-6	Gateway at Dogwood Drive	2010	\$100,000	City	City
O-7	Create a Park at College Square Area	2012	TBD	Private/City	Private/City
			\$40,300,000		

NOTES

TBD: To Be Determined

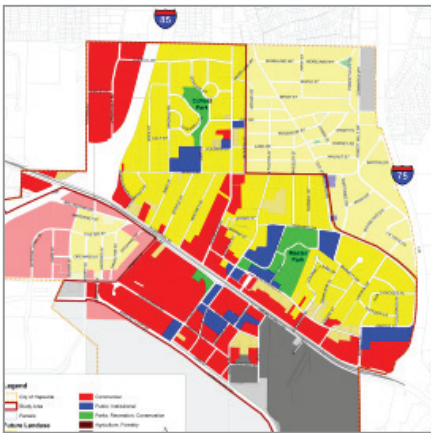
N/A: Not Applicable



In most cases, Hapeville's historic commercial blocks cannot be recreated under existing zoning



Front-loaded garages and paved front yards should not be built in Hapeville



The Future Land Use Plan map is generally consistent with this study

4.2 REGULATORY CHANGES

A key recommendation of this study is to promote a more pedestrian-oriented environment with commercial activity concentrated in mixed-use centers; residential neighborhoods rehabilitated and protected; and the areas between the two appropriately transition from higher to lower density.

The regulatory policy changes recommended in this study are intended to balance the community's wishes for the Study Area, market realities, and the current rights of land owners. They are intended to maintain properties values, while enacting controls to support greater pedestrian orientation and contextualism. Many of the urban design characteristics envisioned will increase development costs and challenge current market demands. As a result, the study recommends zoning changes that achieve the community's vision while providing an economic incentive to redevelop existing, profitable auto-oriented uses.

For example, the study supports establishing stricter design controls throughout, even though no such controls exist today. It is possible that the design standards recommended will actually enhance values. By increasing design requirements and prohibiting suburban-style development, proposed zoning changes raise the bar for new development, protect high quality development, and protect neighborhoods. For example, without them, there is little incentive for a developer to invest in a street-oriented retail building if the adjacent parcel can compete for the same tenants with a low-grade, lower rent box surrounded by parking.

Future Land Use Plan Classifications

The Future Land Use Plan of the City of Hapeville is generally consistent with the recommendations of this study and does not need to be amended to support the recommendations contained herein. The City may, however, want to consider establishing a "Mixed-Use" classification for areas where such is desired and shown on the Framework Plan.

Zoning Designations

In recent months, the City of Hapeville has taken great strides towards encouraging the type of pedestrian-oriented, urban infill development envisioned by this study. The proposed Urban Village District (UV) planned south of North Central Avenue represents a



A residential treatment should be required along most of Dogwood Drive



Commercial and mixed-use buildings should have roofs that appear horizontal from the street



Zoning changes are needed to support live/work development, as shown here

striking change from the City's conventional use-based zoning code, towards a more design-based approach. The UV District, and the design requirements contained therein, should be a model for zoning changes in the area north of North Central Avenue.

Specifically, zoning recommendations geared towards achieving the community's vision for the Study Area north of North Central Avenue include:

- Rezoning the area between Sylvan Road and I-85 to "Urban Village" with a maximum building height of 20 stories.
- Creating a new zoning district called "Village Residential" which would have all of the design requirements of "Urban Village" but not permit non-residential uses other than: a) live/work units, and b) first floor offices located entirely within 200 feet of Dogwood Drive or North Central Avenue. Said district should have a height limit of 3 stories.
- Rezoning the areas shown as "Small Lot Single-Family/Townhome" and "Multifamily" north of North Central Avenue on the Framework Plan to "Village Residential."
- Creating a design overlay for proposed "Village Residential" areas on North Central Avenue and Dogwood Drive which ensures a residential character via:
 - 15 to 20 foot front setback
 - Landscaped front yards
 - No frontal parking
 - Mandatory stoop or porch
 - A fence, hedge or kneewall at the back of the sidewalk
- Creating a new zoning district called "Village Mixed-Use" which would have all of the requirements of "Urban Village" but with a lower density of 20 to 30 units per acre and a height limit of four stories.
- Rezoning the areas shown as "Mixed-Use" north of North Central Avenue on the Framework Plan to "Village Mixed-Use."
- Considering a new zoning district allowing for small lot single-family home and townhome infill in existing neighborhoods, which could be applied to the area's shown as "Single-Family Residential" on the Framework Plan south of North Avenue, east of Dogwood Drive and west of Louise Street

Longer term, the City of Hapeville should consider amending their zoning code to reduce the number of zoning districts city-wide in favor of more design-based standards.



