



Draft Summary

Crabapple Crossroads Interim Plan Update

Purpose:

The City of Milton was formed in 2006 from unincorporated areas of northern Fulton County, Georgia. The City Council adopted the Focus Fulton County 2005-2025 Comprehensive Plan as a basis for planning until a new Comprehensive Plan could be prepared and adopted by the City.

Coordination with the Comprehensive Plan

The existing Comprehensive Plan for the Crabapple Crossroads Community Area and the City of Milton was developed and adopted by Fulton County in 2005. That plan included an assessment of the Crabapple Area as an existing “Neighborhood Node” and recommended that the area designation continue to be defined as a “Neighborhood Node” consisting of up to 100,000 SF of retail and service uses and office uses not to exceed 20,000 SF per acre with a maximum of 100,000 SF in total office uses.

A market analysis prepared by Gibbs Planning Group estimated that the demand for retail and services was approximately 100,000 SF and the estimated demand for office was about 20,000 to 40,000 SF. A change in Crabapple’s designation as a “Neighborhood Node” was not recommended. Market projections prepared by Gibbs Planning Group showed that if the roadways were widened to highway standards and the historic buildings removed, a substantial increase in commercial space would be possible and the trade area for the center would be significantly expanded. This would allow larger footprints for development and parking providing a suburban-oriented community level center attractive to strip commercial development and national chains. *However, Gibbs Planning Group assumed that the improvement of the roadways to accommodate traffic would not be likely and recommended that additional retail and services be developed at “Neighborhood Node” scale to provide an upscale neighborhood business center that would be more consistent with community goals.*

In 2006, Milton became a city and accepted the responsibility for planning its future. A new comprehensive plan is being prepared to ensure that the goals and objectives of the City are consistent with the vision of the City’s residents, business community, and elected and appointed officials.

One of the first elements of a comprehensive plan update or a new plan is the assessment of the existing community. In addition to identifying and assessing the population, employment, housing, transportation and community facilities, the assessment should consider past trends and existing plans to determine the opportunities and issues affecting the community’s resources and potential for economic growth and development.

The Focus Fulton County 2005-2025 Plan identified major concerns regarding the development of the Crabapple Crossroads Area and extended planning efforts through the preparation of a Community Area Plan and the creation of a zoning overlay district with specific mixed use designations. The overlay recommendations assumed that the Crabapple Crossroads overlay district would accommodate approximately 100,000 SF of Village Commercial Mixed Use and 100,000 SF of Village Office Mixed Use.



A review of the square footage permitted by the decisions of Fulton County and (as of the end of 2006) by the City of Milton prepared by the city of Milton staff identified that approximately 20,408 SF of existing commercial retail uses and 5,229 SF of office uses were existing in the area at the time the overlay district was applied. In the two years since the overlay was created, the area has been the scene of extensive development activity including zoning decision to allow up to 122,088 SF of Village Mixed Use development including Commercial and Office uses and 65,768 SF of Village Office Mixed Use. The statistics also identified allocation of 433 housing units in the Crabapple Crossroads Overlay Area.

**Table G-1
Crabapple Crossroads Comparison of Committed Capacity**

	Village Mix & Commercial	Village Office Mix & Office	Combined Mixed Uses	Residential incl. Mixed Units
Suggested Community Activity Center Node	350,000 SF	200,000 SF	550,000 SF	12 units/acre
Suggested Neighborhood Activity Center Node	100,000 SF	100,000 SF	200,000 SF	5 units/acre
Market Study	100,000 SF	40,000 SF	140,000 SF	Not Applicable
Recommended by the Crabapple Plan (359 acres)	100,000 SF	100,000 SF	200,000 SF	781 total units 2.175 units/acre
Existing (% Recommended)	20,408 SF (20.4%)	5,229 SF (5.2%)	25,637 SF (12.8%)	17 housing units (excludes teardowns & reused structures)
Permitted (% Recommended)	122,088 SF (122.1%)	65,768 SF (65.8%)	187,856 SF (93.9%)	433 housing units
Combined (Recommended %)	142,496 SF (142.5%)	70,997 SF (71%)	213,493 SF (106.7%)	450 housing units (57.6%) (1.25 u/ac)
Not Provided as of 1/1/2008 (and excludes existing development)	0	12,144 SF (assumes VMX includes 22,088 SF permitted)	12,144 SF (6.07%)	Up to 331 housing units (assumes fewer units in plan - max. density is limited to 5 units/acre)

