



Brookhaven
GEORGIA

Windsor-Osborne

Special Area Plan



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Neighborhood Commercial Example





1 Introduction

Introduction

When the City of Brookhaven first identified the area around Windsor Parkway and Osborne Road for a more detailed study in 2014, it was with the idea that additional neighborhood commercial would be desirable.

Fast forward to 2021, and a great deal has changed. The COVID-19 pandemic has shifted the ways we live, work, and play as well as underscored how much we need connection and the feeling of belonging to a community. The idea of having places where neighbors can gather—safely, and especially outdoors—has become a high priority. Even better if these places are walkable, and can offer an alternative place to work than the office or at home.

The corner of Windsor Parkway and Osborne Road is perfectly located to become a central gathering place for Lynwood Park and nearby neighborhoods. Avellino's Pizzeria and Pro Cleaners serve as “proof of concept” that neighborhood-level restaurants and services can be successful here. The challenge lies in removing the existing barriers for nearby parcels to develop similarly.

The Windsor-Osborne Special Area Plan (SAP) is a detailed look into how this corner can develop additional neighborhood-level commercial uses that can serve as local gathering places at a scale appropriate to the nearby community. It provides guidance on the scale and intensity of desired development, as well as the parking, sidewalks, and placemaking elements to support it.

Neighborhood Eatery



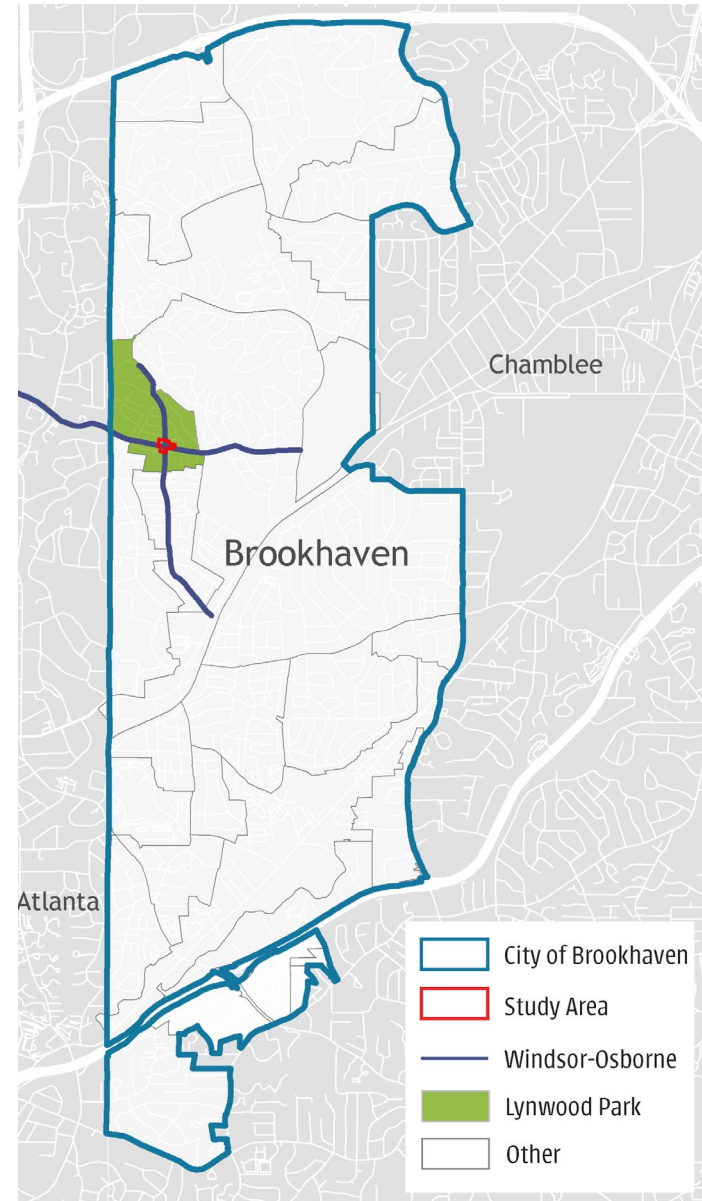
1.1 Project Location + Study Area

The Windsor-Osborne SAP focuses on a cluster of 14 parcels at the intersection of Windsor Parkway and Osborne Road in western Brookhaven. These parcels were selected based on their adjacency to the intersection, current land use, current zoning, and ownership. All parcels are part of the City's Lynwood Park character area. Throughout this document, the name "Windsor-Osborne" refers to these 14 parcels.

Figure 1. Study Area



Figure 2. City of Brookhaven Location Map



1.2 Project Origin

In addition to establishing the City’s first character areas, Brookhaven’s 2034 Comprehensive Plan included three “big ideas” for special projects. One of these big ideas was to expand the existing neighborhood commercial uses at Windsor-Osborne. The community showed support for the idea, and expressed a desire for more neighborhood-scaled retail and restaurants in the city.

1.3 Project Goals + Challenges

The goal of the Windsor-Osborne SAP is to take a closer look at the potential for commercial development at this important neighborhood crossroads. Specifically, the plan needs to balance three major planning components: the community’s vision, property-owners’ desires, and site constraints. The intersection of these three components is the triple-win—a development vision supported by the community that is physically feasible and meets the goals of the property owners.

Figure 3. Project Goals Diagram



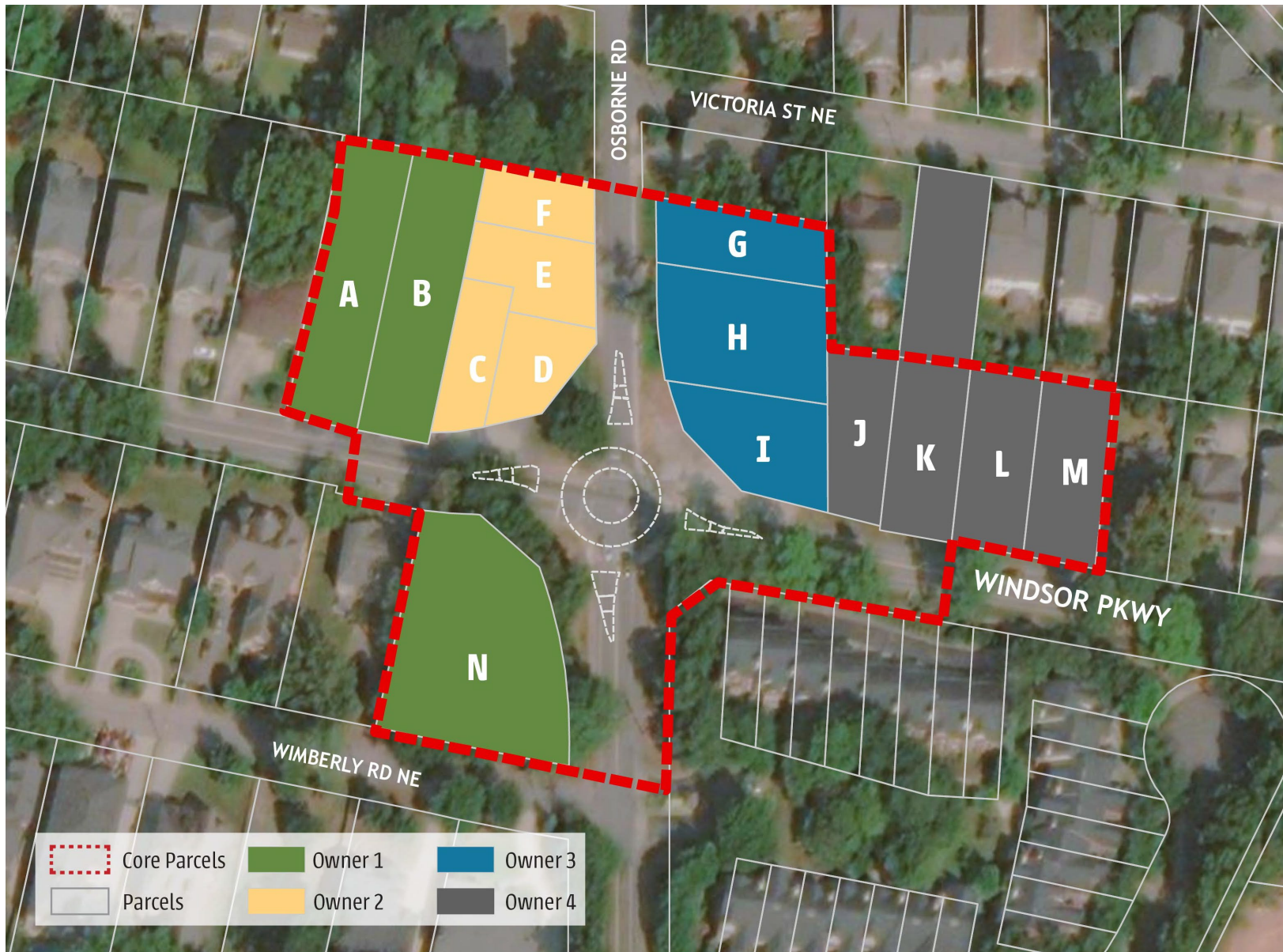
1.4 Existing Site Conditions

Windsor-Osborne consists of 14 parcels (Table 1 and Figure 4). The following is a summary of existing conditions as they pertain to potential development.