Exterior Insulating and Finishing System, shown above, should not be permitted

Urban Design Guidelines

Zoning alone is not enough to ensure quality design. There must be a flexible and iterative review mechanism for design review. Luckily, the City of Hapeville already has such a mechanism in place via the existing Design Review Committee (DRC). Guiding the DRC are the City's existing *Architectural Design Standards*, which provide a foundation for basic residential and commercial urban design standards. However, the existing *Architectural Design Standards* must be enhanced with more form-based guidelines consistent with new zoning designations and the vision resulting from the LCI study. To this end, an *Urban Design Guidelines* document has been prepared to provide the City and the DRC with greater guidance in the review process.

This new document is intended to focus primarily on urbanism, as opposed to style, for most buildings. Unless specifically required in a project's under-lying zoning, it is intended to provide guidance to the DRC in the review process on universal principles such as: relationship of buildings to street; facade articulation; building orientation; etc. To that end, it is intended to balance historic urbanistic precedents in Hapeville with new building typologies not historically found here.

The guidelines also specify specific architectural styles for certain buildings types. Where a project does not meet these exacting standards, the burden of varying from them is placed on the applicant. The applicant may elect to provide photos of historic styles found in Hapeville prior to 1960, and provide the DRC with a basis for utilizing such styles. Final approval, however, should be at the discretion of the DRC.

Please see the Appendix for more details.



A residential treatment with stoops on a traditionally styled brick building should be considered where townhomes are provided in mixed-use areas

4.3 POPULATION & EMPLOYMENT ANALYSIS

It is projected that the development envisioned by this plan will add jobs and population to the Study Areas as follows:

2016 Population and Employment

It is estimated that 3,554 residents currently live within the Study Area. The recommended land uses will increase the number of residents to 4,257 by 2011 and 5,332 by 2016.

Study Area Estimated Population: 2006 - 2016

	Single-Family	Townhomes	Multi-family	Total
January 1, 2006				
Housing Units	968	96	558	1621
Average Household Size	3	2	2	2
Population	2,526	191	836	3,554
Plan - 2011 Estimate				
Average Household Size	3	2	2	
Net New Units	30	50	350	430
Net New Population	78	100	525	703
Total Population	2,604	291	1,361	4,257
Plan - 2016 Estimate				
Average Household Size	3	2	2	
Net New Units	0	50	650	700
Net New Population	0	100	975	1,075
Total Population	2,604	391	2,336	5,332

Currently, 18,849 employees are estimated to work in the Study Area. When the recommended land uses are factored into this, 363 new jobs will be added by 2011 and 1,065 additional jobs by 2016.

Study Area Estimated Employment: 2006 - 2016

	Commercial	Industrial	Office	Total
January 1, 2006				
Employees	5,221	12,158	1,470	18,849
Concept Plan - 2011 Estimate				
Net New Square Footage	150,000	0	75,000	
Net Employees	182	0	180	363
Total Employment	5,403	12,158	1,651	19,212
Concept Plan - 2016 Estimate				
Net New Square Footage	85,000	0	400,000	
Net Employees	103	0	962	1,065
Total Employment	5,507	12,158	2,612	20,276

2031 Employment and Population

Forecasting employment and population growth beyond 10 years is difficult on the micro-level. Real estate and economic trends are complex and subject to change. Although the recommended land use plan is largely based on a 10-year build-out, longer-term estimates can be made based on real estate cycles and the assumption that some facilities will be redeveloped.

Employment within the Study Area is expected to grow over the next 25 years. Over the next 10 years employment growth should be concentrated primarily in the retail and food & beverage categories. However, the establishment of the Sylvan Road Office District as an office address over the long term should result in significant increase in job growth; at the same time, industrial and warehouse uses are expected to stay stable.

The number of housing units within the Study Area is expected to increase over the next 25 years. Single-family growth will grow slightly during the next 5 years and stabilize as the neighborhoods reach the build-out stage. However, growth should occur in the number of townhome units and multi-family, particularly as the area's vibrant downtown life begins to emerge and the area's desirability increases.

As the number of housing increases so will the population. The following tables show estimated employment, housing units and population growth between 2006 and 2031.

