City of Lilburn

Comprehensive Plan Amendment + Ordinance Rewrite

Land Use Scenario Workshop

January 27th, 2026

Agenda

- Introduction
- What Have We Been Up To?
- Community Context
- Where Are We Headed?
- **Activity**

Introduction

Project Team Members

City/LCID:

Jenny Simpkins
City Manager

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Planning Manager

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City Planner

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Executive Director, LCID

Consulting Team:

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Principal-in-Charge, TSW

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Coding Expert, TSW

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Community Planner, TSW

Bert Kuyrkendall
Transportation Expert, TSW

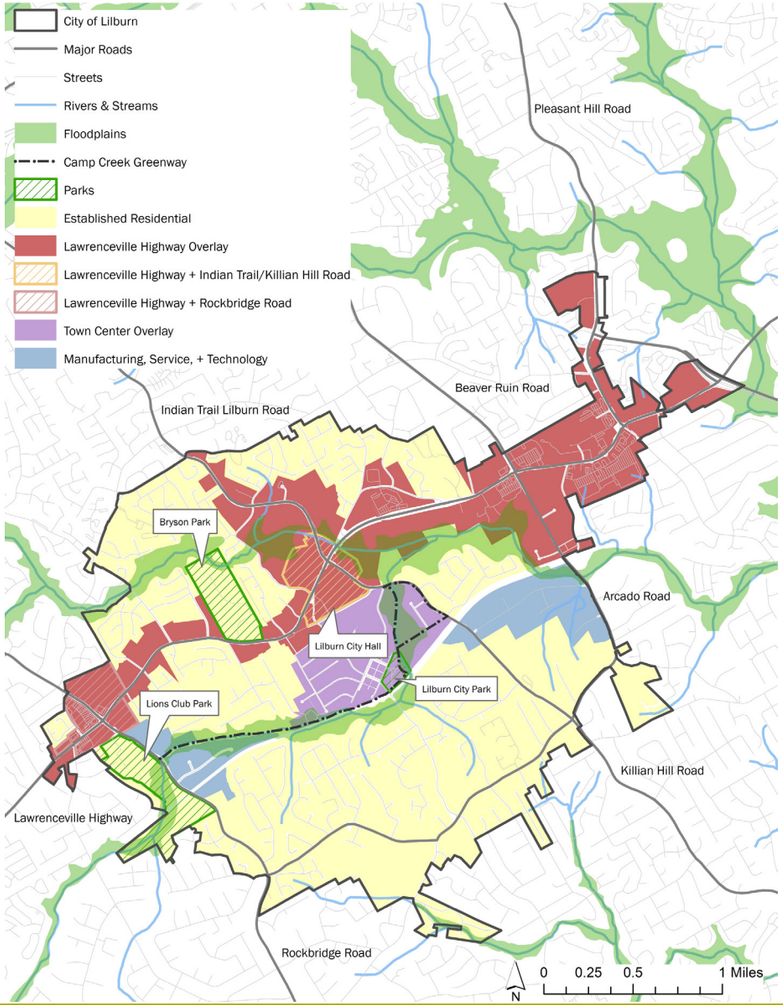
Safae Hammer
Transportation Planner, TSW

Adam Carr
Urban3

Shea Bruer
Urban3

Comprehensive Plan Amendment

Character Area Map

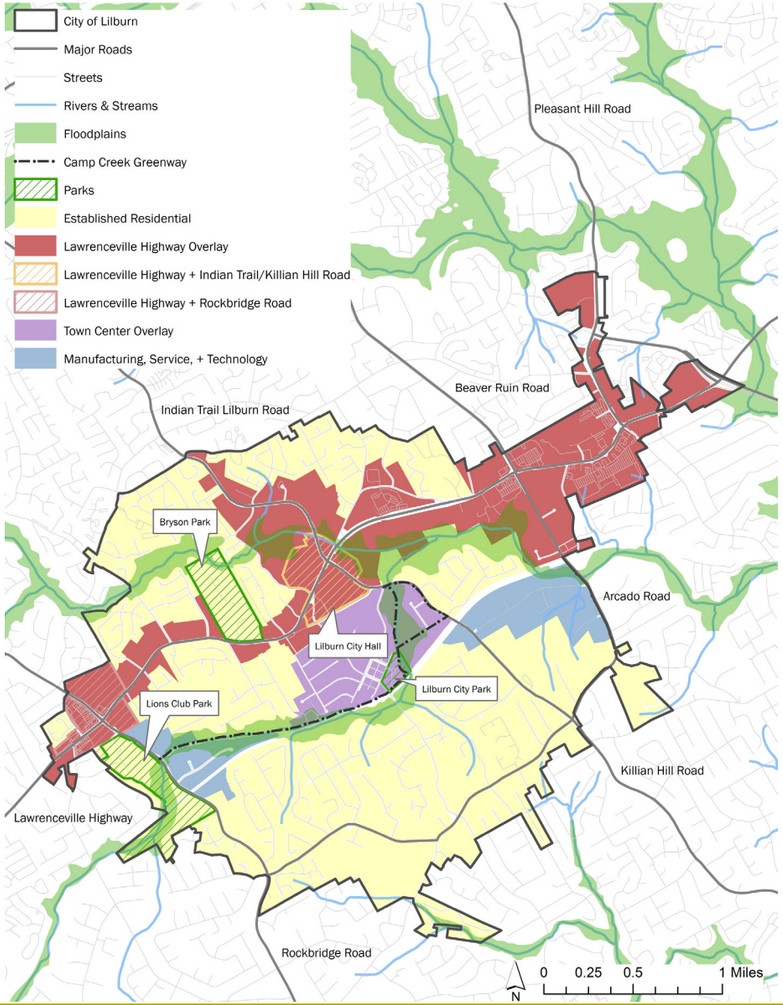


What is a comprehensive plan?

- Guides future land use and development decisions in Lilburn
- Provides direction for related elements (housing, transportation, economic development, etc.)
- Sets long-term vision for the City's future
- Required by the State of Georgia to maintain Qualified Local Government (QLG) status
- Must be updated every 5 years

Comprehensive Plan Amendment

Character Area Map



Why do we need an amendment?

- Lack of consensus on character area map during last update (2024)
- Current plan is using 2019 character area map + policy
- Lilburn is experiencing growth and change: needs a clear and updated vision
- Off-cycle: next one due in 2029
- Provide solid, clear foundation for code updates

Comprehensive Plan Amendment

How is this different?

Scenario Planning

- Test different land use scenarios
- Conduct revenue modeling and tax base analysis: what are the long term impacts of certain development types on tax revenue and the City's finances?

Comprehensive Plan Amendment

How is this different?

Tied to the Code:

- Connects this process to the code update
- Land use approach in the comprehensive plan guides the content of the code
- Streamlined, integrated engagement, preventing engagement fatigue
- Seamless implementation of amended comprehensive plan vision

Remember!

The Comprehensive Plan sets the

Vision + Policy

and

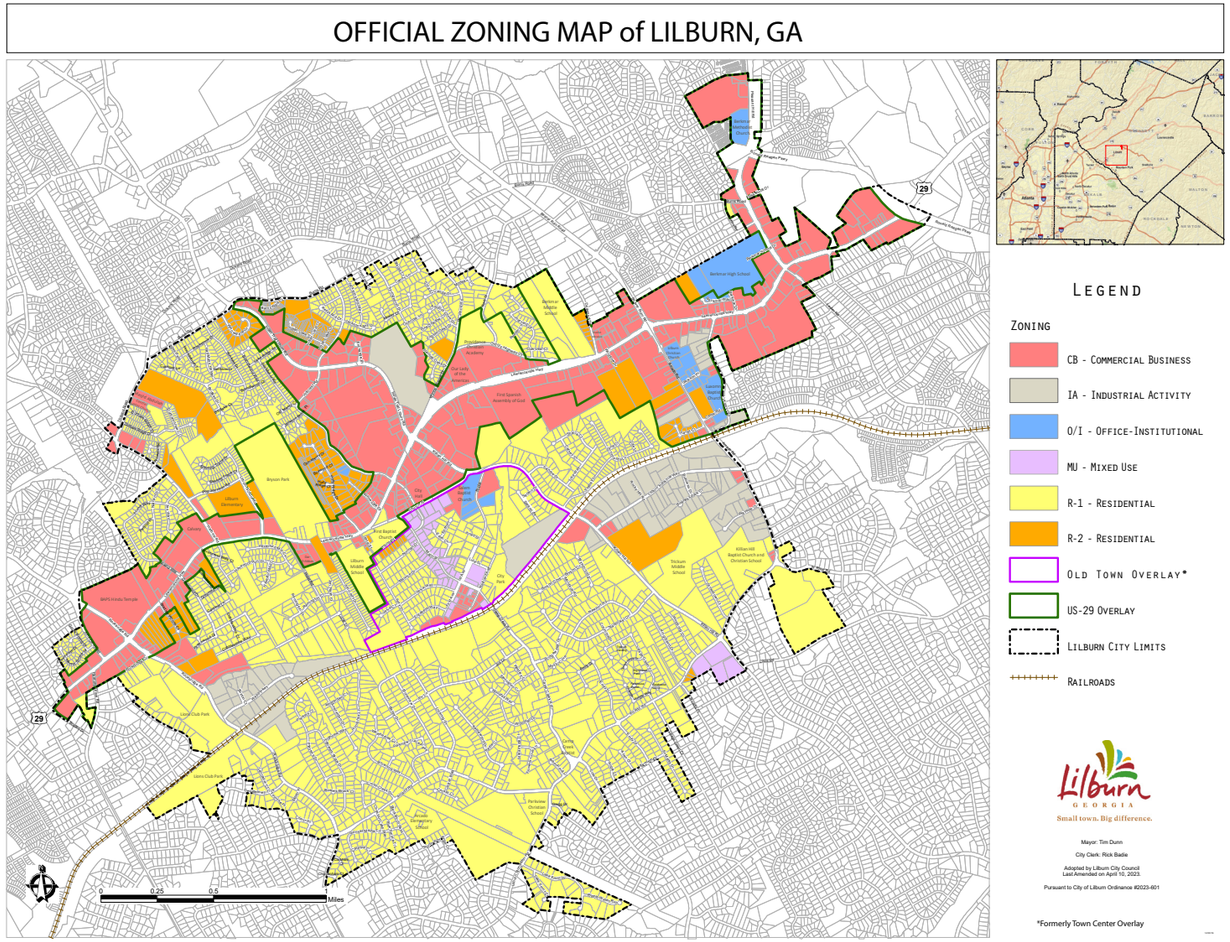
the Code

Implements

Code Update

What does a code update entail?

- The code update will create a Unified Development Ordinance (UDO), where all development-related regulations (zoning, building, subdivision and enironmental) are in one document
- Assessment of current codes: what is working? What is not?



What Have We Been Up To?

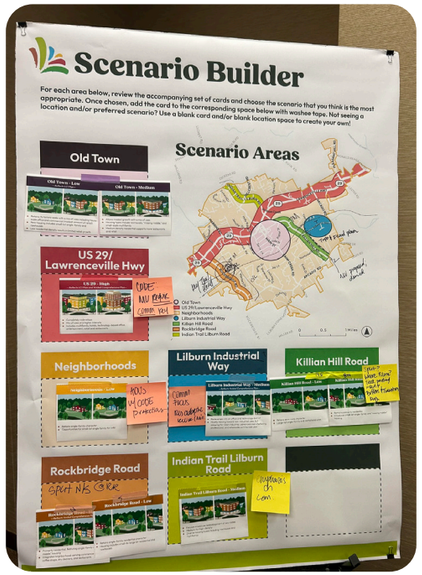
Listening to Stakeholders...

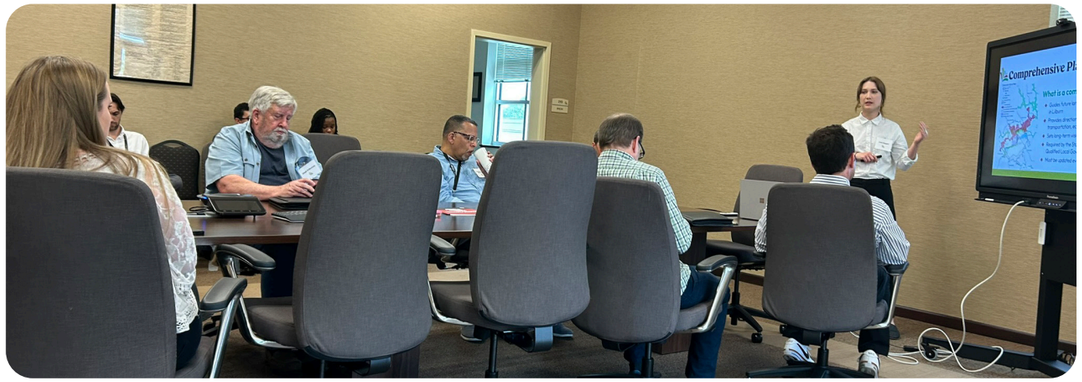
Steering Committee Meeting #1

- Learned about the project
- Reviewed community feedback about density and land use from previous planning
- Built an initial land use scenario

Steering Committee Meeting #2

- Reviewed some existing conditions related to transportation infrastructure
- Reviewed **three** different land use scenarios
- Eliminated **one**!

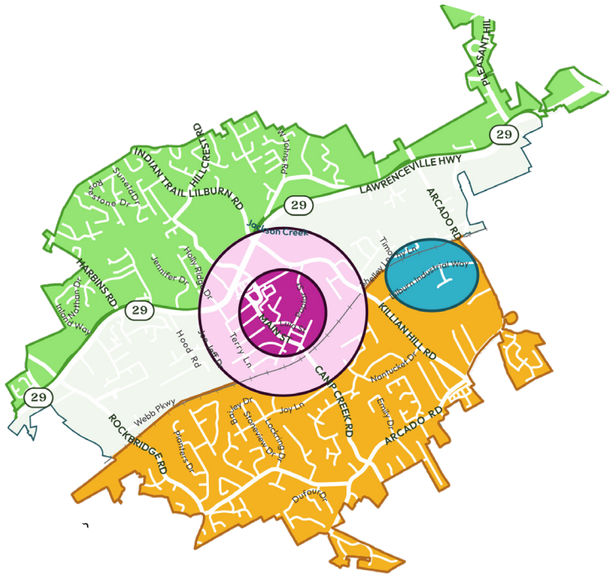




Listening to the Community...