Source: BRPH, Inc. using GIS parcel information, City of Milton and Fulton County information regarding zoning decisions, and Fulton County Overlay Plan recommendations



Traffic Issues and Reduction of Congestion

The following traffic counts were taken from information provided by Fulton County and the city of Milton Department of Public Works. Trip generation is based on Institute of Transportation Engineers (ITE) resources used by the planning team to consider potential local impact of these land use decisions.

Traffic Counts

<u>Road and Segment</u>	<u>AADT</u>	<u>Peak</u>	
Crabapple Road (SR372)	14,250	2,081	(State Highway)
Birmingham Highway (SR372)	9,430	2,281	(State Highway)
Mayfield Road	9,620	1,451	(LOS "F")
Mid Broadwell Road	4,270	1,180	
Broadwell Road	6,230	2,559	(LOS "F")
 <u>Other Area Traffic Counts</u>			
Crabapple West of SR140	14,860	2,296	
Mayfield East of Bethany	6,800	2,183	(Note drop-off east of Bethany)
Bethany Road	3,900	439	
Rucker East of Broadwell	17,270	1,539	(AADT extremely heavy volume)
Rucker West of Broadwell	16,110	1,457	(Peaks are at Capacity/LOS "F")
Birmingham @ Batesville	12,170	1,309	(Note drop-off @ New Providence)
New Providence	4,660	541	
Arnold Mill (SR140)	18,970	3,391	(State Highway)
Arnold Mill at Green Road	20,650	2,950	(State Highway)
Houze Road (SR140)	17,110	2,425	(State Highway)

Trips Generated by New Development

Based on 2007 traffic counts, approximately 4700 automobile trips pass through Crabapple Crossroads in the peak traffic hours. About 105 local trips were generated by the development in the Crossroads Overlay area prior to the development of the overlay zoning. Assuming that traffic generation in the area of the Crossroads will be consistent with planning and urban design standards, approximately 1098 trips will be generated by the new development during peak hours. This will create a growth of nearly 23% in traffic volumes not including the growth of pass through traffic created by development outside the Crossroads boundaries.



Recommendations from **Public** Meetings

1. General Area Improvements

- Provide intersection improvements and improved signalization throughout the City of Milton, specifically including the intersections at Birmingham Crossroads, New Providence at Birmingham Highway, and New Providence at State Route 140 (Arnold Mill Road). The type of intersection improvement was not defined and could include innovative median design or a roundabout.
- Identify and improve East/West access through Milton that would serve residents of Milton.
- Extend New Providence Road to State Route 140 (Arnold Mill Road) as a recommended future road project of the City of Milton to improve east/west access.
- Support State-funded improvements to Arnold Mill (SR140) to increase capacity and reduce congestion (especially in the Crabapple Silos Community Area) using context sensitive design.
- Support improvements to Rucker Road in Alpharetta and Roswell to improve east/west access