Table 1. Study Area Parcels Summary

Parcel	Tax ID	Address	Owner #	Size (Acres)	Current Use	Current Zone
A	18 275 10 019	1324 Windsor Pkwy NE	1	0.22	Commercial (Parking lot)	RS-75
B	18 275 10 020	1328 Windsor Pkwy NE	1	0.22	Commercial (Avellino's Restaurant & Cleaners)	C-1
C	18 275 10 021	1330 Windsor Pkwy NE	2	0.09	Undeveloped	C-1
D	18 275 10 022	1334 Windsor Pkwy NE	2	0.15	Undeveloped	C-1
E	18 275 10 041	3148 Osborne Rd NE	2	0.10	Commercial (Vacant)	C-1
F	18 275 10 023	3146 Osborne Rd NE	2	0.08	Undeveloped	C-1
G	18 275 08 024	3153 Osborne Rd NE	3	0.12	Undeveloped	C-1
H	18 275 08 001	3147 Osborne Rd NE	3	0.23	Undeveloped	C-1
I	18 275 08 005	1348 Windsor Pkwy NE	3	0.22	Undeveloped (former church)	C-1
J	18 275 08 006	1352 Windsor Pkwy NE	4	0.12	Undeveloped	C-1
K	18 275 08 007	1356 Windsor Pkwy NE	4	0.14	Undeveloped	C-1
L	18 275 08 008	1360 Windsor Pkwy NE	4	0.10	Undeveloped	RS-75
M	18 275 08 009	1364 Windsor Pkwy NE	4	0.10	Residential (Single Family)	RS-75
N	18 275 04 016	3124 Osborne Rd	1	0.37	Undeveloped	RS-75

Figure 4. Parcel Map



Ownership

There are 4 property owners across the 14 parcels. Each of these owners has assembled adjacent properties with the intent to develop or sell to investors. During the engagement phase of the project, the planning team spoke with each owner individually regarding his or her plans for the property. All four owners communicated their personal connection to the neighborhood, and a desire to see their properties contribute positively to the community.

In informal conversations with the project team, Owners 1, 2, and 3 all expressed an interest in developing their properties for neighborhood commercial. Each owner also communicated a preference to develop their properties themselves, rather than sell to another developer. Owner 4 views their property as an investment, and intends to sell the property to another party to develop—preferably all four parcels plus another on Victoria Street as part of a single deal.

Land Use

Only 3 of the 14 parcels have an active land use: Avellino's Pizzeria and Pro Cleaners are on Parcels A and B, and Parcel M is an older single-family residence. Parcel E has a very small, vacant structure; the remainder of the parcels are undeveloped. Until recently, Parcel I contained a church but the construction of the roundabout led to its removal.

Vacant Structure



Existing Pro Cleaners and Avellino's



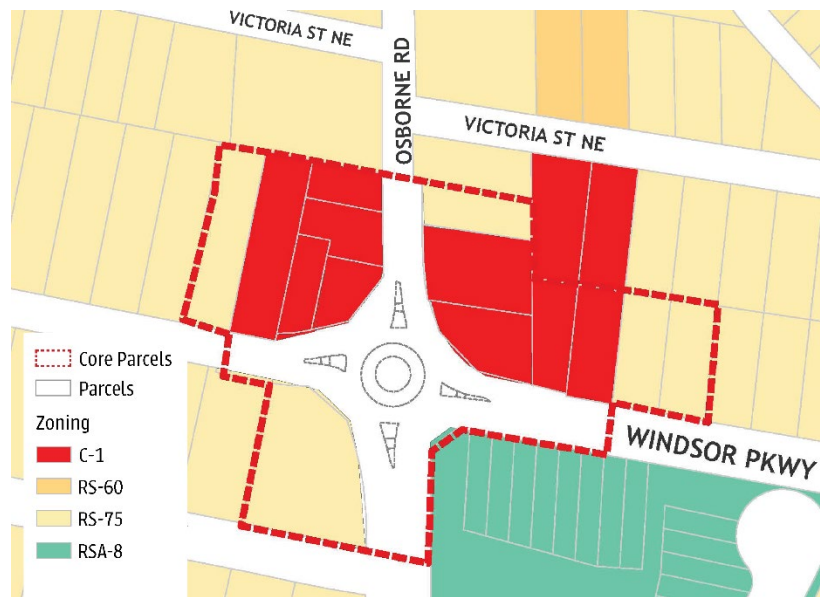
Zoning

There are two types of zoning in the study area: C-1 (Local Commercial) and RS-75 (Single Dwelling Detached 10,000 SF). Parcels zoned C-1 are clustered closest to the roundabout, although two adjacent parcels on Victoria Street are also C-1. The remaining parcels are RS-75.

The intent of C-1 is to “accommodate retail and service uses that serve multiple neighborhood areas.” Among the City’s three retail zones, it is in the middle in terms of the size and intensity of use allowed. Minimum lot areas are 20,000 square feet, and a 50-foot buffer is required when commercial uses are adjacent to single-family uses. No household living or industrial uses are allowed, but most types of commercial uses are permitted with some exceptions.

RS-75 is one of five single-family detached zones in the City of Brookhaven. Like C-1, it is the “middle” zone of the five in terms of the density that is allowable. Only single-family homes are allowed on these lots, with a minimum lot width of 75 feet and minimum lot size of 10,000 square feet.

Figure 5. Existing Zoning



Topography + Natural Features

The study area generally slopes from south to north. Although there are some relatively steeper slopes present on the eastern sides of Parcels G and H, they are not steep enough to prevent development. There are no streams or surface water resources, but some mature trees are present and are important to the neighborhood’s character.

Figure 6. Topography



Transportation

The study area is defined by the intersection of Windsor Parkway and Osborne Road. In its 2020 Comprehensive Transportation Plan (CTP), the City classifies both roadways as “Community Connectors” that serve as important connections through and between neighborhoods.

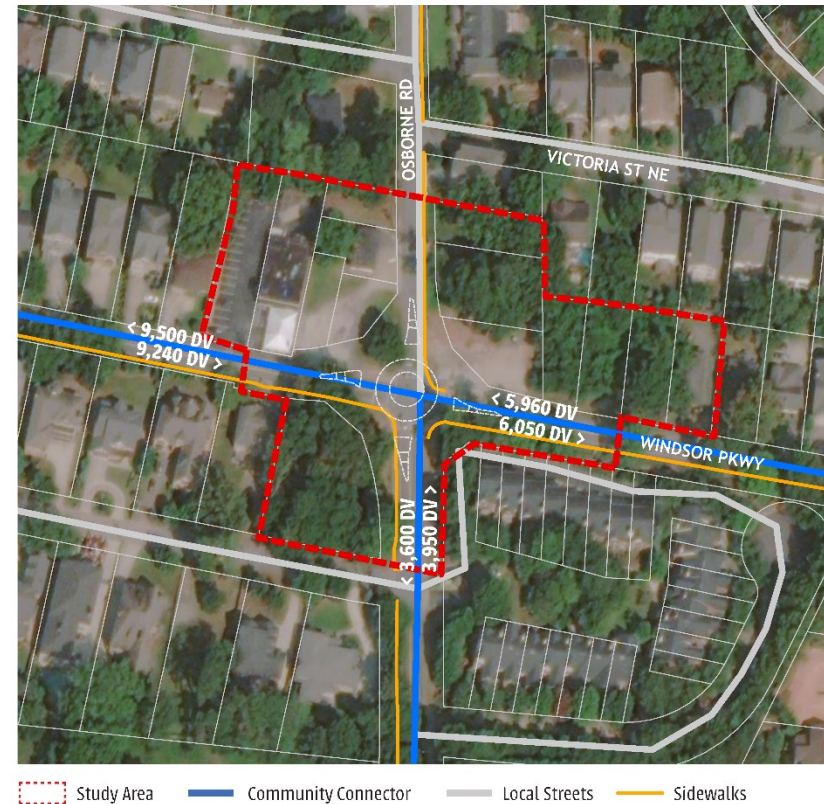
Key existing conditions of note include:

- Daily vehicle trips (DV) on Windsor Parkway west of Osborne Road are 9,240 eastbound and 9,500 westbound; east of Osborne Road, vehicle counts drop to 6,050 eastbound and 5,960 westbound.
- Osborne Road south of Windsor Parkway is less congested, with 3,950 DV northbound and 3,600 southbound. Vehicle counts are unavailable for Osborne Road north of Windsor Parkway.
- Pavement conditions are good.
- Multiple car crashes have occurred at the site in the period between 2015 and 2019, but none involved pedestrians or bicyclists.
- Sidewalks are present in the study area, but tend to be present only on one side of the street, lack adequate width, and have very narrow (or no) buffers between the sidewalk and the vehicle travel lanes.
- There are no dedicated bicycle facilities in the study area and no transit service.

Recently Constructed Roundabout



Figure 7. Transportation Characteristics



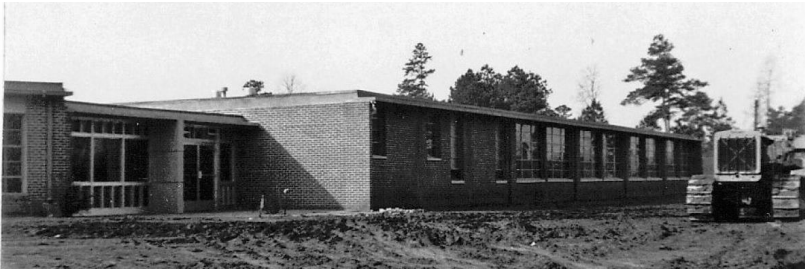
The Roundabout

A major change in the study area is the recent completion of the roundabout. Recommended in the City’s 2014 Comprehensive Transportation Plan, the roundabout was built to address delays that occurred at the intersection during peak periods. The new roundabout replaced a four-way red signal with a single-lane roundabout that includes pedestrian islands and crossings. It was designed to not only manage current traffic flows, but to accommodate additional trips as the city grows.

Community Heritage + Character

Lynwood Park is a unique neighborhood in the history of DeKalb County. Established in the 1930s, it was the first predominantly African-American subdivision in the County, and one of the few in northern Atlanta. One of the cornerstones of the neighborhood was the Lynwood Park school, which now operates as a public recreation center and was formally recognized as a historic building by the City in 2020. The neighborhood was home to many prominent residents, including Olympian Mel Pender Jr., and has a long tradition of close-knit church communities.

Lynwood Park School Under Construction in 1955



In the past two decades, the neighborhood has changed significantly. Older, modest homes have given way to new, high-end single family houses and a new population has begun to call Lynwood Park home. Very few of the original 1930s and 1940s homes still exist today, but the neighborhood's heritage is still celebrated every year during Lynwood Park Community Day.

Olympian Mel Pender Jr.



1.5 Commercial Market Considerations

Local commercial market characteristics are a major consideration in developing a plan for Windsor-Osborne.

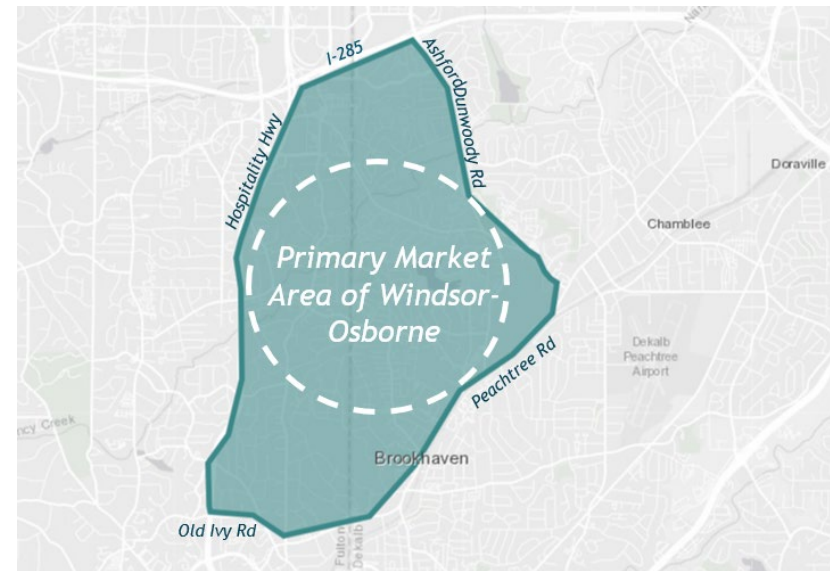
The planning team conducted a retail assessment and determined that Windsor-Osborne has the residential density, spending power, vehicular access, and many other factors that can sustain additional area retail activity. The primary constraint preventing new retail development is not a lack of demand for commercial uses, but small parcel sizes that cannot accommodate the setbacks and parking required by current zoning.

Local Market Area

Windsor-Osborne is surrounded by residential neighborhoods with a growing population and high average household incomes relative to the Atlanta region. Residents are served by retail along Peachtree Road NE and Johnson Ferry Road, both of which are a mile or further from the study area.

Typically, neighborhood-serving retail has a strong capture of the residential population within an approximate 1-mile radius. The natural primary market area of Windsor-Osborne—or geographic region where at least 50 percent of the customers originate from—aligns closely with a 1-mile radius, and is bordered by Hospitality Highway to the west, I-285 to the north, Ashford Dunwoody Road to the east, and Peachtree Road and Old Ivy Road to the south.

Figure 8. Windsor-Osborne Primary Market Area



Demographics of the Windsor-Osborne Area

Population	24,170
Daytime Population	37,525
Total Households	10,244
Median Household Income	\$146,347
Total Retail Businesses	116 Businesses
Total Retail Spending	\$645.7 Million

Anticipated Retail Orientation and Customer Bases

The types of neighborhood-serving retail businesses suitable for Windsor-Osborne will likely fall within one of the following three categories:

- **Neighborhood Goods and Services.** Establishments serving residents and workers such as dry cleaners, fresh produce stands, pharmacies, florists, nail salons, barber shops, convenience stores, and more.
- **Food and Beverage.** Restaurants, cafes, bars, fast-casual dining, take-out establishments, coffee shops, and more.
- **Merchandise.** Businesses selling boutique merchandise, accessories, and more.

Most of the customers patronizing onsite businesses will fall into one of three groups:

- **Nearby residents.** Residents within short walking or driving distance, such as those who live in the primary market area.
- **Destination customers.** Customers from outside surrounding neighborhood, typically visiting restaurants and shopping for boutique merchandise.
- **Commuters.** Customers stopping on their way to and from work or other vehicular traffic passing through Windsor Parkway or Osborne Road NE.

Although the number of nearby residents and the number of commuters is relatively fixed, the amount of potential destination visitors—as well as the geographic reach—depends on the type of businesses and their reputation.

Onsite Retail Viability

There is a wide range of factors that inform whether a particular location has the conditions necessary to sustain retail activity. Retailers often consider these factors when deciding where to locate their business. The study area already satisfies the following criteria:

- **Population.** Different types of retailers require various nearby population sizes. The population immediately surrounding a commercial district is a major factor for the viability of neighborhood goods and services retailers, while merchandisers draw customers from a larger geographic base.
- **Spending Capacity.** Household spending capacity influences the viability of different retailers. Areas with moderate or lower discretionary spending often feature higher proportions of retailers that align with everyday spending needs such as convenience retailers and local services.
- **Mix of Visitors: Local Daytime, Local Nighttime, + Destination Population.** The population patterns throughout different times of the day and week influence the viability of certain retailers.
- **Pedestrian Activity.** Physical environments that encourage more pedestrian activity often attract more retailers. Creating safe, enjoyable walking environments often brings higher volumes of pedestrians, or potential customers, in a commercial district.