Splash Bash Results

- Popped-up at the Splash Bash in May
- Focused on areas lacking consensus after Steering Committee 1
- Roughly 30 participants
- Most supported higher growth in all areas
- Exception: Southern neighborhoods, where residents favored maintaining low density
- Results finalized the engagement-driven scenario for neighborhoods, Outer Old Town, and Lilburn Industrial Way



SPLASH BASH RESULTS			
Area	Low	Med	High
Northern Neighborhoods	9	6	**10**
Southern Neighborhoods	**13**	9	7
Outer Old Town	6	4	**15**
Lilburn Industrial Way	7	5	**16**

Transportation Infrastructure

Renewed Focus

- Recognized that multi-modal transportation infrastructure needed to play a bigger role
- Added transportation planners to the team
- Conducted some existing conditions
- Drafted a multi-modal concept to inform a future land use scenario
- We will get into this a little bit later…

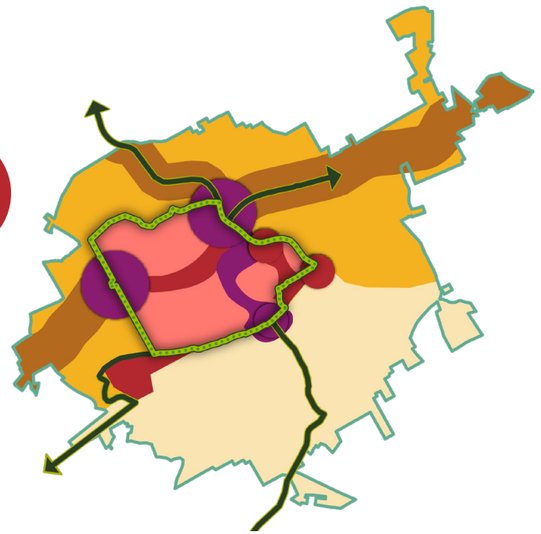
What Have We Been Up To?

Tested Two Land Use Scenarios:

- Conducted revenue modeling and tax base analysis
- Understand what the long term impacts of certain development types on tax revenue and the City's finances
- Make informed decisions on land use policy:

  Does the tax revenue of the anticipated land use mix support additional city services, needed infrastructure, etc.?

1



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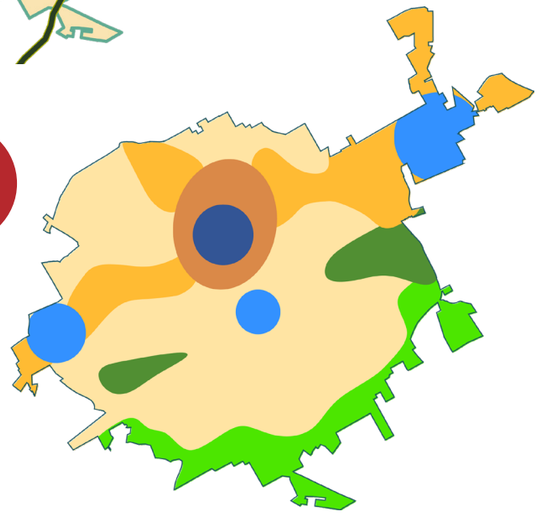
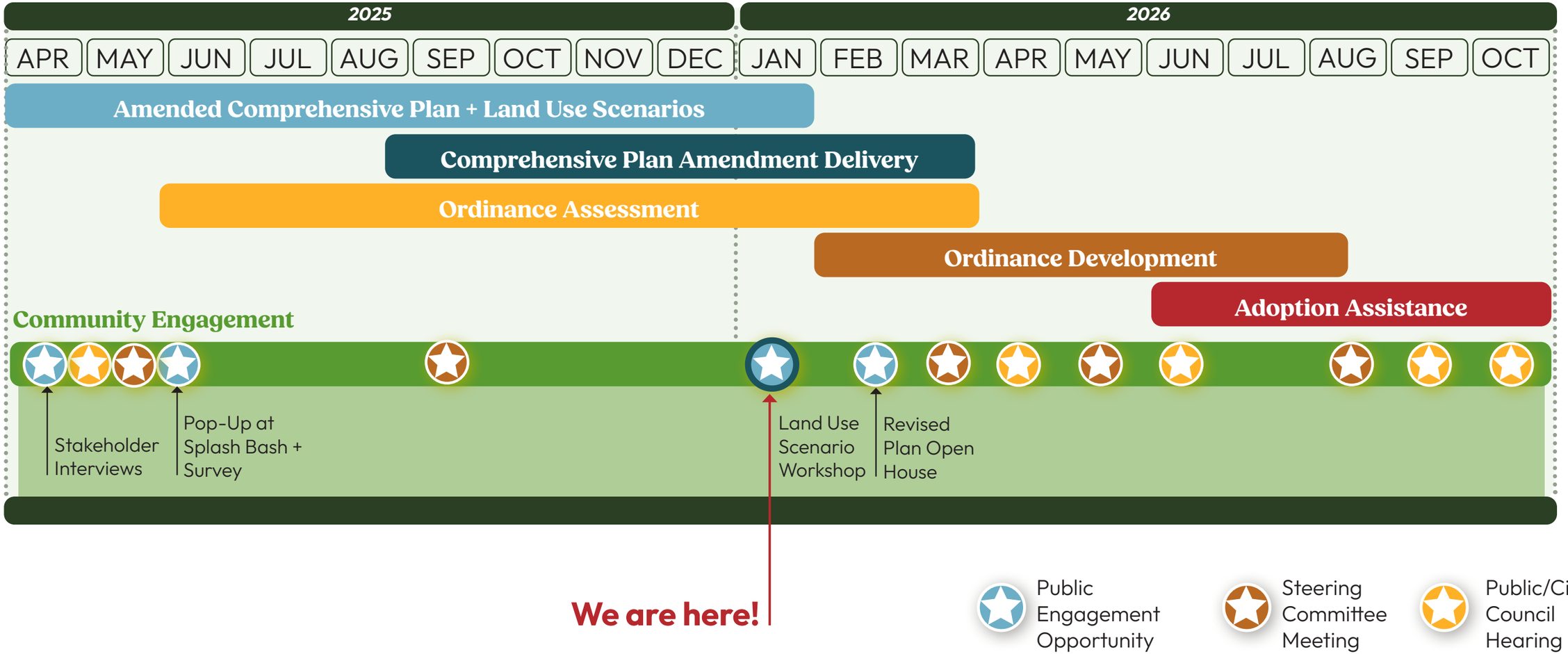


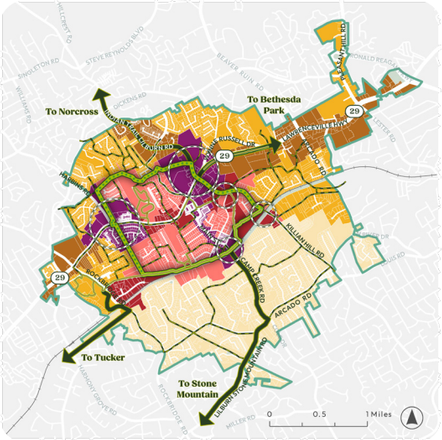
Where Are We Now?



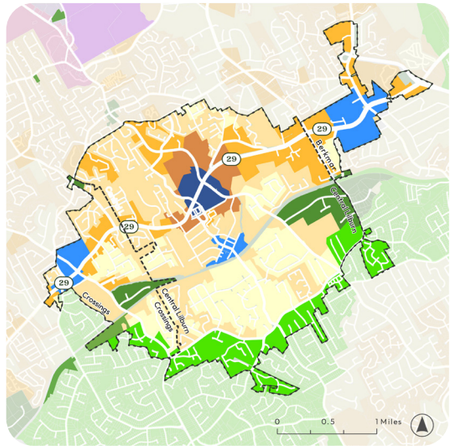
Where Are We Now?

Today's Objective

Review 2 scenarios and help us develop/choose the final scenario!



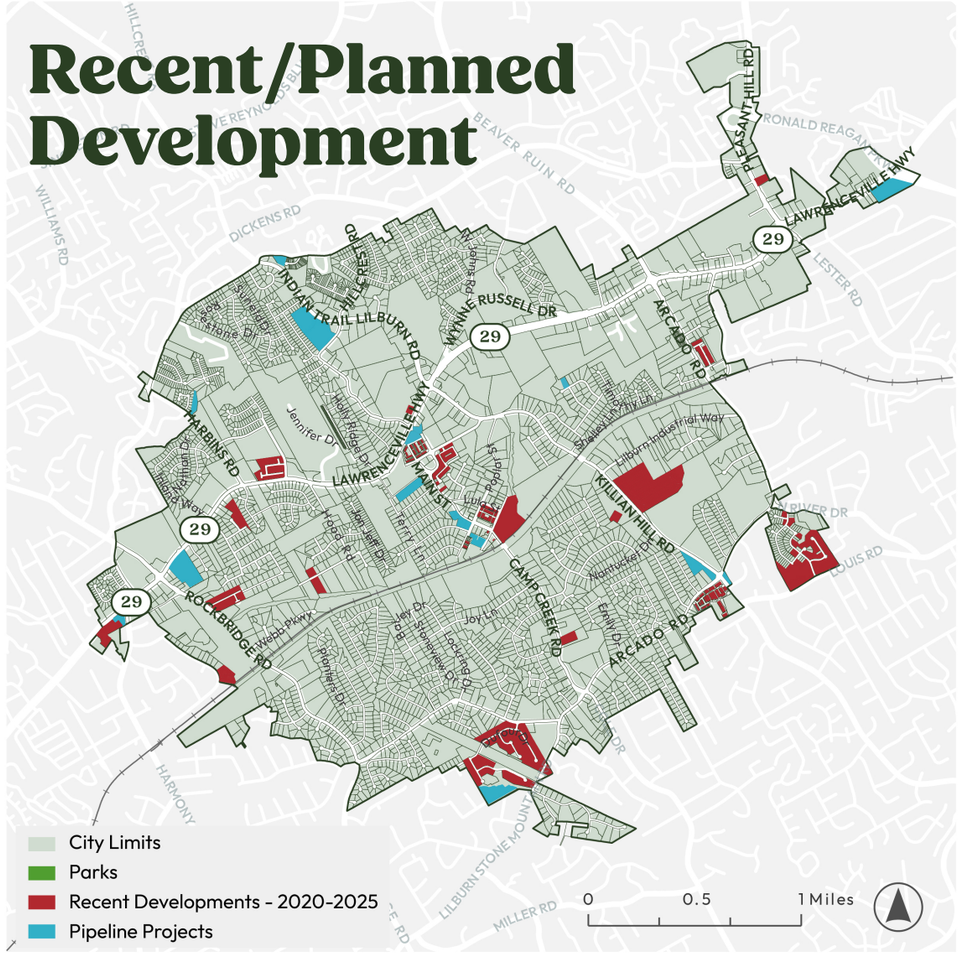
Mobility-Based Scenario



Daily Community Scenario

Community Context

Lilburn is Changing!