2. Crabapple Area Improvements

- Manage programming and construction of a new connecting local street from Birmingham Highway (north of Crabapple Baptist Church) to Crabapple Road (near Green Road intersection) to provide additional local access through the northwest quadrant of the overlay area. This road will need property acquisition and construction by the City (or other public or private parties) where it crosses through the low-density residential area already permitted by John Wieland's development. The remainder at either end should be required as part of zoning and development of properties that have not sought permitting as of January 2008.
- The recommended network of local streets proposed by the Crabapple Crossroads Community Plan should be constructed as proposed. The web of local streets to the east of Birmingham Highway and Broadwell Road are needed to serve local activity access including residential as well as any commercial or office traffic generated by local development. Wherever possible, these roads should be built by the developers as conditions of zoning and site development. Segments of these roads that are not part of redevelopment of properties being developed will require programming to ensure that they are consistent with the policies of the City of Milton and constructed with City or other public or private resources.
- One specific east/west local street connection is recommended to connect Broadwell Road approximately 0.25 mile south of the Crossroads with Mid-Broadwell Road in the vicinity of the intersection of Mid-Broadwell Road with Charlotte Road (about 0.2 mile south of the Charlotte at Mayfield intersection).
- A second east/west local street connection is recommended to connect Broadwell Road with Mid-Broadwell and Charlotte Roads approximately 0.1 mile south of Mayfield Road.
- A third east/west local street connection is recommended to connect Birmingham Highway across from the new local street into the John Wieland development (Bentworth Lane) to Mayfield Road on the east side of the Jehovah's Witness Congregation (about 0.5 mile east of the Crossroads) This road would pass along the edge of existing properties.
- A north/south local street connection is proposed to extend Charlotte Road to the north to an intersection with the new East/West street located about 300 feet north of Mayfield Road and then



continue in a northeasterly direction to provide access to School Road approximately 0.5 mile north of Mayfield Road.

- The existing intersection of Mid-Broadwell Road with Mayfield Road would be closed and a new North/South neighborhood street would be constructed by developers to provide local development access. This road would extend through a roundabout with one northern east/west road to the southernmost east/west connector street between Broadwell and Charlotte roads.
- Improvements to the Crabapple Crossroads intersection are limited by the existing right of way and historic buildings that significantly reduce sight lines and road construction options. A proposed improvement on the City's current work program would improve the signalization and help improve some of the vehicular flow and allow increased pedestrian use, but the proposed improvements cannot significantly increase capacity without adding lanes for the left turn movements at the intersection. The Crabapple Interim Plan review recommends identifying if an additional lane could be added for left turns from Crabapple to Birmingham Highway with storage for through traffic proceeding east bound on Mayfield. An additional right turn lane could be added onto southbound Birmingham Highway to allow storage for left turn traffic onto Mayfield and through traffic heading southbound on Broadwell Road.

Interim Development Recommendations

An Interim Plan was identified as a measure to consider the status of the Crabapple Crossroads Zoning Overlay decisions prior to the development of the City of Milton Comprehensive Plan. The interim plan included three public meetings (held on 19 November 2007, 3 December 2007, and 14 January 2008) to gather information and consider the options available to the City prior to commencing the preparation of the Community Agenda portion of the Comprehensive Plan. The process identified two major issues:

(1) Traffic congestion, including improvements to eliminate delays, and responsibilities for acquiring rights of way, relocating utilities, preparing road and sidewalk design and construction drawings, hiring contractors to build the road and ancillary facilities, and ensuring that improvements meet appropriate design standards;

(2) the capacity of the Neighborhood node to accept mixed use development that is consistent with the adopted Crabapple Crossroads Community Plan, the Crabapple Crossroads Zoning Overlay, and the desire to preserve Crabapple's unique character.

Based on the Comparison of Committed Capacity (Table G-1) for existing and permitted non-residential land use in square feet and residential units, the following statements list options that are available to the City:

1. Expand the allowed capacity for VMX and VMO by an appropriate percentage (For example, an assumption could be made that the base capacity (in square feet) for a Neighborhood level activity center could be increased by up to 25% and that would not substantively change the assumed character of the Neighborhood Node to the next higher level of activity center such as a Community Node. This assumption would provide a revised total capacity of 250,000 SF that would allow expansion by 36,507 SF over the existing allowed capacity. This assumption is predicated on an average Neighborhood Node = 150,000 SF of non-residential use and a