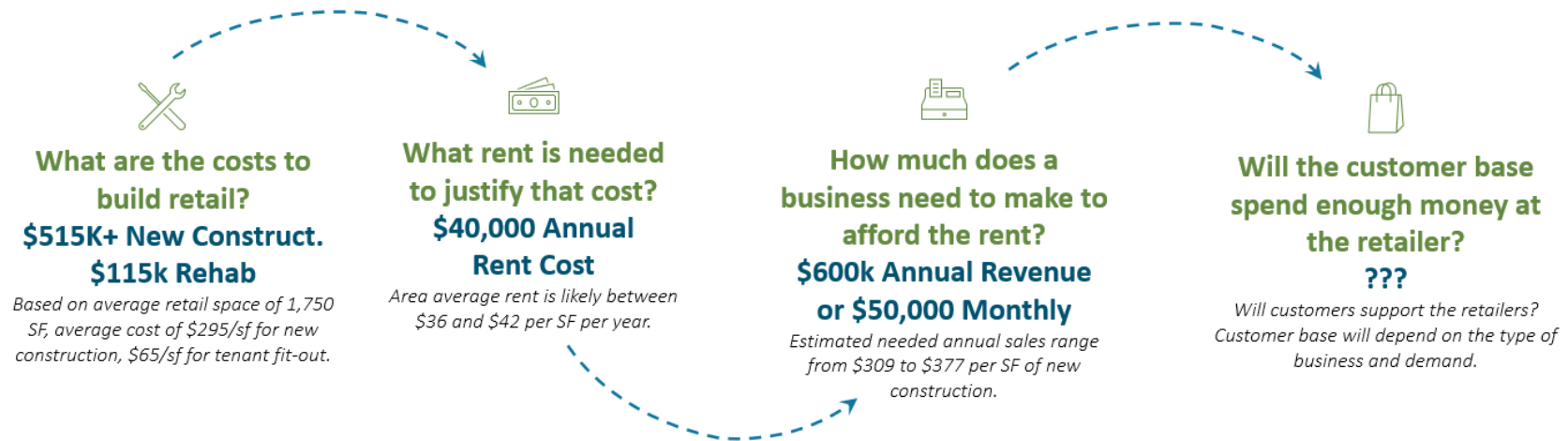
The following factors do not currently exist at Windsor-Osborne but can be achieved through thoughtful planning and design:

- **Transportation Accessibility.** Visibility and accessibility by vehicular traffic, including appropriate onsite parking levels. Parking is a currently significant limitation at Windsor-Osborne given setback requirements, limited nearby on-street parking, and the community’s desire to prevent more cars from parking on the street.
- **Retail Competition + Orientation.** Certain types of retail, such as restaurants and day-to-day goods and services, often perform best when there is an agglomeration of similar businesses.
- **Retail-Ready Spaces.** The availability of retail space for tenants is a key factor in attracting new businesses.

Other Viability Considerations

Another way to think about retail viability is whether a potential commercial tenant can pay high enough rents to justify the construction costs of developing a retail space. Figure 9 details this relationship with approximate costs and revenues applicable to the site.

Figure 9. Retail Viability Explained



Given the nearby population density and household income, it is a reasonable assumption that potential businesses at Windsor-Osborne could attract enough customers to pay for the type of rent needed to justify new commercial construction.

Retail viability may also be impacted by the unusual economic conditions as the country recovers from the COVID-19 pandemic. Construction costs are at an all-time high, as are real estate values—particularly for residential land uses. Retailers are currently struggling with supply chain issues, employee retention and attraction constraints, and other operational issues. And while ‘experiential retail’ like restaurants or cafes experienced a significant uptick in demand heading into the pandemic, merchandise retail businesses are contracting as more and more consumption happens via ecommerce. On the other hand, with the rise of telecommuting the subject site may now have a larger daytime population to serve its businesses for lunch and daytime errands, enhancing the potential for off-peak revenues and a more diversified customer base.

1.6 Opportunities and Constraints

Looking holistically at Windsor-Osborne, the planning team identified several opportunities and constraints that will inform a development concept for the site.

Opportunities

- **Interested property owners**
All four of the property owners support the general vision for neighborhood commercial in the study area, and three are very interested in developing this use themselves.
- **No major environmental constraints**
There are no known major environmental features, such as water resources or very steep slopes, that would prevent development.
- **Market support for neighborhood restaurants and services**
A look at the market data suggests that there is unmet demand for additional neighborhood restaurants and services.
- **Improved traffic flow**
The construction of the roundabout should lead to better traffic flow and capacity to accommodate the future growth of trips along Windsor Parkway and Osborne Road.

Constraints

- **Very small parcels, multiple owners**
Parcel sizes are very small, making it near-impossible for any single property owner to build under current zoning requirements.
- **Roundabout concerns**
The new roundabout required additional land to accommodate its footprint, further constraining the amount of developable land at the intersection. Additionally, there are concerns regarding pedestrian and bicycle safety under the new intersection configuration.
- **Zoning Requirements**
The City's zoning requirements for C-1—particularly the minimum 50-foot buffer between single-family residential and commercial uses—renders the parcels unbuildable.
- **Lack of strong pedestrian and bicycle facilities**
Although there are some sidewalks present along both Windsor Parkway and Osborne Road, the pedestrian environment does not feel safe because of narrow sidewalks and/or the lack of protective buffers between pathways and the road.



2 Public Engagement

2.1 Approach and Overview

Stakeholder and community input played a central role in the Windsor-Osborne SAP. Three core activities provided a format for outreach:

1. **Targeted stakeholder interviews** were held with parcel owners, Brookhaven Planning Commission members, and a mix of other stakeholders and community leaders with vested interests in the study area.
2. **Online input** was collected throughout the life of the project. This took the form of a comment box in the project website, as well as targeted input after the live, virtual meetings.
3. **Virtual public meetings** were held twice, structured as a two-part series that included a live, virtual meeting, followed by a 10-day online input window.

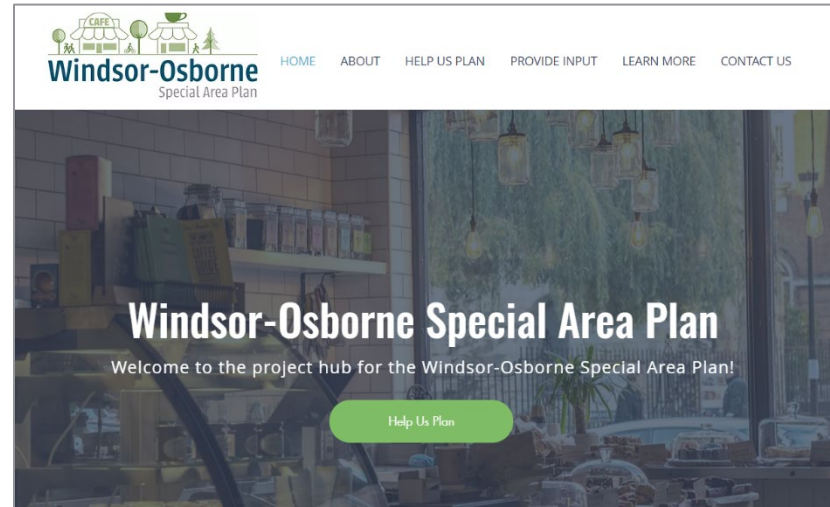
Project outreach was driven by the planning effort's engagement goals:

- To build community awareness about the planning efforts.
- To build awareness about the project's goals and outcomes.
- To facilitate easy ways to provide input and feedback.

The effort was driven by a strategic communications plan that included project branding, a project website, email campaigns, yard signs, a project outreach list surpassing 350 interested community members, and social media promotion. The project leveraged the City's existing social media account, website, and other existing communications channels to maximize project awareness and increase participation.