Recent/Planned Development

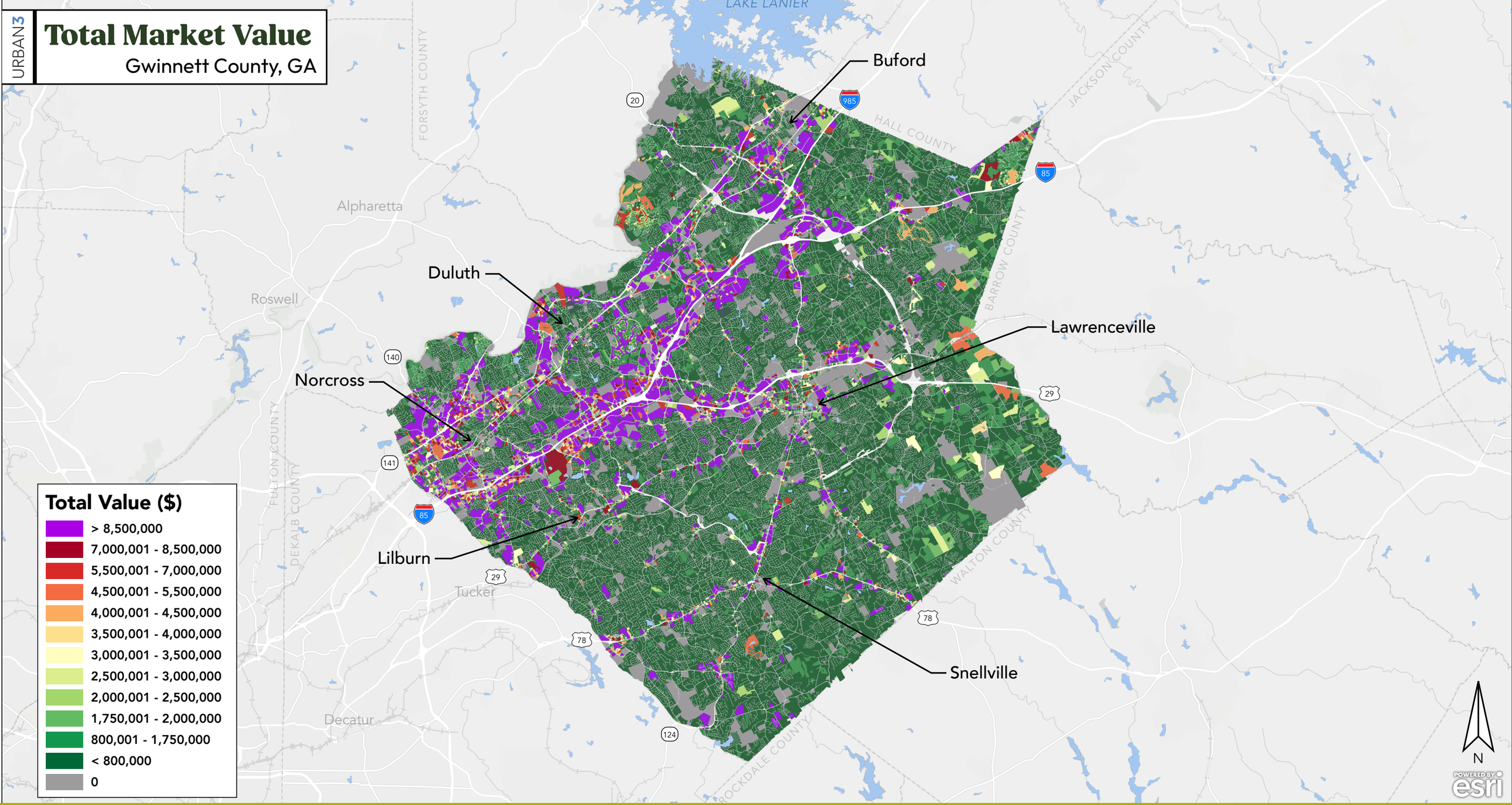
Beyond Look + Feel

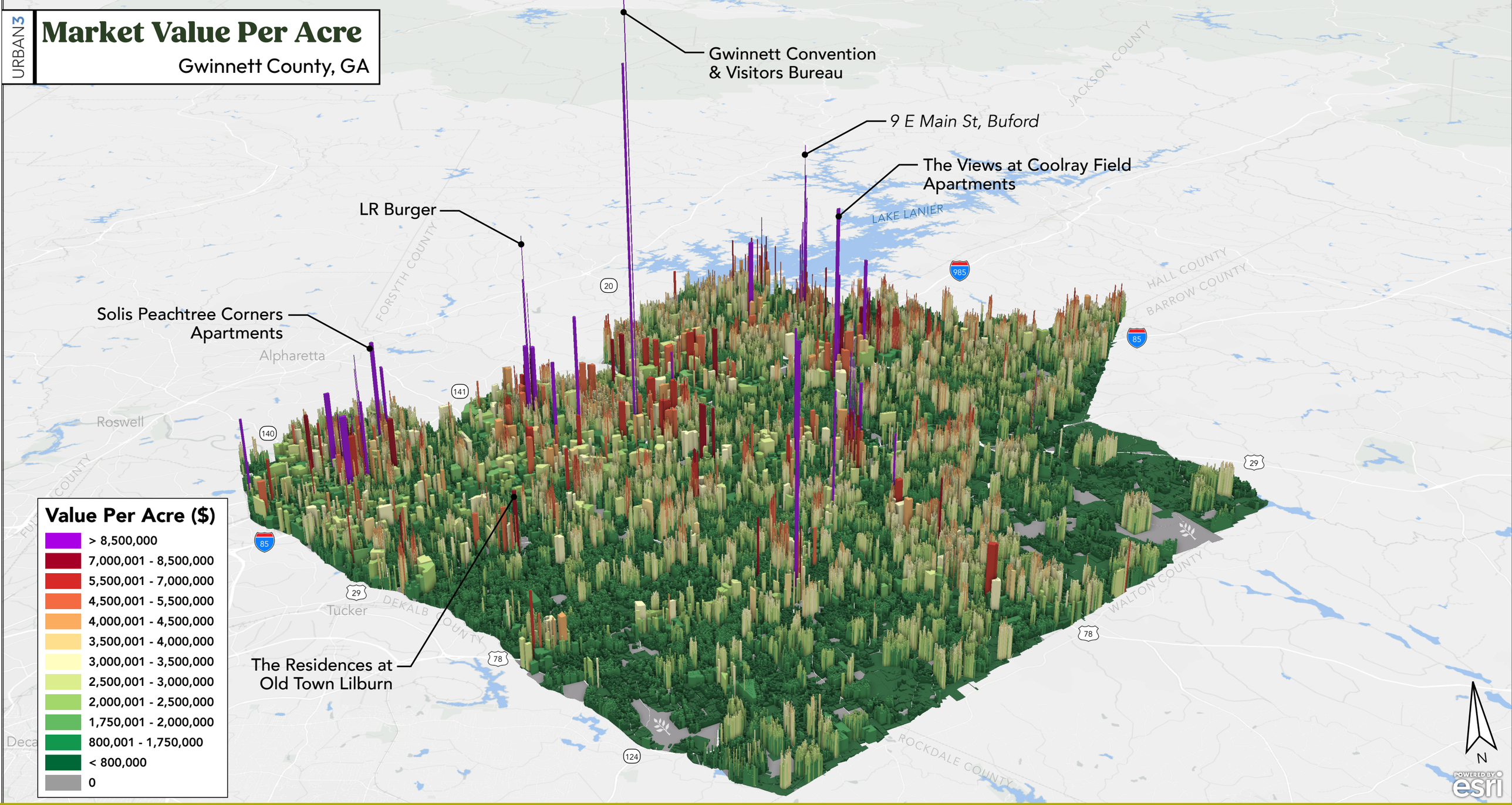
- Different types of development affect the financial wellbeing of our City differently
- The higher the value-added per acre, the more revenue the City gets--which translates into more/better facilities and services
- Let's dive in a little more…

URBAN3

Total Market Value

Gwinnett County, GA




URBAN3
Market Value Per Acre
Gwinnett County, GA
Gwinnett Convention & Visitors Bureau
9 E Main St, Buford
The Views at Coolray Field Apartments
LR Burger
Solis Peachtree Corners Apartments
The Residences at Old Town Lilburn
LAKE LANIER
JACKSON COUNTY
HALL COUNTY
BARROW COUNTY
FORSYTH COUNTY
DEKALB COUNTY
WALTON COUNTY
ROCKDALE COUNTY
Alpharetta
Roswell
Tucker
Value Per Acre ($)
> 8,500,000
7,000,001 - 8,500,000
5,500,001 - 7,000,000
4,500,001 - 5,500,000
4,000,001 - 4,500,000
3,500,001 - 4,000,000
3,000,001 - 3,500,000
2,500,001 - 3,000,000
2,000,001 - 2,500,000
1,750,001 - 2,000,000
800,001 - 1,750,000
< 800,000
0
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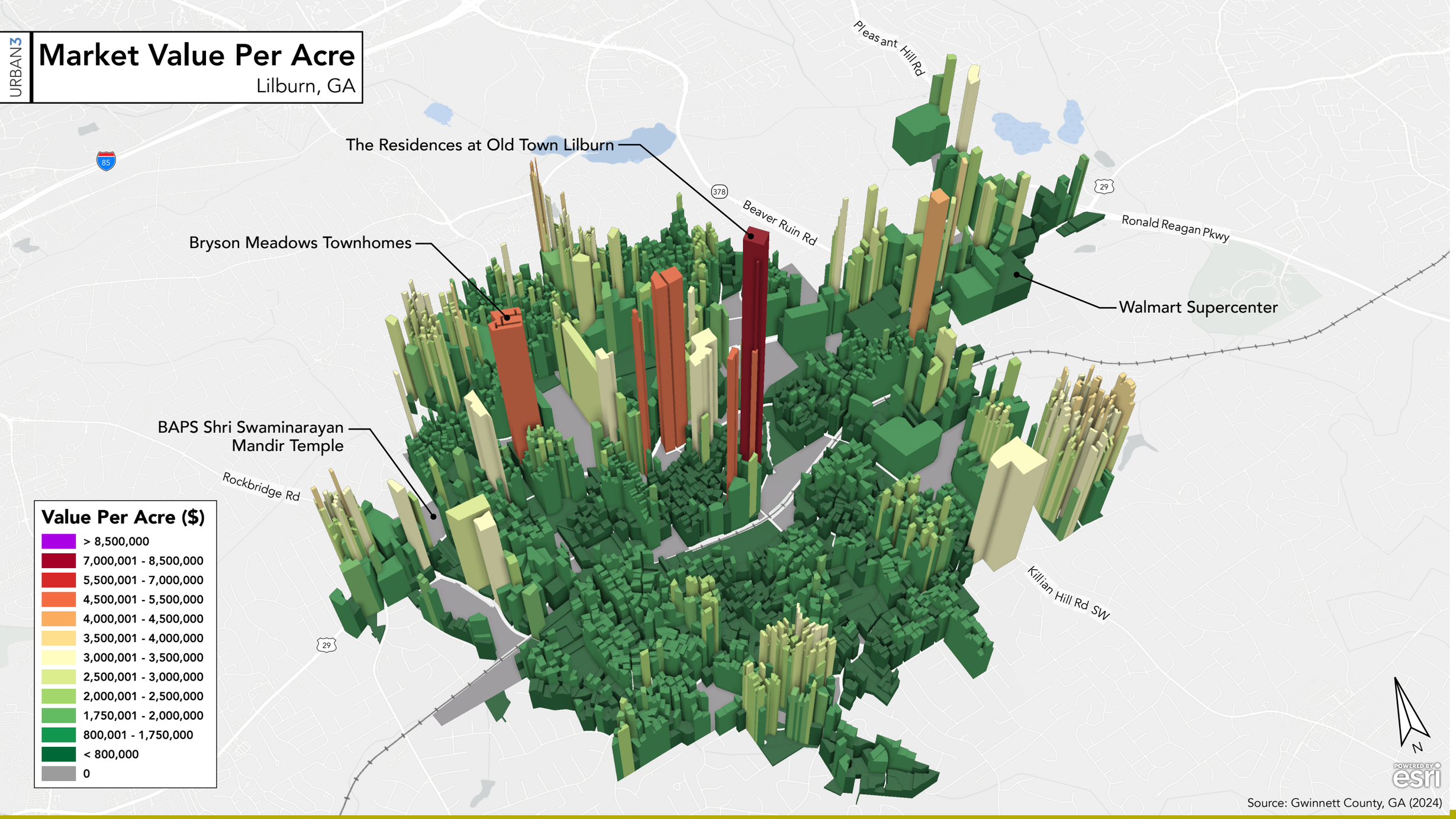
POWERED BY esri

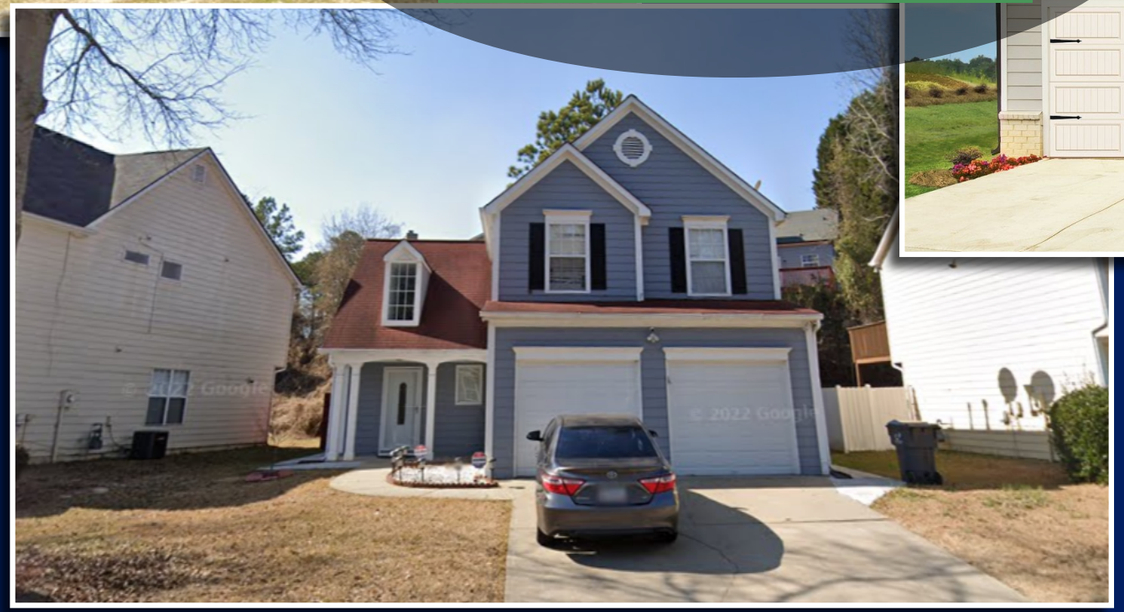


Source: Gwinnett County, GA (2024)

URBAN3

Value Per Acre: Single Family Residential

Lilburn, GA



Average Value:

$0.9M per acre

Walmart Average
$0.6M per acre

Source: Gwinnett County, GA (2024), Google Maps

URBAN3

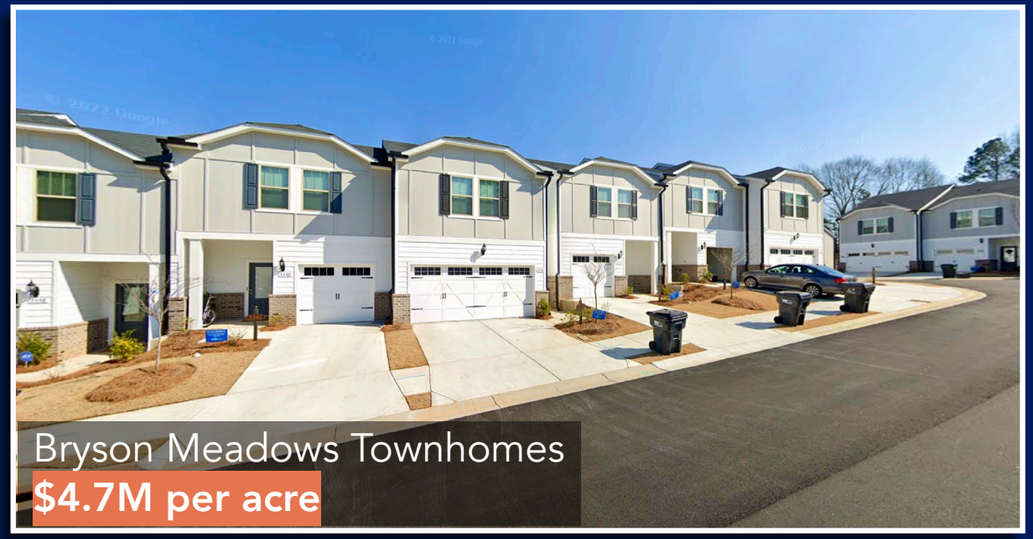
Value Per Acre: Missing Middle Residential

Lilburn, GA

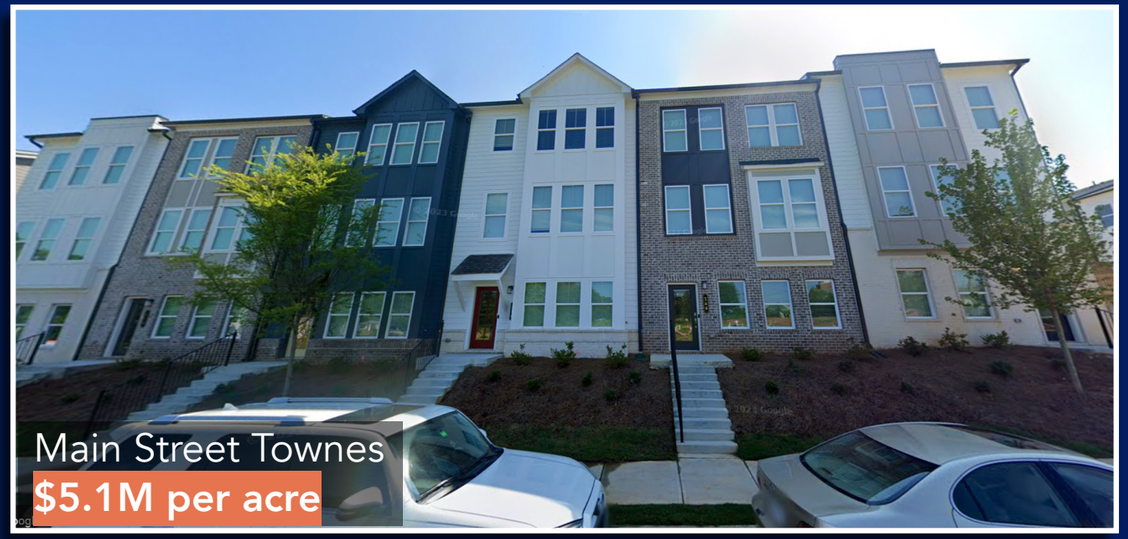
Townhomes (*Berckman Dr*)
$2.5M per acre