Community Level Node = 350,000 SF on non-residential use. A 50% overage would allow up to 86,507 SF but would bring the total to 300,000 SF which could be considered a small Community Level activity center. When combined with the proximity of the much larger Crabapple Silos activity center only one mile to the west, any significant expansion could result in the potential loss of character at Crabapple Crossroads

2. Expand Village Mixed Office Use capacity only to allow up to 100,000 SF of Village Office Mix (Currently, the decisions of Fulton County and the City have allowed 34,232 SF)
3. Expand Village Mixed Office Use capacity only to allow 100,000 SF of Village Office Mix but limit where that expansion may take place through a Design Plan (Requires a Design Plan be developed as an addition to the Comprehensive Plan scope of work).
4. No expansion of the capacity to accommodate more non-residential land in the Mixed Use areas of the overlay to protect the rural character of the existing area.
5. No expansion of the capacity to accommodate more non-residential land in the Mixed Use areas of the overlay until a New Comprehensive Plan is complete with specific recommendations for the desired total size of Neighborhood (or Community Level) Node in the City of Milton (Requires completion of the Comprehensive Plan with specific recommendations as an Area requiring Special Attention. A decision to expand the capacities or not should be delayed until the vision and short term work program are completed).

The recommended course of action prior to pursuing the Community Agenda is Option 5 to defer making any interim or permanent changes to the capacities allowed by the current Comprehensive Plan (as developed by Fulton County in 2005) and the adopted Crabapple Crossroads Community Overlay in the Zoning Ordinance until the new City of Milton Comprehensive Plan is completed with specific recommendations regarding the Crabapple Crossroads Special Area. This would allow the development of an updated “Vision” statement and the preparation of a Short Term Work Program for the entire City of Milton as a whole and as they pertain to the Crabapple Crossroads Area.

The options described above should serve as a basis for considering the issues, opportunities, size requirements, timing, and resources available to the City for creating the best “future” acceptable to the City’s decision makers. Standards for development guidelines, creative mechanisms to preserve character, transfer of development rights, and transportation recommendations will substantially transform the status quo and create new opportunities to continue support for Crabapple Crossroads as a special place.



The Matrix of Development in the Crabapple Crossroads Overlay District

APPENDIX B
EXISTING ZONING AND USES IN CRABAPPLE CROSSROADS

Existing Commercial prior to the Plan - 20,408 square feet; Existing Office prior to the Plan- 5,229 square feet