Project Website



2.2 Stakeholder Interviews

The consultant team conducted 14 virtual interviews with 18 representative community members identified by the City and project team. These interviews helped to identify the study area's opportunities, challenges, constraints, and tradeoffs. Each interview consisted of five core questions that framed the purpose of the project and gave each interviewee the opportunity to share their unique perspective. Interviewed stakeholders can be grouped into the following three categories: community representatives, City of Brookhaven representatives, and property owners or developers. Each group identified several common priorities and concerns for the development of the study area as well as several unique ideas (Figure 10).

Figure 10. Stakeholder Interview Findings

	 Priorities	 Concerns	 Ideas
Community	<ul style="list-style-type: none"> Lynwood Park's History/Importance of Greenspace Key Role of African American Churches 	<ul style="list-style-type: none"> Walkability Scale of Development No Gas Stations/Commerical Marts Mature Tree Preservation 	<ul style="list-style-type: none"> Black Business Owner Program Food Trucks Distinct Community Entryway
City of Brookhaven	<ul style="list-style-type: none"> Family Amenities Bike/pedestrian-oriented businesses Greenspace Historic Markers/Public Art Key Role of African American Churches 	<ul style="list-style-type: none"> Stormwater Impacts/Native Plants Mature Tree Preservation Traffic Flow Safety, Sidewalks, Parking Small Business Retention 	<ul style="list-style-type: none"> Locally Owned Restaurants Micro-commercial Dog Parks and Passive Parks Convert Older Houses to Commercial
Property Owner/Developers	<ul style="list-style-type: none"> Coffee Shop/Bakery Restaurants Rooftop Patios 	<ul style="list-style-type: none"> Parking (Offsite) Egress Maintaining Neighborhood feel Zoning Variances 	<ul style="list-style-type: none"> Parcel Swaps/Assemblages Outdoor Gathering Spaces Balance of "quirky" and "modern" Commercial spaces

2.3. Website Comments

Online input was gathered through a comment box embedded in the project website. The comment box allowed users to easily share ideas or ask questions and asked for their names and contact information. Questions were checked weekly, and a response was sent to all submittals. Over 80 submissions were received.

Several themes emerged from the online input:

- Shops and restaurants should be accessible by **walking or biking**
- **Greenspace and amenities** are important such as passive park space and benches
- Community gathering spots are desired
- Desire for development to be **family-friendly**
- Development must be respectful to **nearby homeowners**
- Architecture and landscaping should be aesthetically appealing
- Parking will be a challenge!

Comment form from project website:

SHARE IDEAS + ASK QUESTIONS

First Name	Last Name
Email	Phone
Type your message here...	
<input type="submit" value="Submit"/>	

The overall takeaway from the online input is that the community would like development to serve the local community rather than serve a greater market, which would draw a greater level of traffic. Several ideas were suggested for commercial development, including a restaurant with a patio, coffee shop, beer garden, bakery, and an ice cream shop.

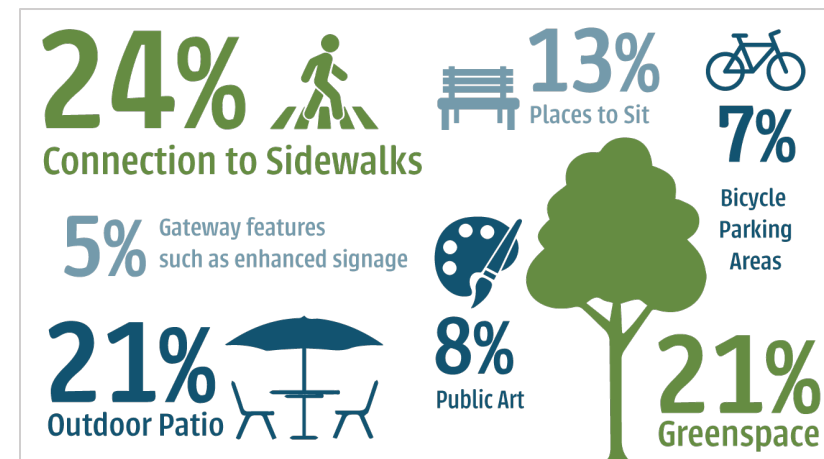
2.4. Meeting Series #1 Overview + Results

The first public meeting series consisted of a virtual meeting followed by a 10-day online input window. The latter allowed community members who were unable to attend the live virtual meeting to view the meeting recording and provide feedback by completing two input surveys that mirrored the live meeting input opportunities.

Meeting Series #1 Goal: Clarify the community’s vision for the neighborhood commercial center at Windsor-Osborne.

A brief PowerPoint presentation gave an overview of the project, study area, and vision/ideas gathered from the stakeholder interviewees as well as a brief snapshot of the study area’s commercial viability. The planning team collected input on community participants’ visions and goals for the study area using a polling tool.

Figure 11. Visioning Activity Findings



A second input activity gathered participants' feedback on what tradeoffs, if any, the community would be willing to accept to accommodate the development vision for the area. Four main topics were covered: study area expansion, parking, housing, and placemaking. Predeveloped questions and illustrations were used to elicit the participants' opinions of different planning options and solutions.

Figure 12. Tradeoffs Activity Findings



2.5. Meeting Series #2 Overview + Results

The second public meeting series also consisted of a virtual meeting followed by a 10-day online input window. The latter allowed community members who were unable to attend the live virtual meeting to view the meeting recording and provide feedback by completing two input surveys that mirrored the live meeting input opportunities.

Meeting Series #2 Goal: Achieve consensus on the best balance of commercial use, density, and parking for the neighborhood.

Meeting Series #2 centered on gathering input on drafting guiding principles and two draft concepts, detailed in Section 3 below.



3 Concepts

Development Concept

Using input from Public Meeting Series 1, stakeholder interviews, and online comments, the planning team developed a list of potential guiding principles and two draft concepts for comment at Meeting Series 2.

3.1 Guiding Principles

The planning team gauged support for the following list of guiding principles. The first four received an overwhelming level of agreement from participants, and moved on to serve as the guiding principles for the final concept.

Table 2. Guiding Principles Support

% Agreed	Guiding Principles
90% +	Respect neighborhood scale and character
	Improve safety and connectivity for pedestrians
	Minimize parking impacts on the neighborhood
	Facilitate collaboration across property owners
75-90%	Further a unique sense of place
	Maximize green space and tree preservation
	Balance neighborhood vision with property owner goals and development rights
	Further a unique sense of place
60%-75%	Cultivate space for neighborhood-serving small businesses
	Encourage outdoor gathering spaces
	Minimize additional residential uses

3.2 Initial Draft Concepts

The other major input item at Public Meeting Series 2 was two draft concepts. These two concepts used the initial list of guiding principles as a jumping-off point, but illustrated alternatives for the following site elements:

- Amount of neighborhood commercial
- Types of low-intensity residential
- Greenspace/semi-public gathering spaces

Concept 1

Presented on page 25, Concept 1 represents a modest level of neighborhood-scaled development, with an emphasis on open space.

Concept 2

Presented on page 28, Concept 2 increases the intensity of commercial uses at the corner of Windsor Parkway and Osborne Road. It does not show a linear park or townhomes, and it favors single-family homes in a variety of sizes.

Figure 13. Concept 1



Table 3. Concept 1 Components



Major Features	Character Images	Feedback
<p>Commercial Development</p> <ul style="list-style-type: none"> • Current Avellino’s Pizzeria/Pro Cleaners building stays as is (3,000 square feet/SF) • Two new neighborhood-scaled commercial buildings (approximately 3,500 and 3,000 SF) • Emphasis on large, outdoor seating areas 		<p>Likes:</p> <ul style="list-style-type: none"> • Appropriate to neighborhood scale <p>Neutral/Mixed:</p> <ul style="list-style-type: none"> • Some community members wanted to see more commercial development <p>Dislikes:</p> <ul style="list-style-type: none"> • None
<p>Residential Development</p> <ul style="list-style-type: none"> • New triplex/townhomes east of roundabout on Windsor Parkway • New single-family home on Wimberly Road 		<p>Likes:</p> <ul style="list-style-type: none"> • Single-family home <p>Neutral/Mixed:</p> <ul style="list-style-type: none"> • Townhomes are OK to some participants, others prefer single-family <p>Dislikes:</p> <ul style="list-style-type: none"> • Concern over there being enough parking

Table 3. Concept 1 Components (Continued)