Townes at Greenleaf
$2.7M per acre

Duplexes (*Cottages at Noble Village*)
$3.4M per acre



Bryson Meadows Townhomes
$4.7M per acre



Main Street Townes
$5.1M per acre

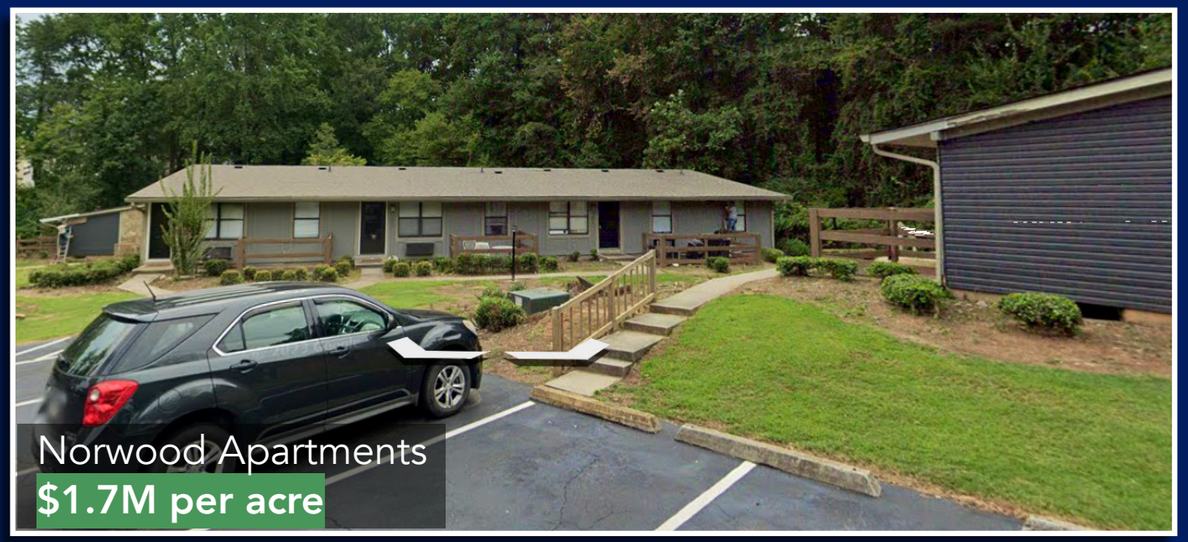
Walmart Average
$0.6M per acre

Source: Gwinnett County, GA (2024), Google Maps

URBAN3

Value Per Acre: Multifamily Residential

Lilburn, GA



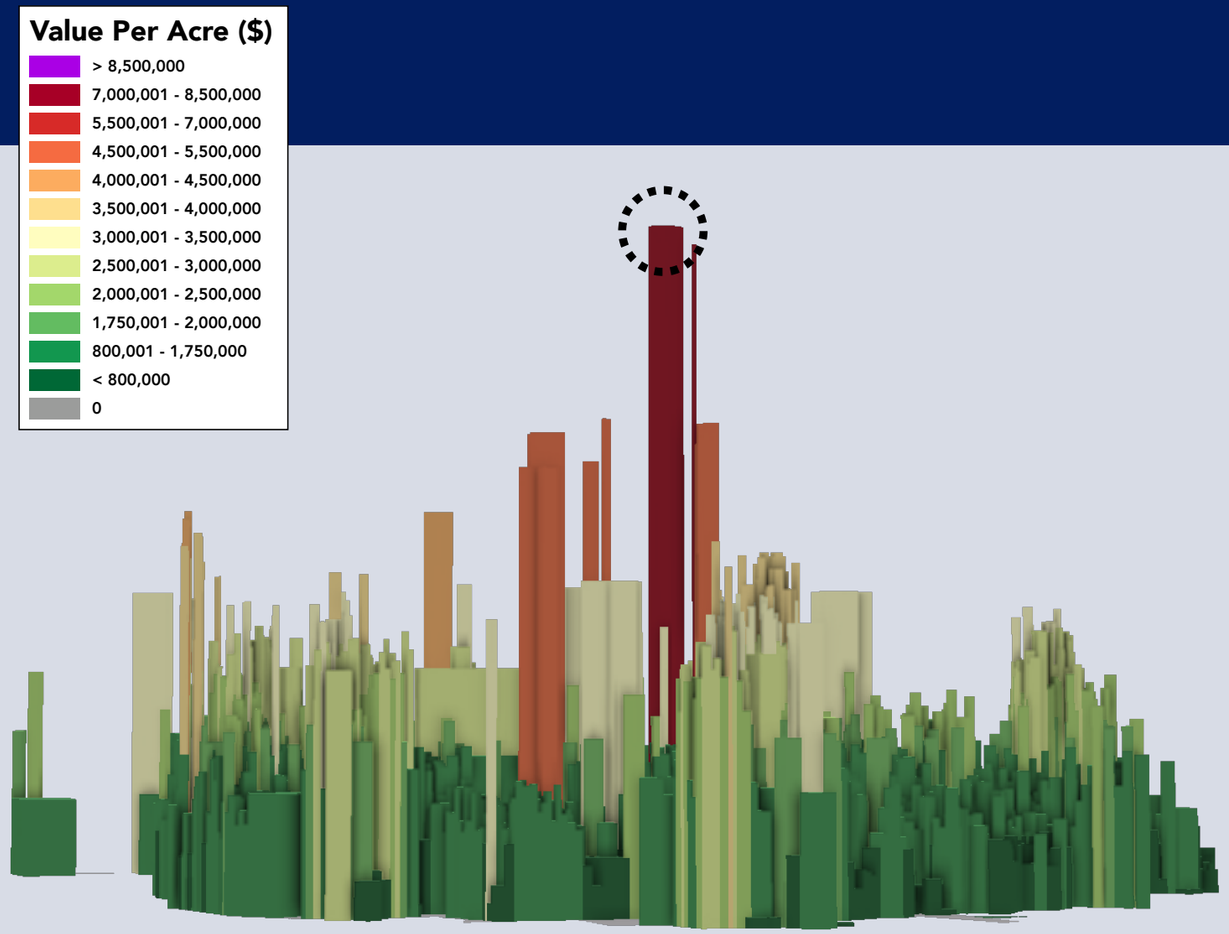
Walmart Average
$0.6M per acre

Source: Gwinnett County, GA (2024), Google Maps

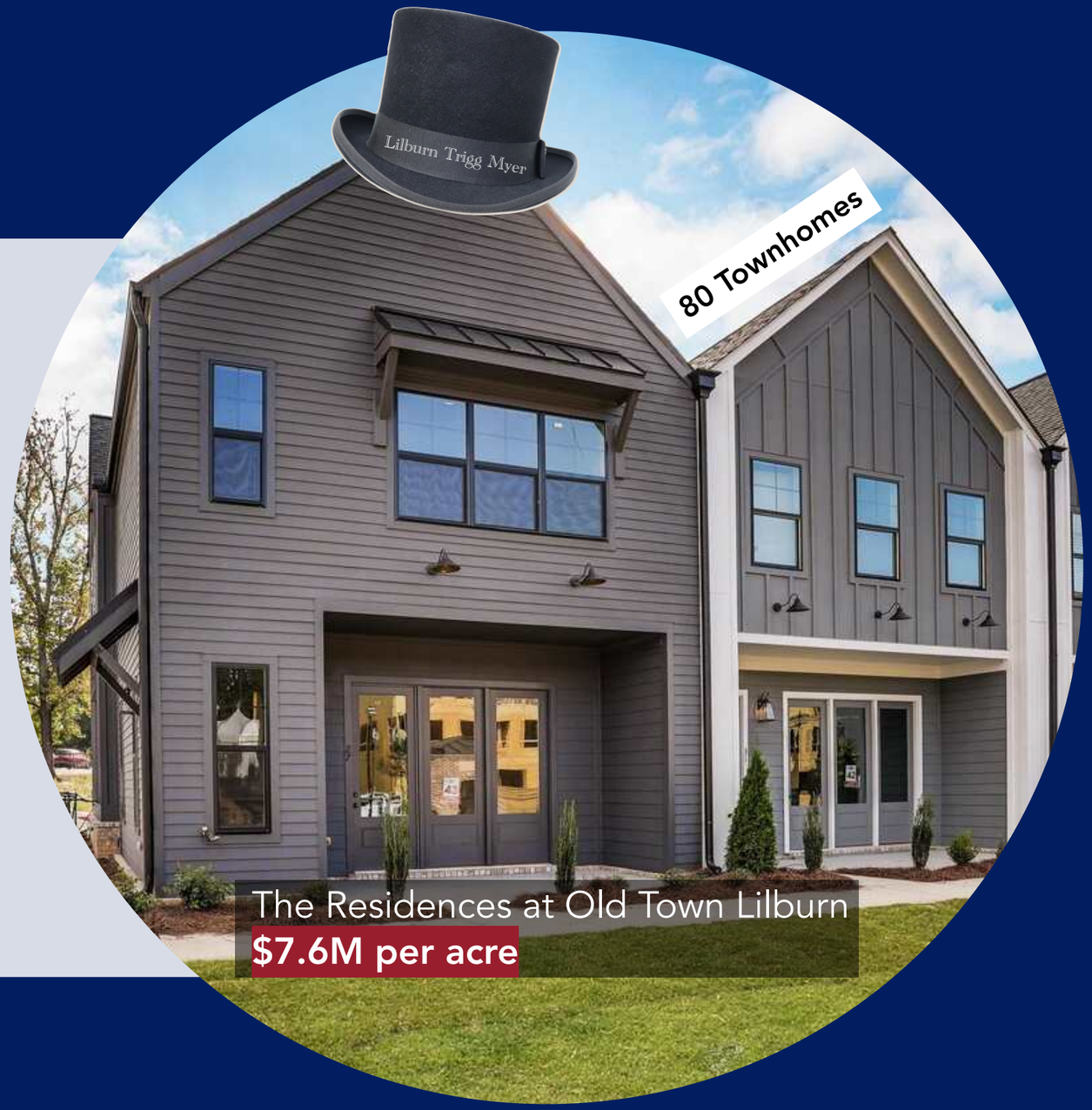
URBAN3

Value Per Acre: Peak Parcel

Lilburn, GA



Lilburn looking East



Walmart Average
$0.6M per acre

Source: Gwinnett County, GA (2024), Google Maps

URBAN3

Value Per Acre: Shopping Centers

Lilburn, GA

Indian Trail Shopping Center
$0.3M per acre

Five Oaks Shopping Center
$0.5M per acre

Beaver Ruin Village
$1.0M per acre

Lilburn Corners
$1.3M per acre

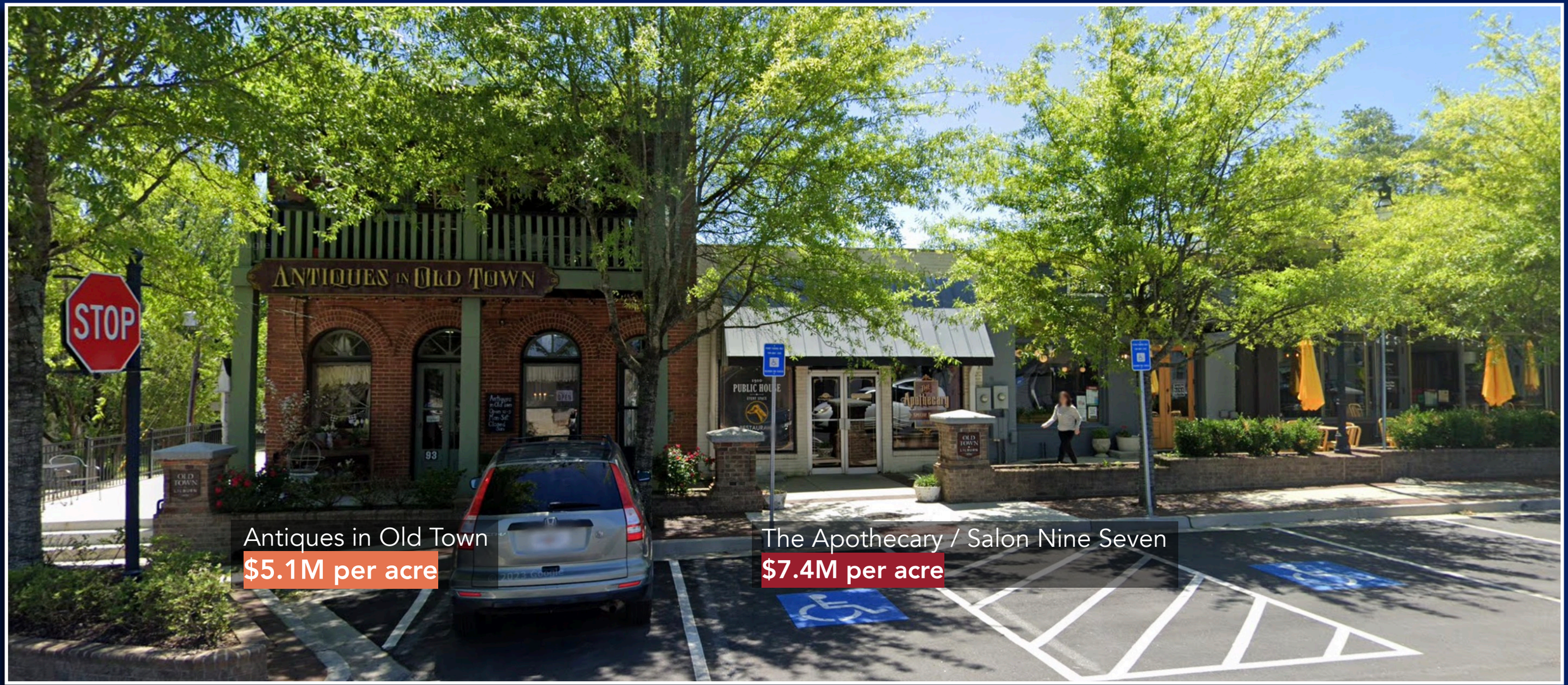
Walmart Average
$0.6M per acre

Source: Gwinnett County, GA (2024), Google Maps

URBAN3

Value Per Acre: Main Street Commercial

Lilburn, GA



Walmart Average
$0.6M per acre

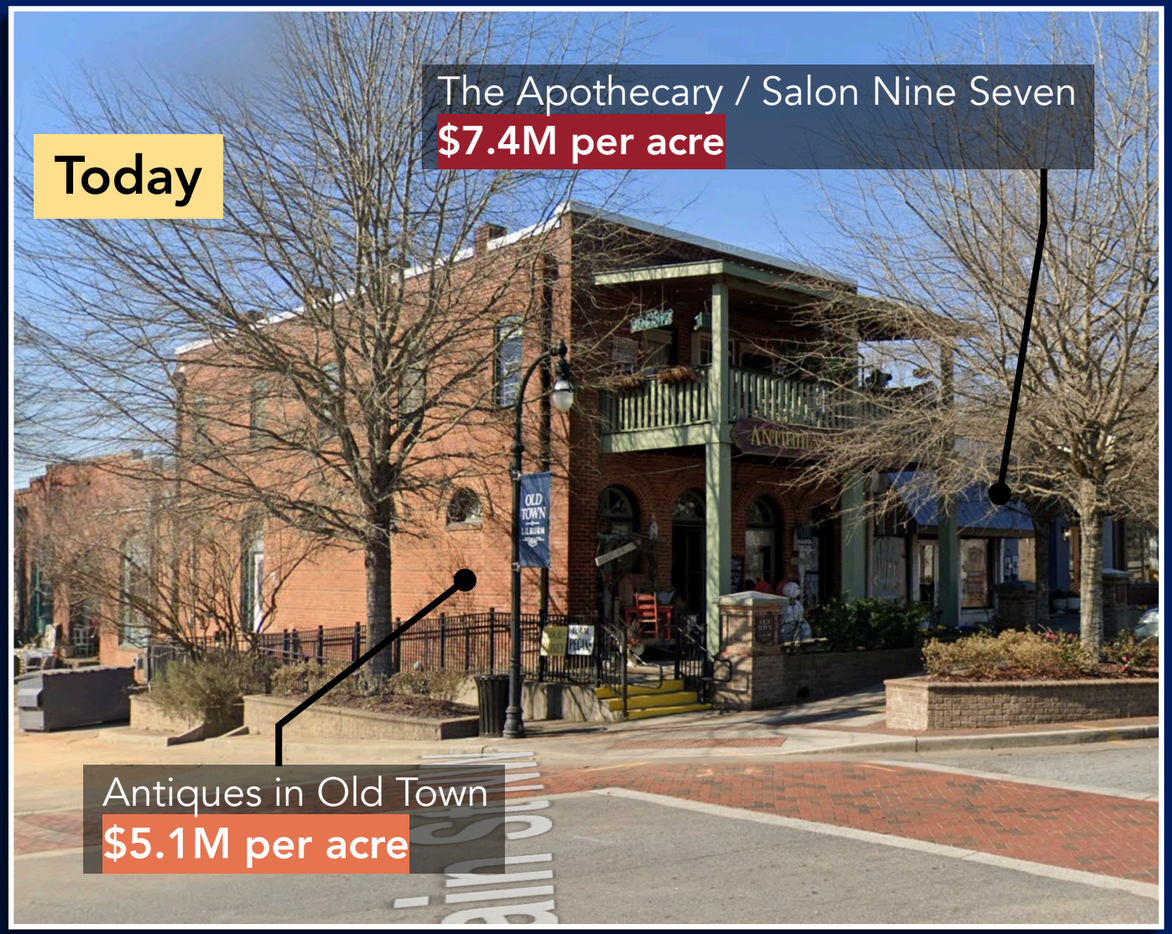
Source: Gwinnett County, GA (2024), Google Maps

URBAN3

Value Per Acre: Historic Buildings

Main Street, Lilburn, GA

I'm so thrilled to be helping preserve Lilburn's future Value Per Acre!