Parcel # on Map	Currently Zoned	Zoning Petition/Name/ Total Acreage	Location	Approved SQ FT and/or Units based on Sub Area Acreage	Approved Density by Land Use Sub Area (** Exceeds Plan Density)	Approved Overall Density
1	MIX	032-115 / Crabapple Crossing 12.66 Acres (Under Development)	Further Southeast	12,000 sq.ft. Vil Mix 31 units Mix Use/ Office/Res 16 units Sub VII B	4.94 units/acre 2.5 units/acre	947.87 sq. ft/acre
2	MIX	032-156 / Crabapple Crossroads 40.82 Acres (Under Development)	East, North, and West	12,000 sq ft Vil. Mix 7 units Vil Mix Use (4.04 acres) 11 units Vil Off/Res (2.2 acres) 8 units Sub VII A (2.0 acres) 63 units Sub VII B (24.5 acres) 5 units Rural Res (3.47 acres) 6 units Res O-1 u/a (4.61 acres)	2,970.30 sq.ft./acre 1.74 units/acre 5 units/acre 4 units/acre 2.58 units/acre+++ 1.5 units/acre 1.31 units/acre+++	293.98 sq ft/acre
3	C-1	032-146/ Crabapple Tea Room	Further Southeast	800 sq. ft Mix Use	536.92 sq.ft./acre	536.92 sq.ft/acre
4	C-1	042-134 /	Further Southeast	1,500 sq.ft Vil Mix	1,153.85 sq ft/acre	1,153.85 sq.ft./acre
5	C-1	042-136/ Interior Decoration	Further Southeast	2,500 sq.ft Vil Mix	4,901.06 sq.ft./acre	4,901.06 sq.ft./acre
6	MIX	042-093/ Crabapple Station 16.45 Acres	Southeast	19,000 sq.ft Vil Mix (5.63 acres) 3,000 sq.ft. Off/Res (3.22 acres) 28 Units Vil Mix (5.63 acres) 11 Units Vil Off (3.22 acres) 19 Units Sub VII A (4.86 acres) 7 Units Sub VII B (2.74 acres)	3,374.77 sq.ft./acre 931.68 sq.ft./acre 5 units/acre 3.42 units/acre 3.91 units/acre 2.56 units/acre*	1,155.02 sq.ft./acre 182.38 sq.ft./acre
7	R-1	052-002/ Subdivision 5.96 acres (Under Development)	Far Southeast	8 units Rural Res (5.96 acre)	1.35 units/acre	
8	C-1	052-030/ .427 acre	Far East	2,600 sq.ft. Vil Mix	6,089 sq.ft./acre	6,089 sq.ft./acre
9	MIX	052-070/ Crabapple Crossing 11.98 acre (This includes rezoning portion of 032-156) (Under Development)	East and further Northeas	20,000 sq.ft. Vil Mix (7.84 acres) 20,000 sq.ft Office in Vil Mix (7.84 acres) 39 Units Vil Mix (7.84 acres) 5 Units Vil Off (1.04 acres) 3 Units Sub VII B (1.86 acres) 2 Units Rural Res (1.18 acres)	2,551 sq.ft./acre 2,551 sq.ft./acre 5 units/acre 5 units/acre 1.62 units/acre 2.55 units/acre* (*extra unit approved for historic house saved)	1,669.45 sq.ft/acre 1,669.45 sq.ft/acre
10	C-1	052-072 / Sally Rich Kolb 1.36 acres	Further Southeast	12,800 sq.ft. Vil Mix (1.36 acres)	9,500 sq. ft. counted 6,985.29 sq.ft/acre 12,800sf-1,850 existing- 1,450 sf bonus for saving historic house	9,411.76 sq.ft./acre
11	C-1	052-110 / Larry Davenport 2.10 acres	Further Southeast	8,000 sq.ft Vil Mix 6,300 sq.ft. Vil Off		
12	MIX	052-117/ John Wieland 62.87 acres (Under Development)	Further North and East	2,532 sq.ft Commercial Vil Mix 36,468 sq ft Office Vil Mix 14 Units Vil Mix 18 Units Vil Off/Res 17 Units Sub VII B 50 Units Residential O-1	1.61 units/acre 7.01 units/acre+++ 6.35 units/acre+++ 1.09 units/acre+++	
13	MIX	062-047 / Bruce Harris 5.27 acres	Far East	20,800 sq.ft. Vil Mix (2,600 sq. ft. Already Counted via 052-30) 2 Units Vil Off/Res 4 Units Sub VII A	0.75 units/acre 3.37 units/acre	3,946.87 sq.ft/acre
14	C-1	062-074 / Patton 1.61 acres	Further Southeast	12,000 sf Vil Mix Comm. previously approved 032-115		7,453.42 sq.ft./acre
15	C-1	062-079 941 acre	Far East	1,953 sf Vil Mix Comm. Converted historic structure to non residential		5,095.04 sq.ft./acre
16	NUP	052-025 8.79 acres	West	32 units	3.64 units/acre	
17	R-3 (Residential)	042-079/ Crabapple Chase S/D	South (City of Alpharetta)		1.7 units/acre MHFA: 1,750 sf	
18	AG-1	U95-75/Cell Tower Crabapple Knoll Vet Clinic	Further West			
19	R-4 (Residential)	294-079 Arbor North S/D	Further Southwest	31 units	2.0 units/acre	
20	C-1	281-78 Family Dentistry (City of Alpharetta)	Further Southeast			
21		Alpharetta Gov't Center (City of Alpharetta)	Further Southeast			