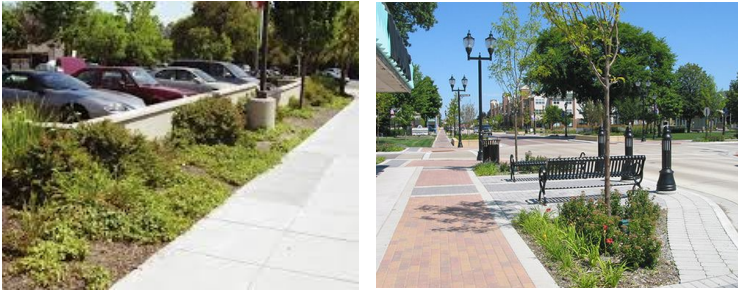

Major Features	Character Images	Feedback
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Transportation</p> <ul style="list-style-type: none"> • 76 shared parking spaces • 1,500 estimated daily car trips • Sidewalks/enhanced streetscape 		<p>Likes:</p> <ul style="list-style-type: none"> • Shared on-site parking • Enhanced streetscape and landscaping <p>Neutral/Mixed:</p> <ul style="list-style-type: none"> • Concern over there being enough parking
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Open Space/ Character</p> <ul style="list-style-type: none"> • 10-foot, densely planted buffer between commercial and residential area • Linear park connecting Victoria Street to commercial area • Beer garden-type space on northeast corner 		<p>Likes:</p> <ul style="list-style-type: none"> • Dense buffer <p>Neutral/Mixed:</p> <ul style="list-style-type: none"> • Concern over beer garden and close proximity to residential area • 10-foot buffer is not ideal but OK <p>Dislikes:</p> <ul style="list-style-type: none"> • Linear Park

Table 3. Concept 1 Components (Continued)

Figure 14. Concept 2



Table 4. Concept 2 Components



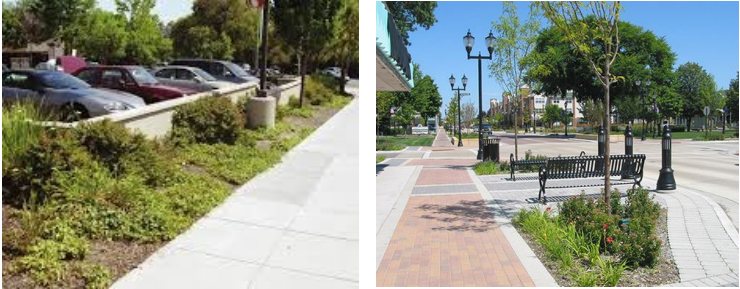

Major Features		Character Images	Feedback
Commercial Development	<ul style="list-style-type: none"> • Current Avellino’s Pizzeria/Pro Cleaners building is expanded to a second floor with a rooftop deck (approximately 5,000 SF) • Three new neighborhood-scaled commercial buildings (ranging from 2,200 to 3,000 SF) 		<p><i>Neutral/Mixed:</i></p> <ul style="list-style-type: none"> • Feedback was mixed on the additional commercial space
Residential Development	<ul style="list-style-type: none"> • Single-family homes on Windsor Parkway • Three cottage court-style homes on Wimberly 		<p><i>Likes:</i></p> <ul style="list-style-type: none"> • Single-family homes <p><i>Neutral/Mixed:</i></p> <ul style="list-style-type: none"> • Mixed support for cottage courts; some liked the concept but not necessarily in this location

Table 4. Concept 2 Components (Continued)

Major Features	Character Images	Feedback
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Transportation</p> <ul style="list-style-type: none"> • 75 parking spaces • 1,900 estimated daily car trips • Sidewalks/enhanced streetscape 		<p>Likes:</p> <ul style="list-style-type: none"> • Sidewalks/enhanced streetscape <p>Dislikes:</p> <ul style="list-style-type: none"> • Less parking per square foot of retail than Concept 1 • Concern about traffic from higher number of trips
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Open Space/ Character</p> <ul style="list-style-type: none"> • 15-foot, densely planted buffer between commercial and residential area • Outdoor dining areas/gathering spaces associated with businesses 		<p>Likes:</p> <ul style="list-style-type: none"> • Wider buffer than Concept 1 • Patio Space <p>Neutral/Mixed:</p> <ul style="list-style-type: none"> • Cottage courtyard space

Side-by-Side

The two concepts primarily differ in the amount of commercial space, the ratio of parking to commercial square feet, and the width of the buffer between the commercial parcels and adjacent single family. Table 5 shows the two side-by-side for a quick comparison.

Table 5. Comparing the Two Concepts

	Concept 1	Concept 2
Development Trade-Off	Maximizes on-site parking over additional commercial uses and wider buffer	Maximizes commercial space and wider buffer over on-site parking
Commercial Space (sf)	9,500	13,200
Number of Parking Spaces	76	75
Estimated Daily Trips	1,500	1,900
Residential Types	Triplex, Single-Family: 4 Units	Cottage Court, Single Family: 6 Units
Gathering Space	New Linear Park, restaurant patios	Small restaurant patios and rooftop deck

3.3 Final Concept

Shown on the following pages, the final development concept is a mixture of the most supported components from both draft Concept 1 and 2. It focuses on low-intensity, modest-scaled commercial development that balances the desire for more neighborhood-serving businesses with minimizing impacts of parking and additional vehicle trips. Key features include:

Commercial Development

- Small addition (500 SF)/renovation of current Avellino's Pizzeria/Pro Cleaners building (3,000 SF) to include dedicated patio space
- Next to Avellino's Pizzeria/Pro Cleaners, a new 3,000-SF neighborhood commercial building on the northwest corner of the intersection with two potential outdoor spaces: a patio fronting Windsor Parkway and a more secluded courtyard area
- A new 3,000-SF neighborhood commercial building at the northeast corner of the intersection with a prominent front patio and green space

Residential Development

- 5 townhomes fronting Windsor Parkway
- 1 single-family residence on Wimberly Road

Transportation

- 73 on-site, shared parking spaces
- 1,500 estimated trips per day or fewer, depending on business types
- Driveway access is sited as far from the roundabout as possible, and designed to accommodate flow between both the northeast and the northwest corners
- Enhanced sidewalks and streetscape

Open Space + Character

- 10-foot wide, densely vegetated buffer between commercial area and adjacent single-family homes
- Preservation of mature trees where possible
- Series of outdoor eating spaces/patios for restaurants and green space with atmospheric lighting
- Public art opportunities for installations, murals, historic markers, and unique plantings

Why Townhomes?

Although townhomes were not the type of residential development most favored by the community, the final concept shows five of them on Windsor Parkway. There are two main reasons for this:

1. Balancing Property Value

These parcels are part of a five-parcel assembly by a single owner; one of those parcels is needed to make the parking and circulation work for the neighborhood commercial area. A parking lot is not the most valuable use of this land, and this "loss" needs to be offset by allowing additional residential units on the remaining lots.

2. Safety for Cars and Pedestrians

A second benefit is reducing the number of driveways that are directly on Windsor Parkway, particularly near the roundabout. This is a concern both in terms of vehicular safety, and reducing the number of potential conflicts between pedestrians and cars turning in and out of driveways. An advantage of townhomes is that they can be served by a single access drive that lead to garages in the rear, reducing potential safety conflicts.

Figure 15. Final Concept – Commercial and Residential Development Components



Figure 16. Final Concept – Transportation and Open Space Components



Figure 17. Final Concept – Aerial View



Figure 18. Final Concept – Streetview





4 Implementation

Implementation

Although all 14 parcels at Windsor-Osborne are privately owned, there are opportunities for the City of Brookhaven to facilitate their development in line with the final concept. The primary implementation tools at the City’s disposal are zoning, facilitating transfer of property ownership, supporting shared parking agreements, and direct public investments in infrastructure and placemaking.

4.1 Zoning Recommendations

To implement the development concept, some zoning and land use policy adjustments are required. The following rezoning approvals are recommended:

1. Support rezoning of C-1 lots on Victoria St. to RS-50 to allow for single-family homes. RS-50 allows for Single-Dwelling Detached (6,000 sq. ft.), which is consistent with surrounding zoning in the neighborhood (lot sizes are too small for RS-60 or RS-75)
2. Support rezoning of RS-75 and C-1 lots along Windsor Pkwy to R3 to allow for townhomes, as shown on development concept. R3 is intended to accommodate two-flats and three-flats (“duplexes” & “triplexes”). This rezoning should be conditional on townhome units being rear loaded and accessed by a single driveway. Depending on how the transfer of ownership (see Table 6 below) is conducted, the use of Parcel J for parking to support the commercial district could also be a condition.
3. Support rezoning of lots along Windsor Parkway and Osborne Road from C-1 to NS (neighborhood shopping). NS is intended to accommodate small- to moderate-scale retail and service uses that serve surrounding neighborhoods.