Walmart Average
$0.6M per acre

Source: Gwinnett County, GA (2024), ajc.com, Google Maps

URBAN3

Value Per Acre: Mixed Use Buildings

Gwinnett County, GA

Girli Girl Boutique (*Buford*)
$6.9M per acre

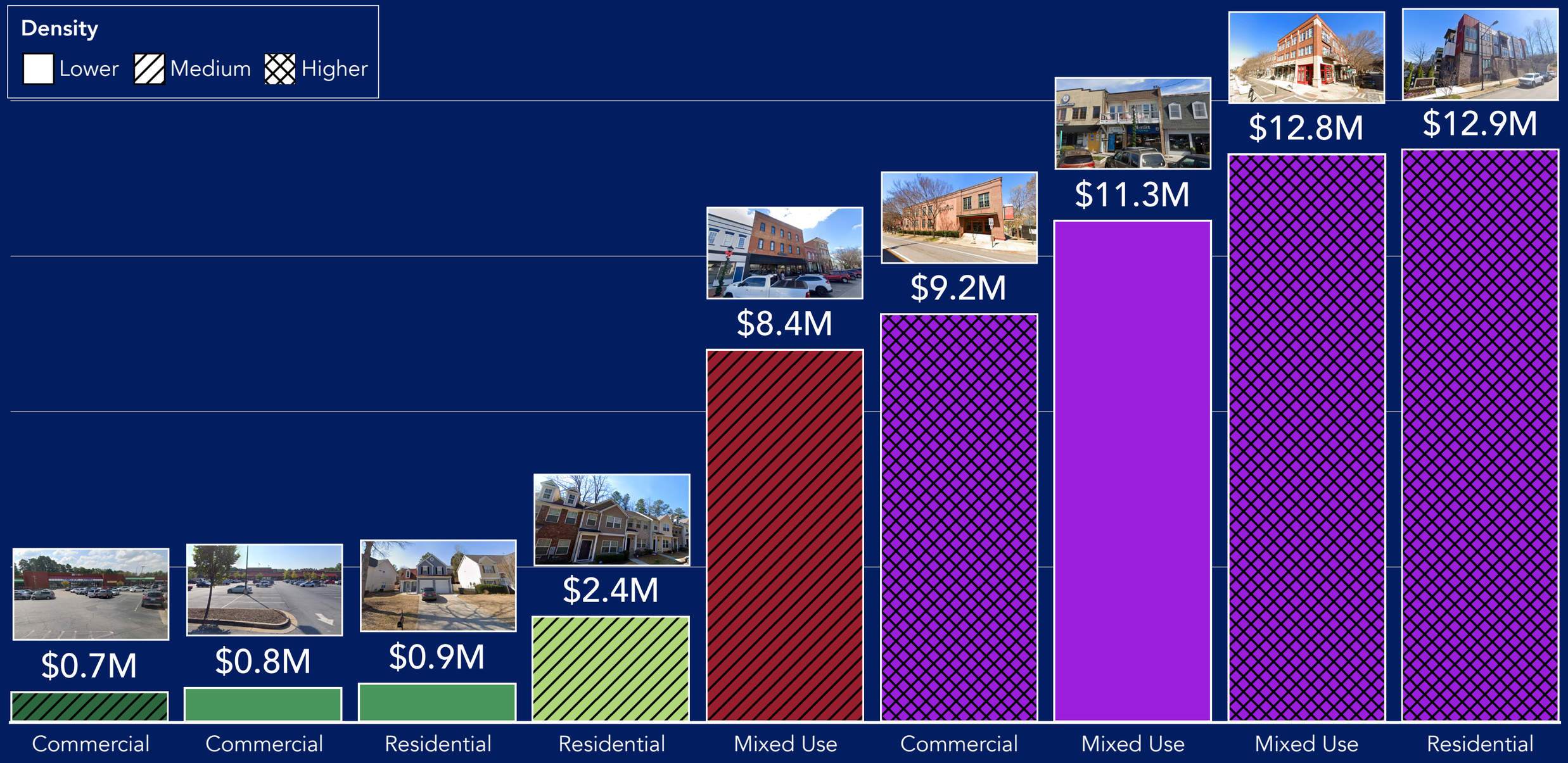
Dominick's Italian (*Norcross*)
$7.3M per acre

37 E Main St (Buford)
$8.1M per acre

Walmart Average
$0.6M per acre

Source: Gwinnett County, GA (2024), Google Maps

Metro Atlanta, Georgia: **Value Per Acre Examples by Building Type**



U3

Source: Fulton & DeKalb & Gwinnett County, GA (2024), Google Maps

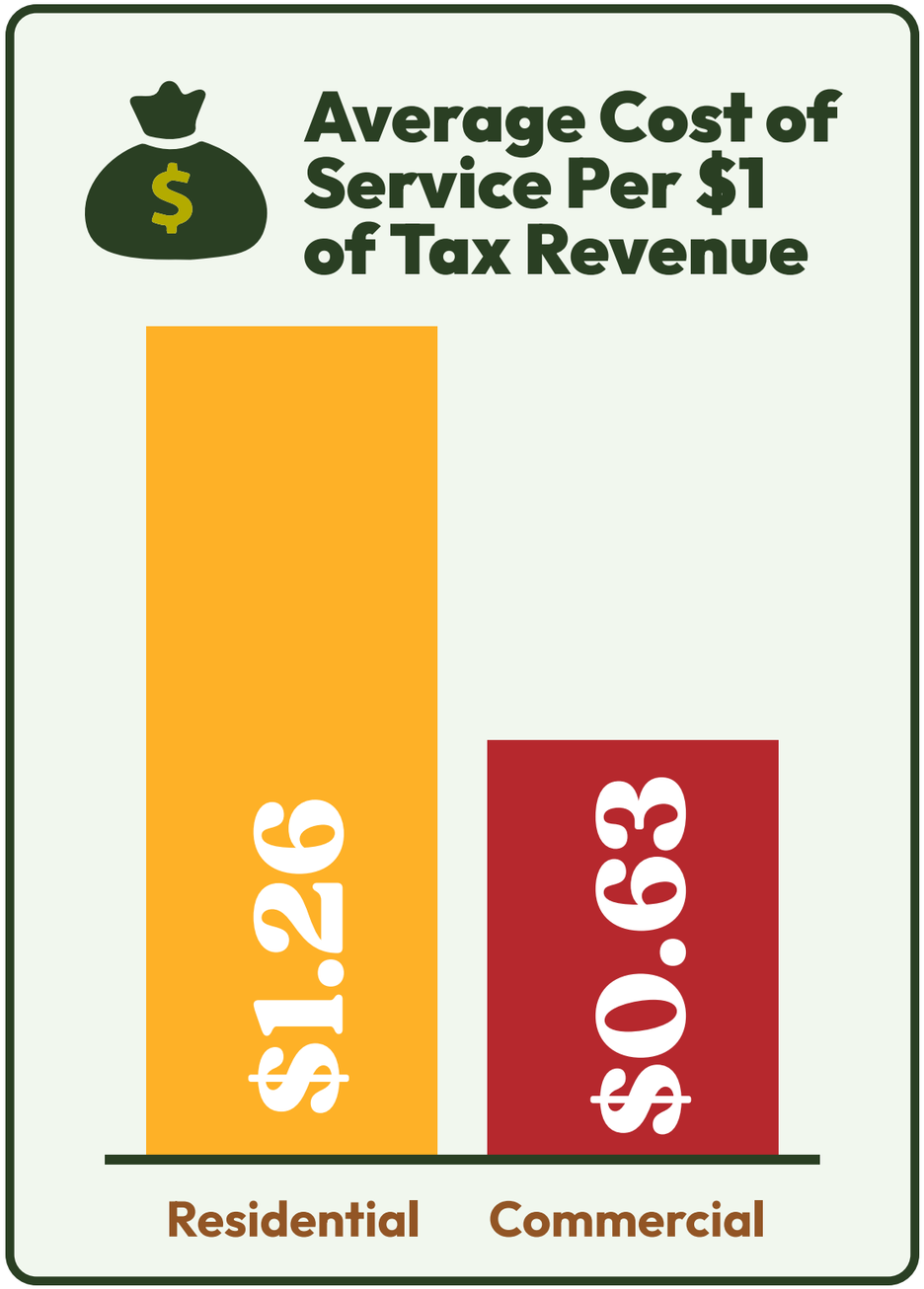
Cost of Services

We heard about tax revenue, but how does that compare to the cost of city services (trash pick-up, water, roadway maintenance, etc.)?

- Residential uses **tend to cost more** in city services than they contribute in tax revenue
- Commercial uses **tend to generate more revenue** than they cost in city services

Data from average of 7 Georgia counties, 2023

Georgia Tech Center for Economic Development Research (CEDR)



Cost of Services - Residential

But not all residential uses are created equal...

- On average, compact residential types (row houses, multifamily, etc.) **cost less in city services <u>per household</u>** than traditional, suburban single-family households
- Like commercial, **multifamily uses** tend to **bring in more tax revenue** than they cost in services

Traditional Single-Family

City's Annual Cost, Per Household

Parks & Recreation

$3,500

(Total)

Solid Waste

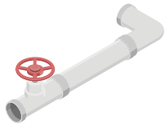
Fire Department

Governance

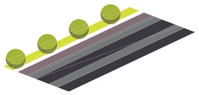
Police

Culture/Economy

Libraries



Water



Sidewalks & Curbs

Roads

Storms & Waste Water

More Compact Housing

City's Annual Cost, Per Household

Parks & Recreation

$1,500

(Total)

Solid Waste

Fire Department

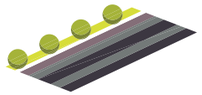
Governance

Police

Culture/Economy

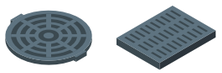
Libraries

Water



Sidewalks & Curbs

Roads



Storms & Waste Water

So What?

As we compare the future development scenarios, consider the general cost of services...

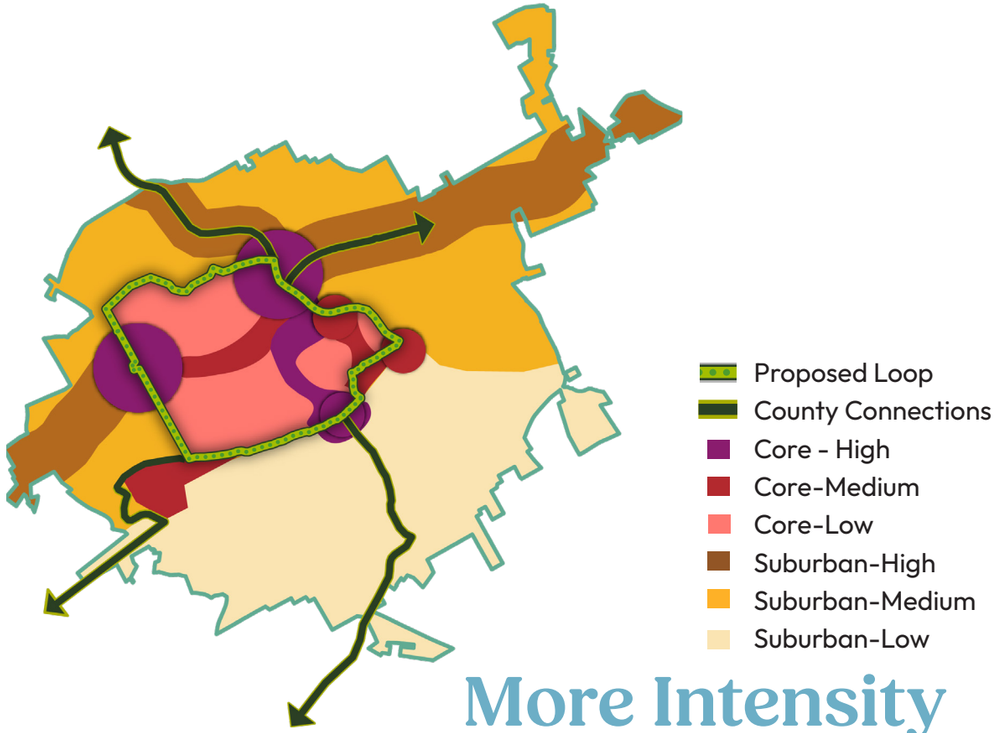
- **Commercial** uses **tend to generate more revenue** than they cost in city services
- **Traditional single-family** uses **tend to cost more** in city services than they contribute in tax revenue
- **More compact housing types**, particularly multifamily and mixed use, **cost less in city services per household** AND **tend to generate more revenue** than they cost in city services

Mobility-Based
Scenario #1

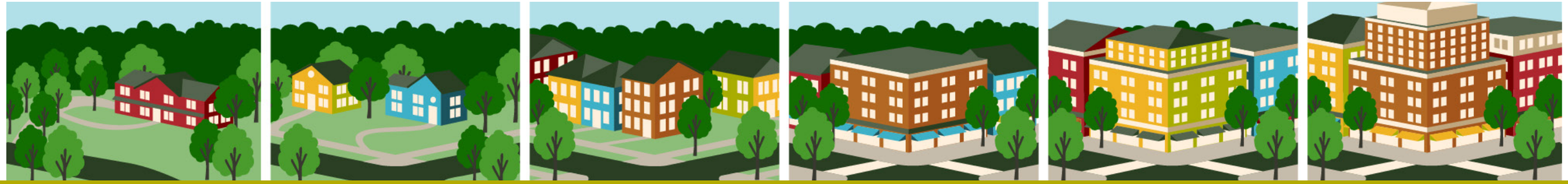
Scenario #1: Mobility-Based

Overview

- Ties added/improved mobility infrastructure to support development…
- Focus more density in/ just outside trail loop
- Focuses more on form rather than land use



Less Intensity ⟷ More Intensity



Scenario #1: Mobility-Based

Mobility Framework:

- Local connections to broader regional trail network
- A central loop
- Opportunities along Jackson Creek