Study Area Estimated Employment from 2006 - 2031

Year	Commercial	Industrial	Office	Total
2006	5,221	12,158	1,470	18,849
2011	5,403	12,158	1,651	19,212
2016	5,507	12,158	2,612	20,276
2021*	5,947	12,158	2,821	20,926
2026*	6,423	12,158	3,047	21,627
2031*	6,937	12,158	3,290	22,385

**Assumes a 8% increase every 5 years in Commercial and Office uses.*

Study Area Estimated Housing Units from 2006 - 2031

Year	Single-Family	Townhomes	Multi-family	Total
2006	968	96	558	1621
2011	998	146	908	2051
2016	998	196	1,558	2751
2021**	998	211	1,682	2891
2026**	998	228	1,817	3043
2031**	998	246	1,962	3206

**Assumes a 8% increase every 5 years in Townhomes and Multifamily housing types.

Study Area Estimated Population from 2006 - 2031

Year	Single-Family Residents	Townhome Residents	Multi-family Residents	Total
2006	2,526	191	836	3,554
2011	2,604	291	1,361	4,257
2016	2,604	391	2,336	5,332
2021***	2,604	423	2,523	5,550
2026***	2,604	456	2,725	5,786
2031***	2,604	493	2,943	6,040

***Assumes a 8% increase every 5 years in Townhomes and Multifamily housing residents.

4.4 CONSISTENCY WITH LCI COMPONENTS

The Hapeville Town Center Main Street LCI Study and the recommendations contained herein are consistent with the 10 components of the LCI program as identified below:

1. Efficiency/feasibility of land uses and mix appropriate for future growth including new and/or revised land use regulations needed to complete the development program.

The land use recommendations call for the introduction of increased housing options in the Downtown area, College Square Neighborhood and along major roads. These include above-shop housing in new mixed-use buildings, live/work units, multi-family buildings and townhomes. Single-family homes are provided in the preserved adjacent neighborhoods.

The plan also calls for expanding the offerings of: small neighborhood commercial uses; larger, community-oriented commercial uses at key nodes; offices; civic space; and preserved industrial uses.

In addition the plan also includes design guidelines and recommends amendments to the zoning code to achieve the design and land use patterns contained herein.

2. Transportation demand reduction measures.

The plan proposes reducing auto-demand by shifting some auto trips to pedestrian and bicycle trips via a multifaceted effort to: locate different land uses within walking distance; improve pedestrian facilities; improve transit; and improve bicycle facilities.

3. Internal mobility requirements, such as traffic calming, pedestrian circulation, transit circulation, and bicycle circulation.

One of the central tenets of this study is to ensure that traffic in Hapeville moves at a speed that balances driver needs with adjacent land uses. This is accomplished through streetscape projects, improved crosswalk markings, and psychological cues that make them aware that they are in an urban setting. The plan also recommends removing SR 19/41 from Hapeville over the long-term. By doing both, while refraining from roadway widenings that could be detrimental to other modes and land use desires, the plan improves mobility for drivers and accessibility for non-drivers.

Accessibility for non-drivers is improved by: building new tree-lined sidewalks along key streets; establishing sidewalks standards for new development; creating an on-street bike network with bike lanes and "Shared Lane" road markings; supporting private efforts to provide shuttle service; improving pedestrian and bicycle connectivity over existing rail lines; and providing improved bus facilities. The plan also supports existing neighborhood traffic calming plans.

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

This study recommends the increase of owner-occupied housing options in the Study Area, to balance a very high rental rate currently existing. The Plan proposes preserving existing housing options and introducing new ones (identified in item 1 above) to the Study Area in currently auto-oriented commercial or former industrial sites.

The plan also proposes increasing diverse employment options within walking distance of existing and proposed housing. Sylvan Road Office District is envisioned as a professional node that will concentrate future office development. Strengthened neighborhood commercial nodes throughout will support local merchants and keep dollars in the community.

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

The Study Area has a strong network of local streets and minor roads, which the plan strongly recommends retaining.

6. Need/identification of future transit circulation systems.

The planning process reviewed existing MARTA service and proposed improvements to existing routes via the installation of improved bus stops and support for future potential HATMA shuttle service.

7. Connectivity of transportation system to other centers.

The closest centers are the Airport and Downtown Atlanta. The Plan includes recommendations that would improve connectivity to these centers via enhanced transit facilities. Beyond this, excellent vehicular access to both areas via I-75 and I-85 currently exists.

8. Center development organization, management, promotion, and economic restructuring.

Hapeville's revitalization efforts are marked by a strong community and merchant support. The plan supports existing

Downtown Development Authority redevelopment efforts, as well as efforts by the Main Street Manager and Main Street Board of Directors to market the community as historic, pedestrian-oriented centers. The introduction of new housing near existing and proposed commercial or mixed-use nodes will also support retailers by increasing the potential customer base.

9. Stakeholder participation and support.

The study process included extensive public involvement in the form of an on-line and in-person Visual Preference Survey, community meetings and workshop, stakeholder meetings, and extensive interview. In addition, the consultants met one-on-one with a variety of groups, including merchants and developers.

10. Public and private investment policy.

The plan calls for the City of Hapeville to continue its efforts to direct investment into the Downtown area. The City has a history of using public infrastructure to spur private development that will continue into the future.