Figure 19. Existing Zoning

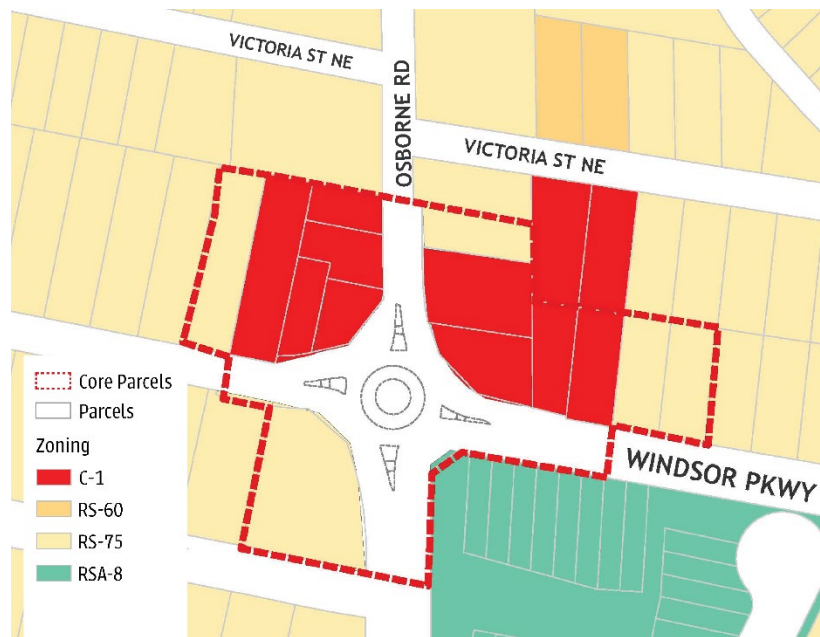
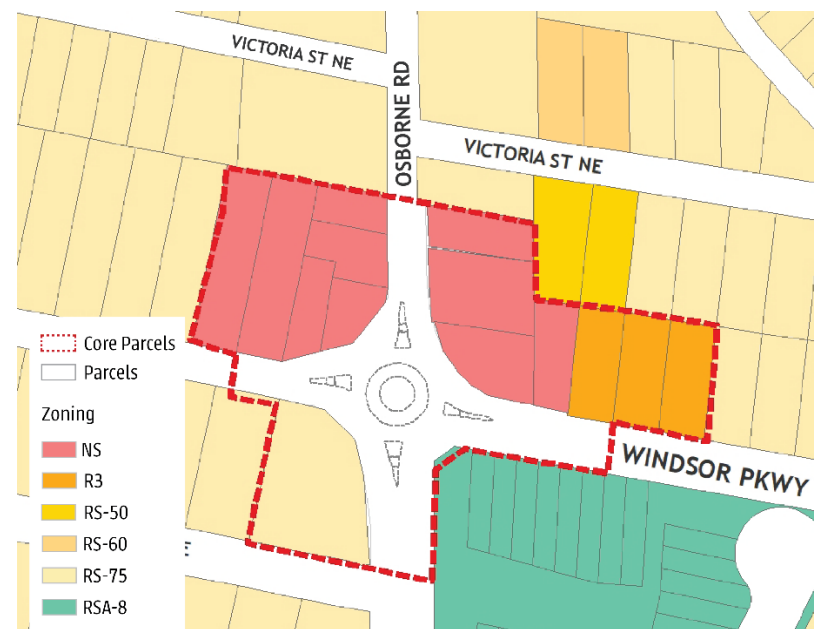


Figure 20. Proposed Zoning



Transition Buffer Variance Allowance

A reduction in the transition buffer for commercial parcels on Windsor Parkway will be necessary to meet required off-street parking. The community has indicated support for reduced buffers in lieu of reduced parking. A reduction from 25 feet to 10 feet between neighborhood shopping and surrounding residential is generally supported by the community. This variance should only be granted on two conditions: that the parcels in question have rezoned to NS, and that a shared parking agreement is in place (see below).

Comprehensive Plan Alignment

With its next update, the City of Brookhaven’s Comprehensive Plan should directly reference the Windsor-Osborne SAP and clearly demark the planning area in the plan’s formal documentation to help ensure that future rezoning decisions reflect the community’s vision. While the overall vision in the Comprehensive Plan is generally consistent with the SAP, this document provides more nuanced detail to help guide the City of Brookhaven planning staff, Planning Commission, and City Council.

4.2 Real Estate Strategy + Recommendations

In addition to zoning changes, there are two other ways in which the City of Brookhaven can work directly with the property owners to help achieve the development concept. The first is to help facilitate a process for shared parking across the many parcels. The second is to help facilitate the sale of 1352 Windsor Parkway so that it can provide additional parking to support the broader development. The City has a variety of tools at its disposal to encourage these actions, with a range of City involvement and cost.

Shared Parking

The development concept includes a parking lot that spans parcels owned by two property owners at 3146 Osborne Road (Parcel F in Figure 4) and 1324-28 Windsor Parkway (Parcels A and B). A shared parking agreement between these property owners—as well as the owners of 3153 Osborne Road (Parcel G) and 1348 Windsor Parkway (Parcel I)—can solidify logistics pertaining to parking lot construction, access, and maintenance.

Recommendation: Shared Parking Agreement.

A shared parking agreement is a contractual agreement between the property owners that articulates specific terms that ensure the parking lot feels cohesive, will be properly maintained, and will remain accessible from both Osborne Road and Windsor Parkway for the foreseeable future. The opportunity exists for the City of Brookhaven to help facilitate and broker such a parking agreement, reducing some risks and expense for the property owners. As part of this process the City could help ensure that all parking spaces remain unrestricted and continue to serve each of the businesses located at Windsor-Osborne.

Alternative: Parking Management District.

An alternative approach would be for the City of Brookhaven to develop a parking management district for the commercial properties in the study area. Here the City would charge a fee to the property owners and would be responsible for parking lot operations and upkeep. All uses in the district would have access to all of the parking spaces at any given time.

City Role.

The city should have one-on-one conversations with the property owners about their parking needs and objectives and also encourage the owners of the sites in question to talk as well. The variance for the buffer for these parcels should be contingent on an executed shared parking agreement.

Transfer of Ownership

The development concept calls for a parking lot at 1352 Windsor Parkway (Parcel J) to serve the adjacent commercial spaces along Osborne Road, owned by a different owner. A direct sale is contingent on the owner and seller agreeing on a sales price. The City can help incentivize the sale by providing new zoning or zoning variances that create significant value for the other parcels owned by each owner, such as increased density and decreased setbacks, as well as guaranteeing the approval of a conforming development proposal. These development incentives would be contingent on a Letter of Agreement (LOA) between owners to sell the parcel at an agreed-upon price.

There are other options that involve the City purchasing the parcel directly. The City should have an appraisal conducted to assess the individual and collective market value for the five parcels from 1352-1364 Windsor Parkway (Parcels J, K, L, and M), especially as real estate values are changing rapidly in the neighborhood. This will help inform City decision-making and vet owner receptivity in completing a purchase.

There are three primary ways in which the City can facilitate the transfer of 1352 Windsor Pkwy. The first option below is the preferred option as it is more streamlined and requires fewer resources from the City.

Table 6. Transfer of Ownership Options

	City Options to Encourage Transfer of Ownership of 1352 Windsor Pkwy	Relative Cost to the City	City Capacity	Advantages	Disadvantages
1	Direct Sale of 1352 Windsor Parkway. City incentivizes the sale of 1352 Windsor Parkway to the owner of 3153 Osborne Road and 1348 Windsor Parkway via zoning and variance incentives.	None	Low	Lowest cost and lightest lift for City.	Requires the two owners to agree on a price, which is not guaranteed.
2	City Purchases and Re-Sells 1352 Windsor Parkway. City purchases 1352 Windsor Parkway and re-sells the parcel to the owner of 3153 Osborne Road/1348 Windsor Parkway.	Moderate	High	Transaction is possible even if owners cannot agree on price (City pays the difference).	Unclear whether owner is willing to disassemble its parcels.
3	City Purchases and Re-Sells 1352-64 Windsor. City purchases the five parcels spanning 1352-1364 Windsor Parkway and sells 1352 Windsor Parkway to the adjacent owner, and sells the remaining residentially-zoned parcels via a public bid or RFP process.	High (relative to the other scenarios)	Very High	Allows greater City influence on what is built at 1354-64 Windsor Parkway.	Highest cost, level of City involvement, and risk.