OFF-ROAD

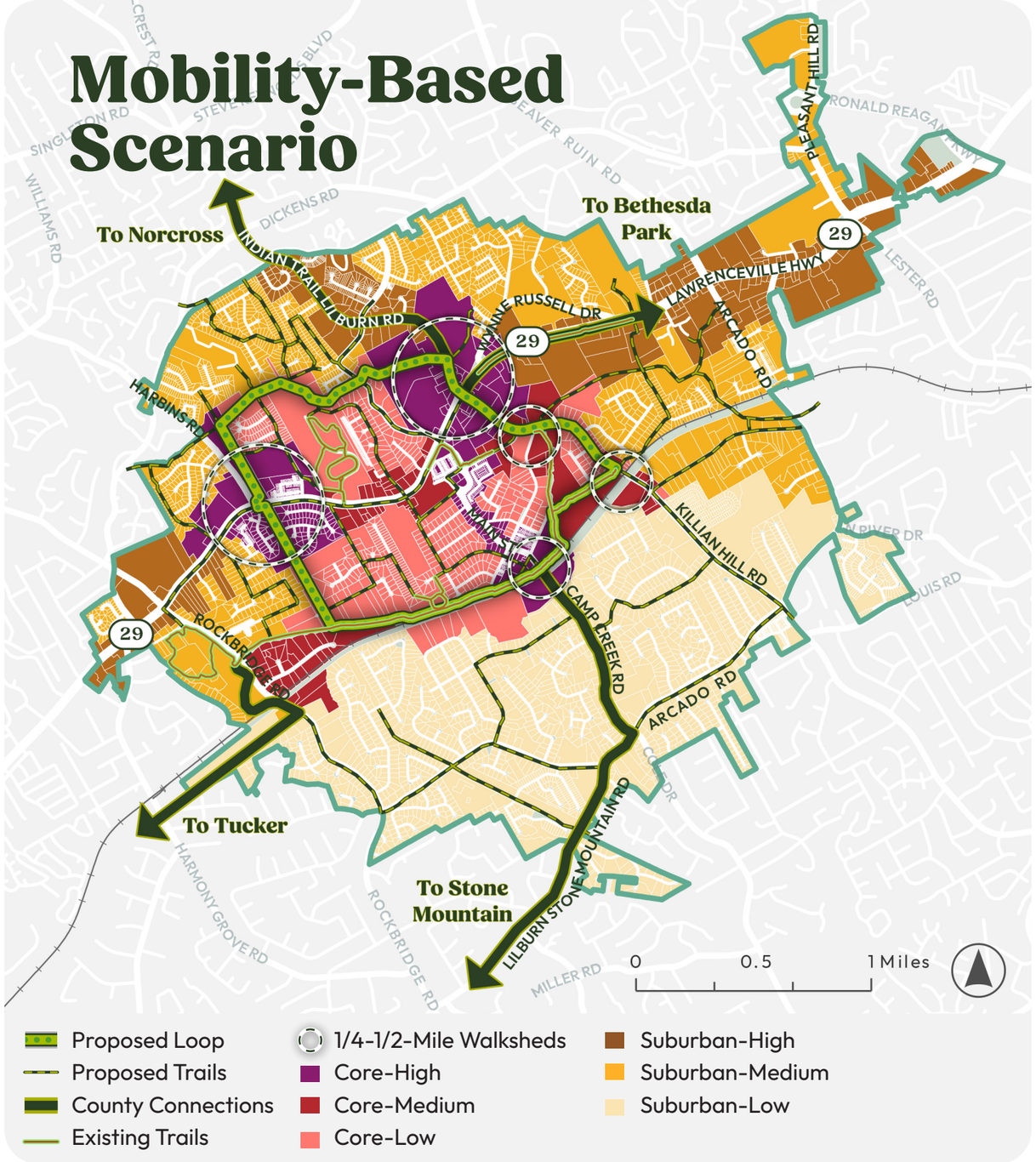
SIDE-PATH

ON-STREET

Scenario #1: Mobility-Based

Land Use Approach:

- Form-based: considers density and intensity rather than land use
- Focus development in/near core of the Loop as a way to support multi-modal lifestyles in key parts of Lilburn
- Combines elements of engagement-driven scenario



Scenario #1: Mobility-Based

Core-High

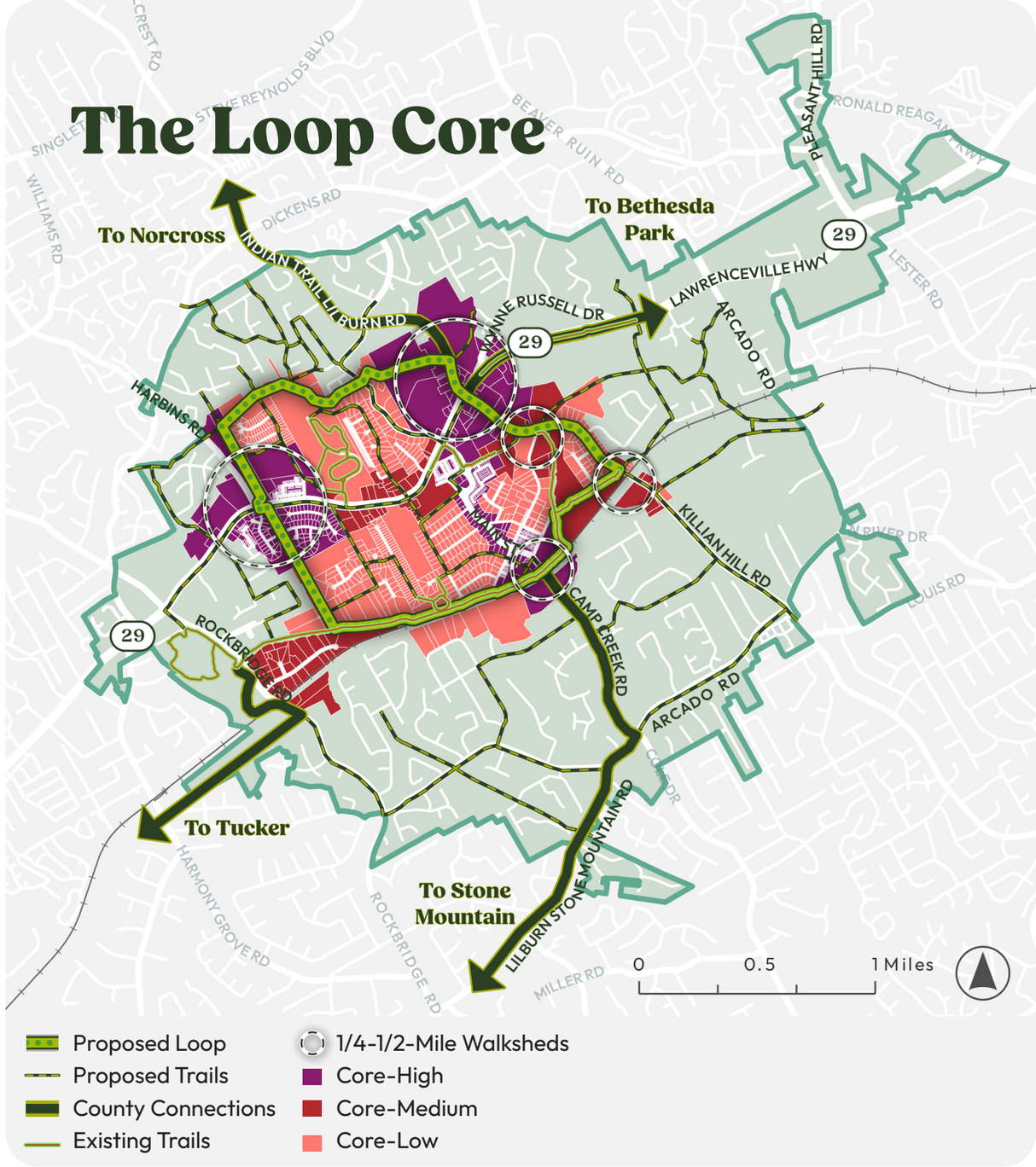
- Higher density trail-oriented development (~3-6 stories)
- Focus redevelopment efforts in this area
- Buildings oriented toward major corridors + trails

Core-Medium

- Medium-to-higher density (1-4 stories)
- Rockbridge Road commercial area: more redevelopment/adaptive re-use focus
- Buildings oriented toward major corridors + trails

Core-Low

- Focus on adding gentle density here while still respecting existing character (1-3 stories)
- Emphasis on neighborhood trail connections



Scenario #1: Mobility-Based

What is trail-oriented development?

- Pairs compact development with trails/paths to create walkable, bike-friendly communities
- Clusters businesses, housing, parks, and other uses around a trail network
- This supports more options for getting around (e.g., by foot, bike, golf cart, etc.), (minimizing car traffic compared to other development types!)
- Planned together, trail-oriented development can help construct the trail network itself through private investment

Scenario #1: Mobility-Based

Suburban-High

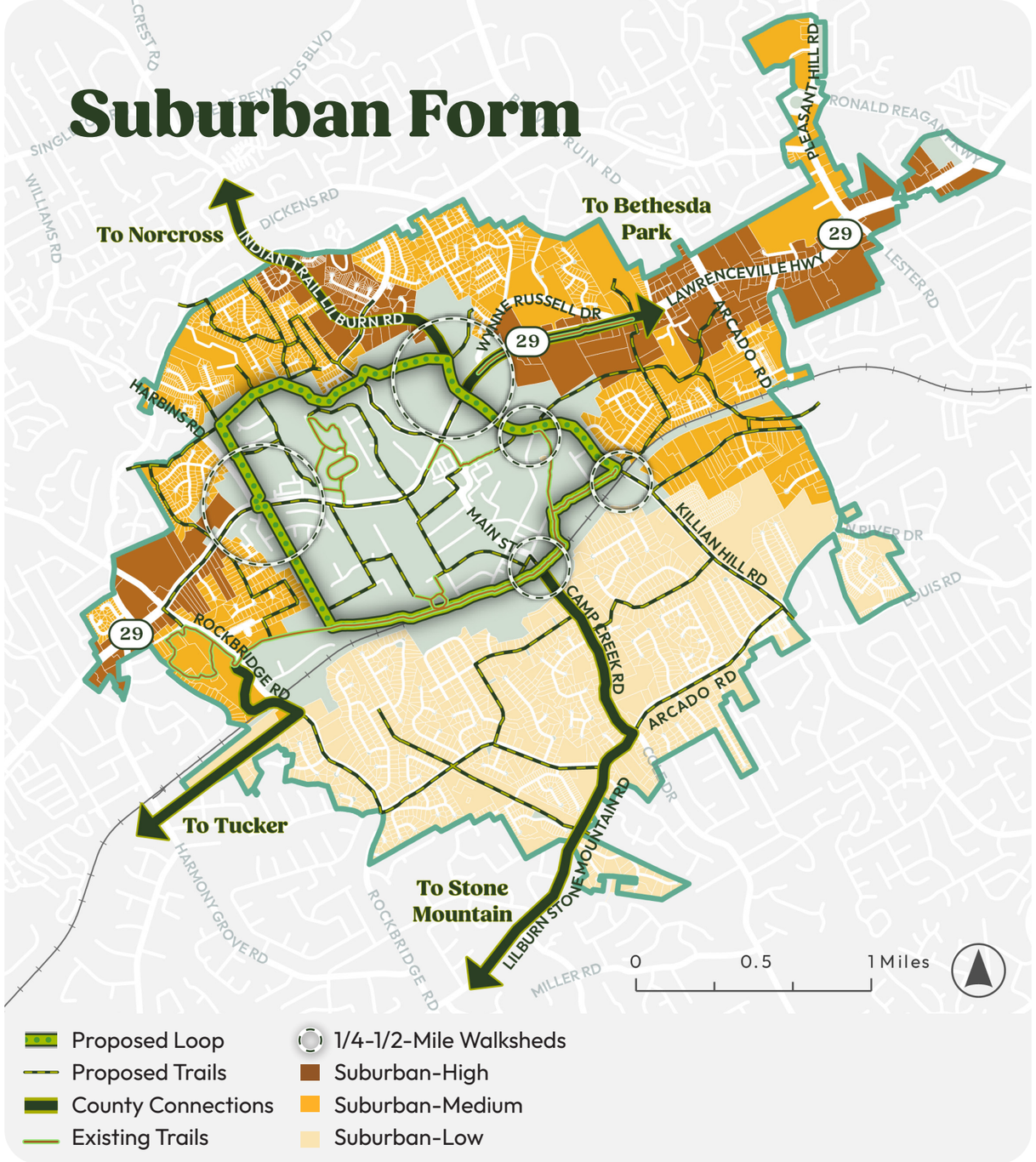
- Higher density, but still suburban in form
- Many non-residential uses

Suburban-Medium

- Retains neighborhood character, but allows modest density increases

Suburban-Low

- Remains low density and keeps neighborhood character



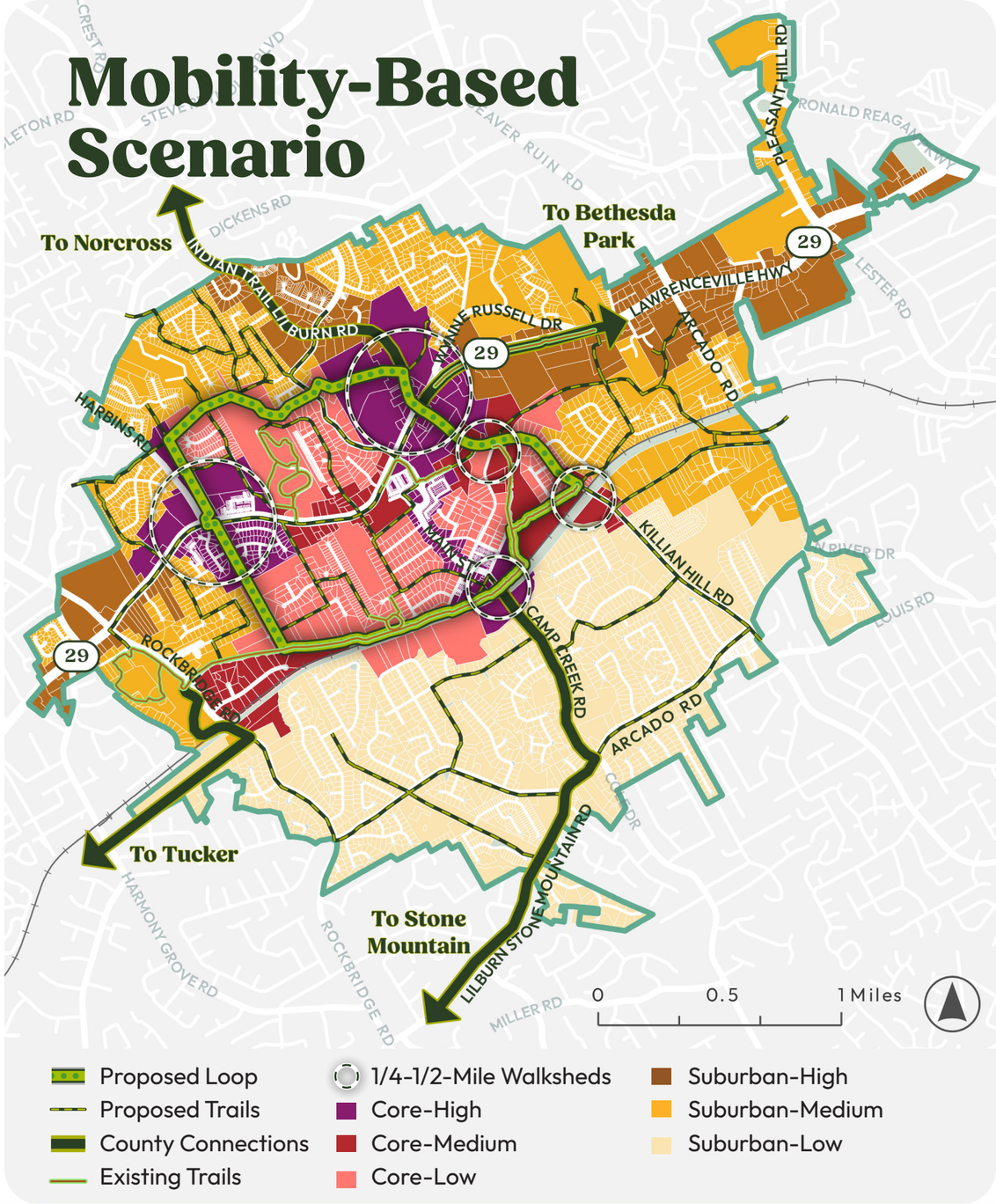
Scenario #1: Mobility-Based

We think this scenario will add roughly...

3,600 households

210,000* daily trips to Lilburn roads

3.4 Million square feet of commercial



URBAN3

Projection: Mobility Scenario

Lilburn, GA

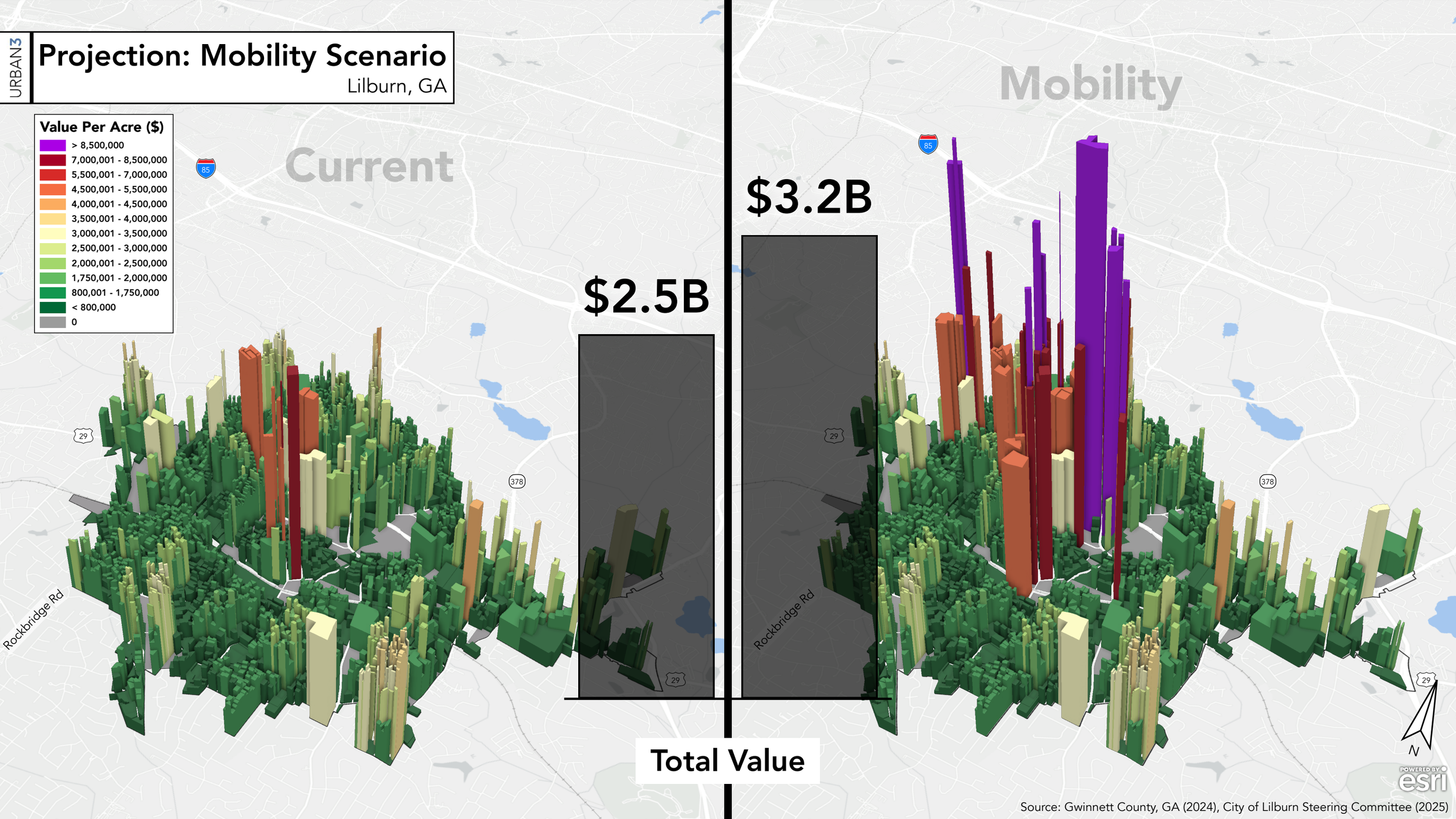
Mobility

Source: Gwinnett County, GA (2024), City of Lilburn Steering Committee (2025)

URBAN3

Projection: Mobility Scenario

Lilburn, GA



Source: Gwinnett County, GA (2024), City of Lilburn Steering Committee (2025)

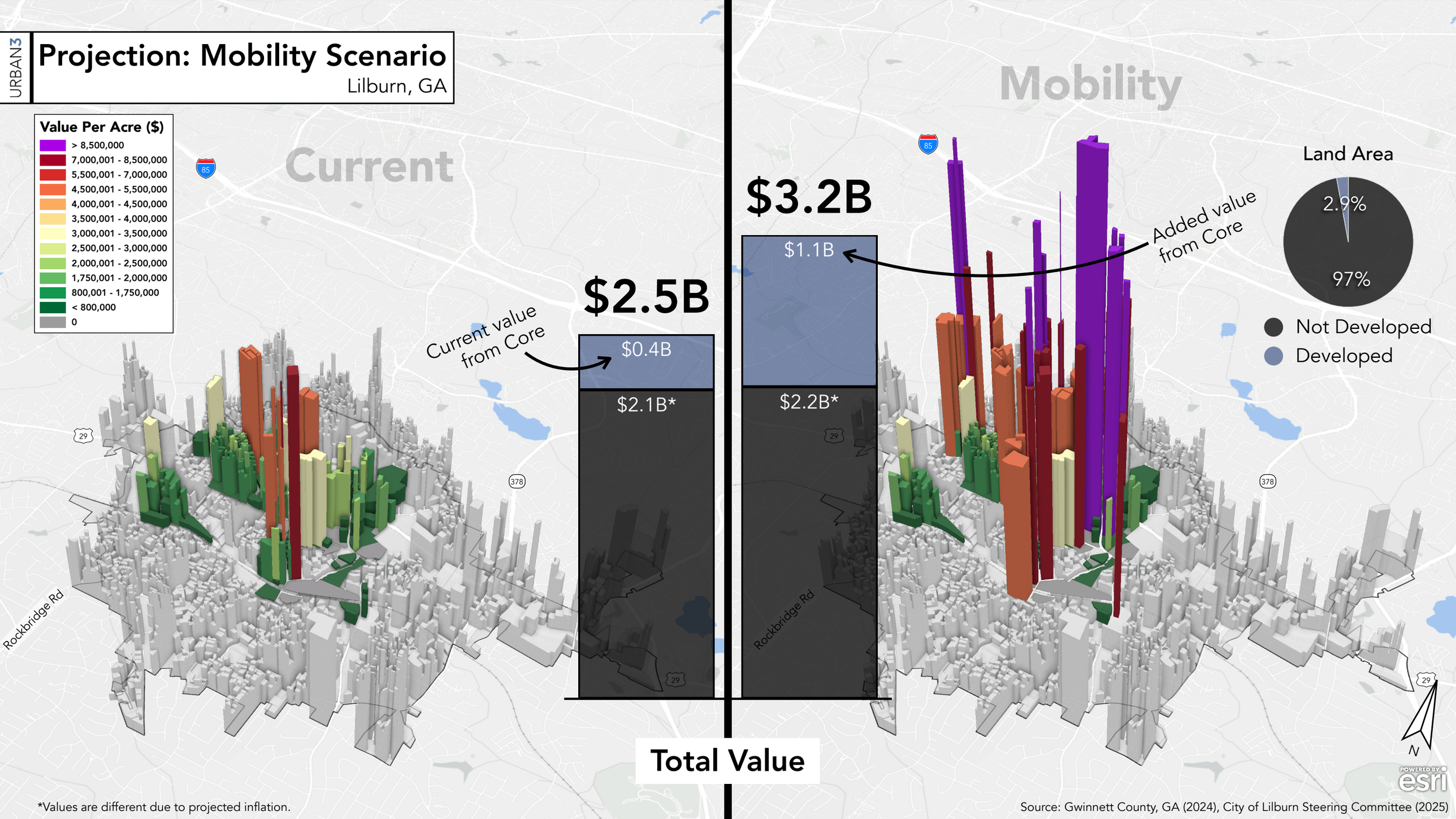
URBAN3

Projection: Mobility Scenario

Lilburn, GA

Value Per Acre ($)

- > 8,500,000
- 7,000,001 - 8,500,000
- 5,500,001 - 7,000,000
- 4,500,001 - 5,500,000
- 4,000,001 - 4,500,000
- 3,500,001 - 4,000,000
- 3,000,001 - 3,500,000
- 2,500,001 - 3,000,000
- 2,000,001 - 2,500,000
- 1,750,001 - 2,000,000
- 800,001 - 1,750,000
- < 800,000
- 0



Total Value

*Values are different due to projected inflation.

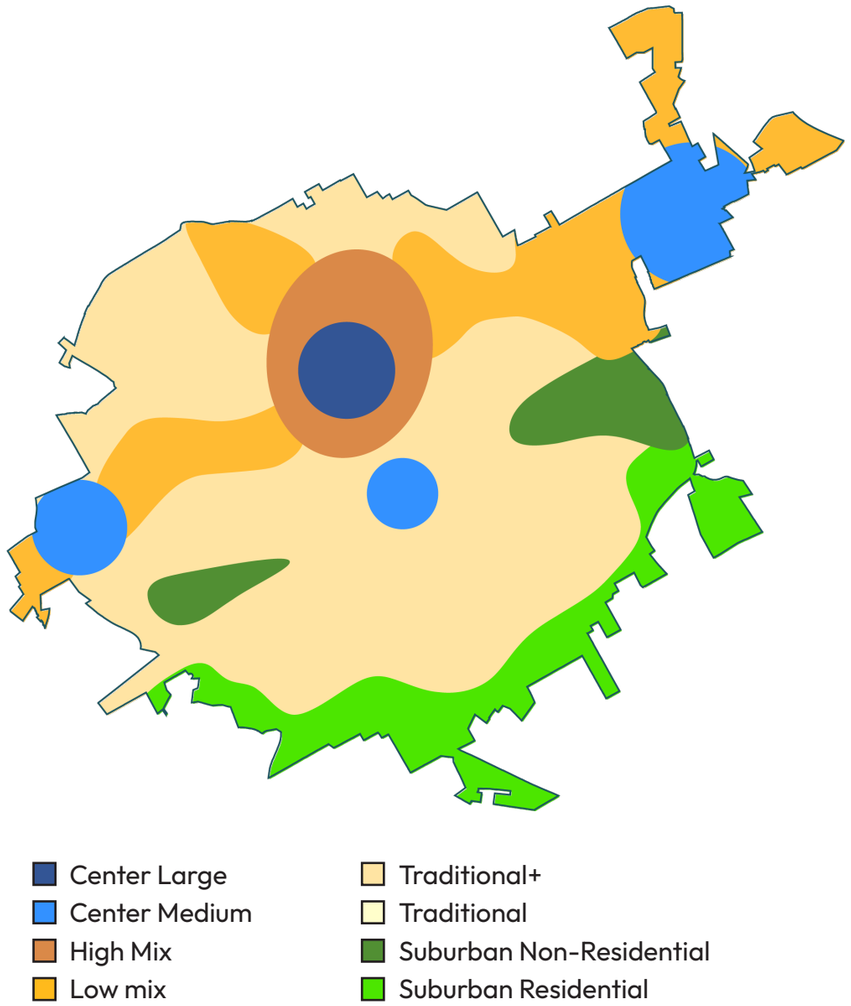
Source: Gwinnett County, GA (2024), City of Lilburn Steering Committee (2025)

Daily Community
Scenario 2

Scenario #2: Daily Community

Daily Community Scenario

- Identifies activity centers where daily needs are met
- Defines 15-minute community from these centers (~1-mile)
- Melds with Gwinnett County's land use approach



Scenario #2: Daily Community

What is a Daily Community?

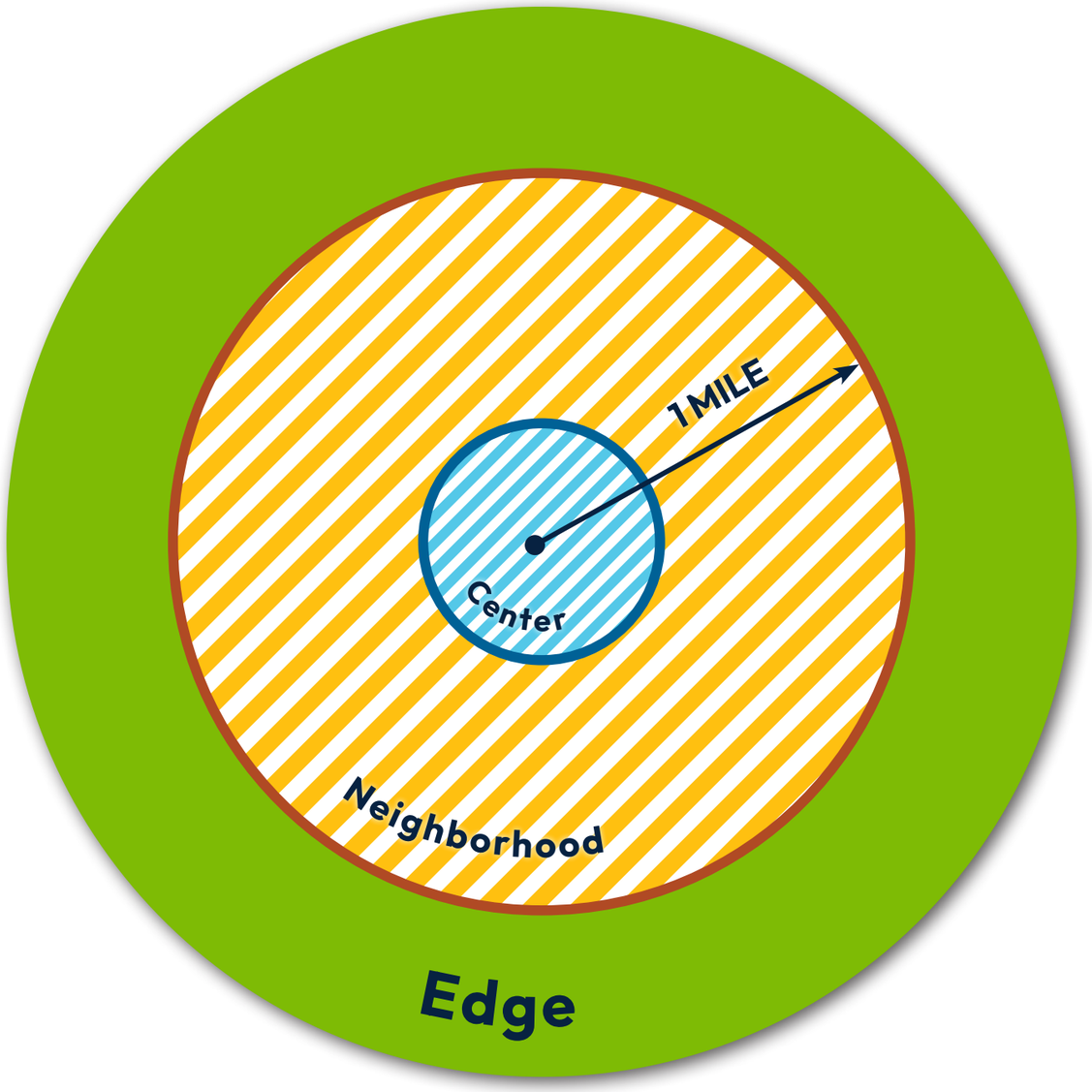
A community in which a resident can access work, goods, and services within a reasonable distance of their home (~15 minutes).