4.3 Transportation Recommendations

Parking

The development concept exceeds the number of required parking spaces by zoning for commercial uses. If shared parking agreements can be put in place, the amount of on-site parking should be adequate to accommodate demand at the neighborhood commercial center without significant overflow onto local streets. Additionally, proposed pedestrian improvements are intended to encourage residents from the neighborhood to walk to the center, rather than drive.

Should parking for the development begin to occur on nearby residential streets, the City has the option to install “No Parking” signs along Victoria Street and ticket offenders.

Parking demand can be further managed by controls over the type of businesses operating at the neighborhood center. The City may consider stipulating that no more than two businesses at Windsor-Osborne can share the same peak hours—for example, if all three buildings house restaurants at least one should primarily operate as a daytime establishment focusing on breakfast, lunch, and coffee rather than all three being dinner establishments.

Traffic

With the completion of the roundabout, no significant roadway improvements are recommended. The roundabout was designed to accommodate higher traffic volumes than are currently present, and is expected to manage the estimated 1,500 daily trips generated by the proposed development concept.

Additionally, driveway access to the development is located at the furthest possible points from the roundabout. On the northeast corner, the driveway access from Windsor Parkway is recommended to be right-in, right-out due to its proximity to the roundabout.

Some Lynwood Park neighbors have expressed concern about spillover traffic from the development using neighborhood streets. From the perspective of anticipated travel patterns this is unlikely to cause a major uptick on trips on local neighborhood streets.

A Roundabout



Pedestrian + Bicyclists

One of the key goals of the development concept is to create a place that is safe and welcoming to pedestrians and bicyclists. The roundabout design included sidewalks directly around it, as well as crosswalks and pedestrian islands; the development concept recommends that these facilities are further expanded and enhanced.

Specifically, pedestrian and bicycle recommendations include:

- Extending sidewalks on the north side of Windsor Parkway
- Creating a unique crosswalk treatment at the crossing on the north side of Osborne Road, which is anticipated to have the highest amount of pedestrian use
- Adding rectangular rapid flashing beacons (RRFBs) at the roundabout crosswalks to further alert drivers to the presence of pedestrians

Creative Crosswalk Paint



Long-Term Traffic Calming

The current speeds on Windsor Parkway do not suggest a need for traffic calming. However, if crashes occur at the roundabout—particularly involving pedestrians—the City could consider a project that will narrow Windsor Parkway as it approaches the roundabout. This could include removing the existing narrow shoulder entirely, transitioning that space into a green buffer between the sidewalk and the vehicle lanes on the south side to implement the multi-use trail recommendation from the City’s 2016 Bicycle, Pedestrian and Trail Plan.

The development concept does not propose any dedicated bicycle lanes due to the limited right-of-way along Windsor Parkway and Osborne Road, but can accommodate end-of-trip facilities such as bicycle racks.

Long term, the City should continue to improve the sidewalk network along Windsor Parkway on Osborne Road as feasible, following the recommendations from its 2016 Bicycle, Pedestrian and Trail Plan and 2020 Comprehensive Transportation Plan Update recommendations.

4.4 Art + Creative Placemaking

The unique history of Lynwood Park, coupled with the City’s recently adopted Arts and Culture Plan, make Windsor-Osborne ripe for exploring arts and placemaking components. There are two major types to consider: interim art that is temporary and can happen in the very short term, and longer term art and placemaking opportunities that can be folded into the area’s development more permanently.

An Arts + History Partnership

The planning team recommends that the newly minted City Arts and Culture Commission work in partnership with the Lynwood Park Foundation to develop the first piece of art for the study area. This project could take many forms, but its focus should be on highlighting and celebrating the neighborhood’s heritage.

Interim Art and Placemaking

Even if the development process at Windsor-Osborne starts immediately, it will be many months until construction starts. In the interim, there are opportunities for temporary art in Windsor-Osborne’s undeveloped parcels. As temporary initiatives, they are a chance to gauge community comfort and receptivity to public art in this location; if successful, they can lay the foundation for more permanent types of installations.

On the northwest corner, the current vacant building at 3148 Osborne Road (Parcel E) is considered an eyesore by many in the neighborhood. Until it is demolished, this building could be used for a temporary mural. Its short-term nature will likely make this art project an easier “sell” to neighbors who may have concerns about art in this location.

There is no structure on the northeast corner, which is currently vacant green space. This corner could be used for a temporary environmental art concept that is more natural in its character.

Either or both of these arts installations can serve as pilot projects for the temporary art program recommended by the City’s Arts and Culture Strategic Plan.

Outdoor Space with Unique Sense of Place



Art Installations + Placemaking

The Windsor-Osborne concept presents multiple longer term opportunities for arts and placemaking:

- **Crosswalk art:** the crosswalk on Osborne Road north of the roundabout is an opportunity to integrate unique painting and textures. This is the least-trafficked of the four roadway segments in the study area, and is expected to have the highest amount of pedestrian activity. The Arts and Cultural Commission Master Plan work program calls for Art Crosswalk Program, and the pilot project will be at this intersection.
- **Architecture and materials:** with multiple property owners potentially constructing their own buildings, it will be important for architecture and materials to be complementary. This does not mean they have to be identical styles and materials, but the proposed building design and materials should work well together while not creating a homogenous, “anywhere USA” feel.
- **Outdoor seating/open spaces:** the proposed outdoor seating areas are all opportunities to create an inviting sense of place, through attractive furnishings and unique, atmospheric lighting.
- **Streetscape/plant palettes:** a unified streetscape between the three main commercial properties should tie them together, with an agreed-upon palette of hardscape materials, benches, pedestrian-scaled lighting, and a curated palette of plants.
- **Tree preservation:** where possible, mature trees should be protected and integrated into the site design, preferably providing shade to the outdoor seating areas.
- **Murals:** building facades, particularly side facades, are a low-cost opportunity to establish the character of Windsor-Osborne with murals and can easily change over time.
- **Installations:** proposed green spaces can accommodate art installations; interactive art can help encourage people to walk around the development and explore its different spaces.
- **Historic markers:** historic markers have already been identified for placement at Windsor-Osborne. These should be installed within the context of the proposed streetscape, and could be augmented by other art forms that tell the story of historic Lynwood Park.

Streetview Rendering with Art Components



4.5 Recommended Timeline

Implementation of the Windsor-Osborne SAP can start immediately. Following is a high-level timeline of recommended actions; additional actions will be needed beyond this list, and are dependent on how the transfer of ownership evolves, as well as the property owners' collective willingness to collaborate and share resources. Parcel identifiers and owner numbers below can be found in Table 1 and Figure 4.

Late Winter/Spring 2022

- The City should meet with each of the four property owners individually to discuss the development concept
 - In the conversations with Owners 2 and 3, gauge receptivity to interim art installations
 - In the conversation with Owner 4, discuss Transfer of Ownership options, including receptivity to selling parcel J separately
- Facilitate a meeting between Owner 1 and Owner 2 to discuss pursuing the concept in cooperation and openness to shared parking

Spring/Summer 2022

- Begin temporary art installation process with Owner 2 and/or 3, the Arts and Culture Commission, and the Lynwood Park Foundation
- Encourage/facilitate property owners to submit applications together for rezoning to NS
- Add line items in budget for RRFBs at roundabout crosswalks and crosswalk painting/texture improvement on the north roundabout leg at Osborne Road

Fall/Early Winter 2022

- Encourage property owners to jointly submit variance applications to reduce the buffer between commercial and single-family residential to 10 feet and begin development process
- Facilitate meeting between Arts and Culture Commission and property owners to discuss longer range art and placemaking projects

2023

- Install RRFBs and crosswalk treatments
- Pursue longer range planning for improved sidewalks