5 Components:

Scenario #2: Daily Community

Approach

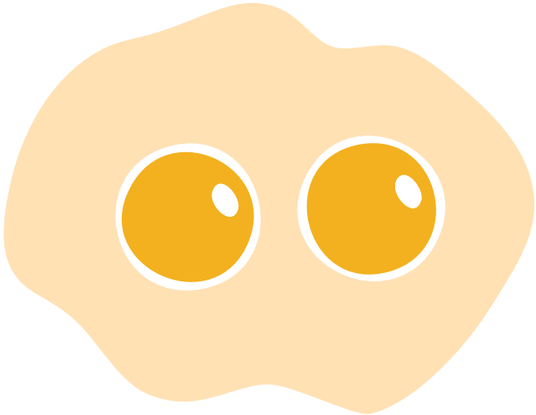
- Identifies three different “centers”
- Measured a mile radius from these to identify neighborhoods
- Considered parcel lines and neighborhood/subdivision boundaries
- Everything outside considered “edge”
- Considers the context outside of Lilburn in greater Gwinnett County

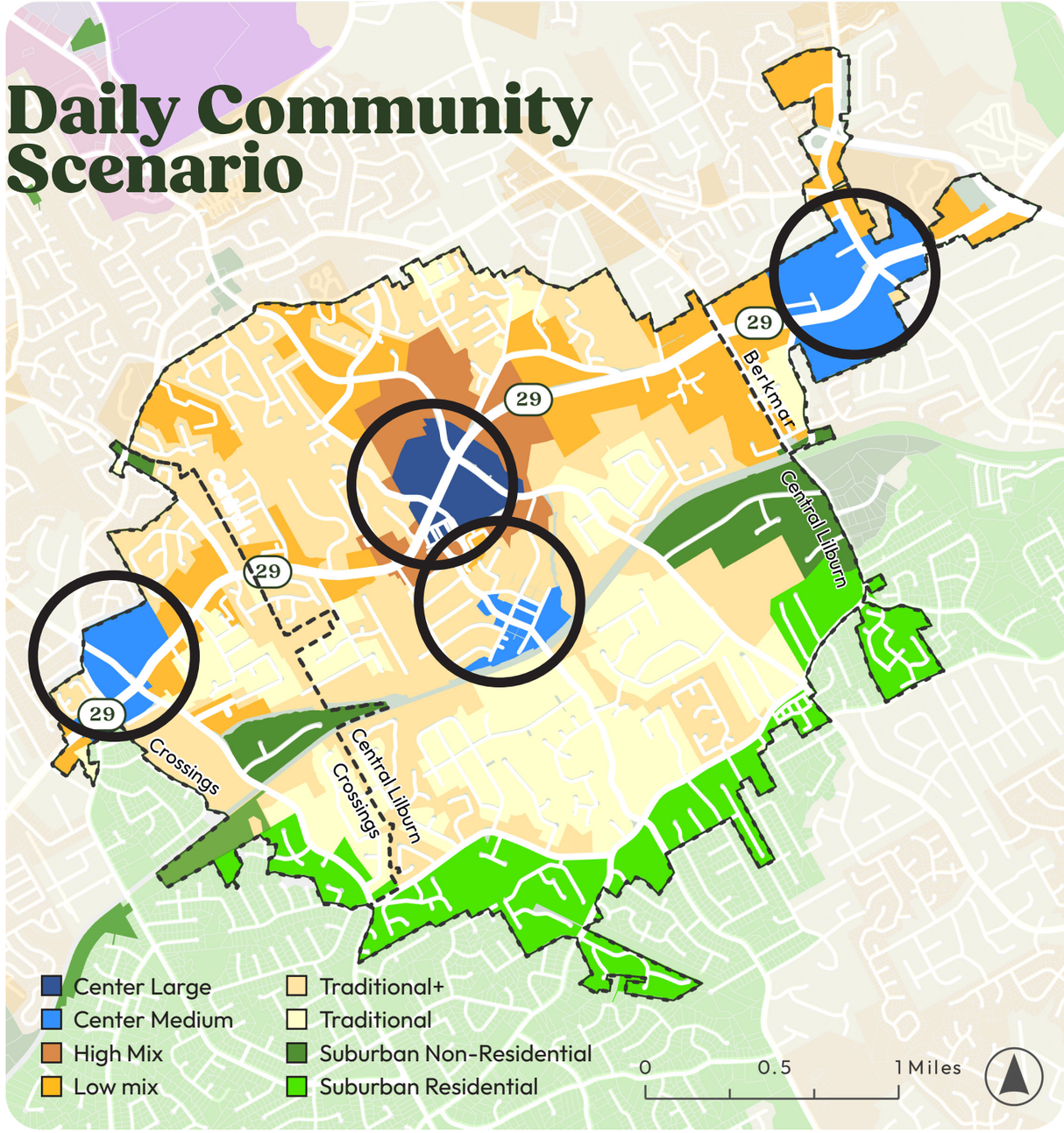


Scenario #2: Daily Community

Centers are:

- Berkmar
- Crossings
- Central Lilburn (double yolk!)





Scenario #2: Daily Community

Center	
Large	Higher-density suburban fabric with a rich mix of housing, retail, and office
Medium	Suburban-scale development with a modest mix of housing, retail, and office

Scenario #2: Daily Community

Neighborhoods	
High Mix	Around Large/Medium Centers, closer to Urban Corridors and cities
Low Mix	Around Medium/Small Centers, more distant from Urban Corridors
Traditional+	Around Medium/Small/Rural Centers, distant from Urban Corridors; or, where single family is already in place and on sewer
Traditional	Around Small/Rural Centers, distant from Urban Corridors; or, where single family is already in place and **not** on sewer

Scenario #2: Daily Community

Edges	
Suburban Residential	Areas that are already developed in a traditional suburban single family pattern that are unlikely to change
Suburban Non-Residential	Areas that are already developed in a traditional suburban pattern of commercial, industrial, or institutional uses

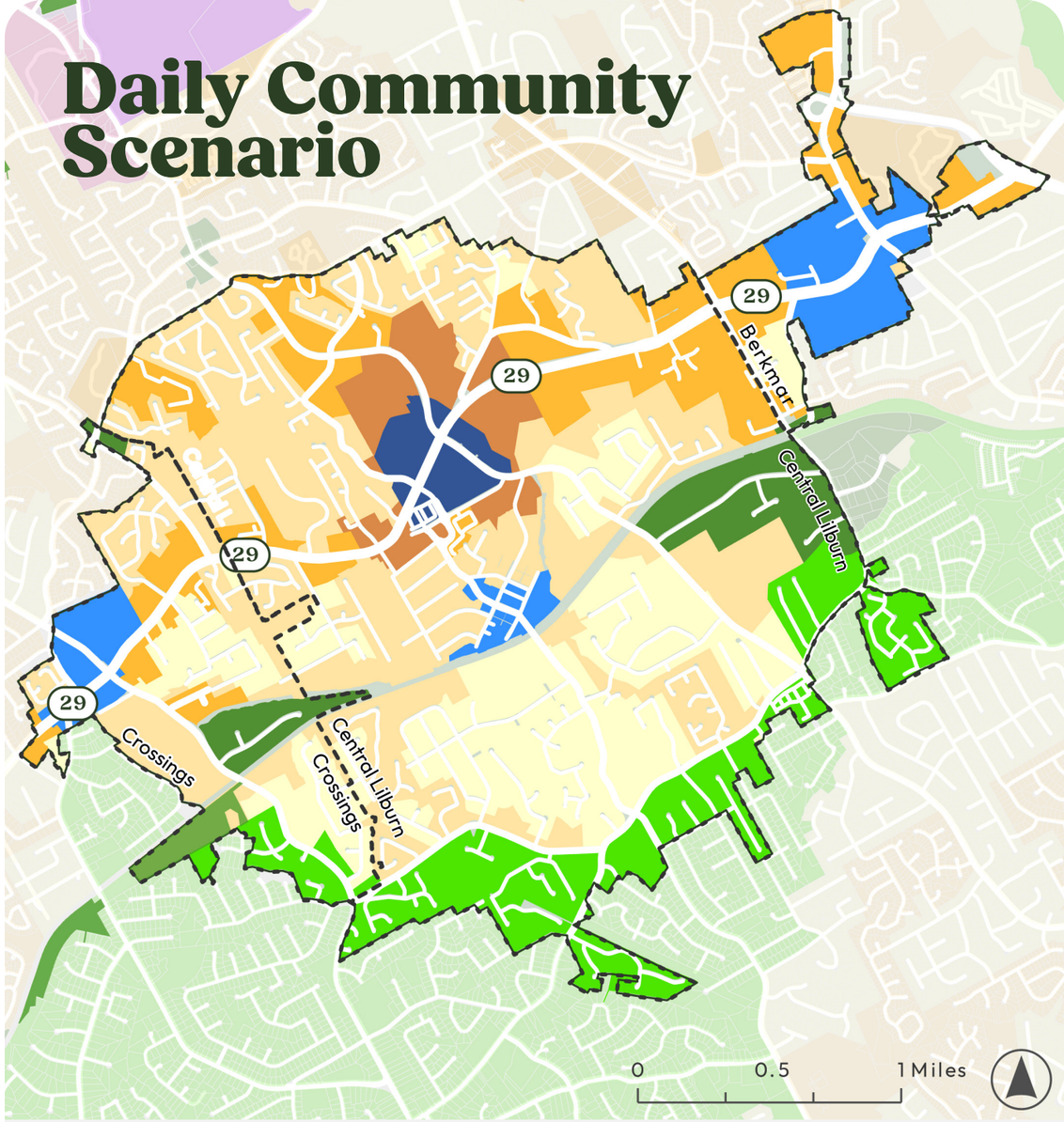
Scenario #2: Daily Community

We think this scenario will add roughly...

4,500
households

120,000
daily trips to Lilburn roads

1.9 Million
square feet of commercial



URBAN3

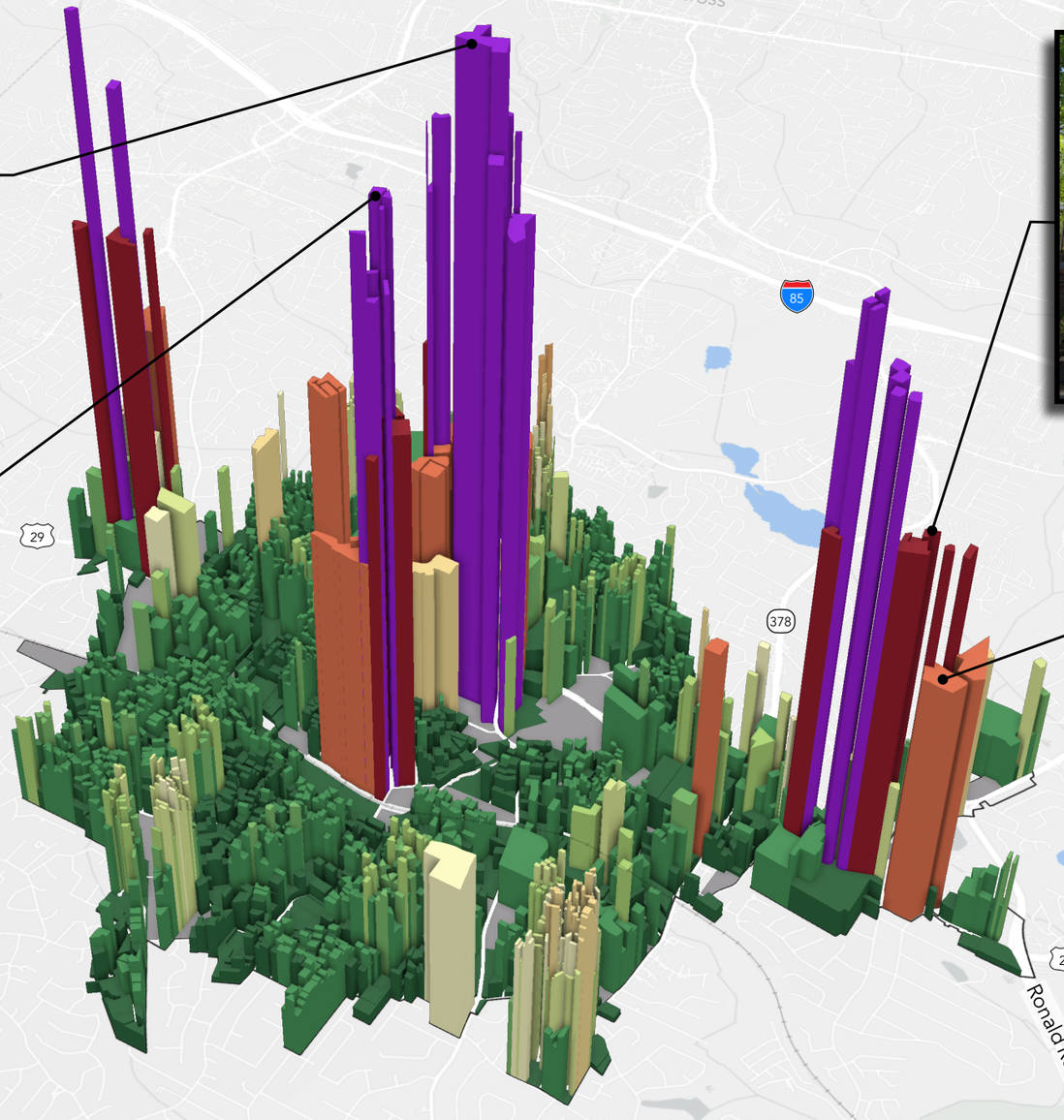
Projection: Daily Community Scenario

Lilburn, GA

Daily Community

Pratt Stacks *(Grant Park)*
$12.9M per acre

15 E Main St (Buford)
$10.1M per acre



The Apothecary / Salon Nine Seven
$7.4M per acre

Main Street Townes
$5.1M per acre

Value Per Acre ($)

- > 8,500,000
- 7,000,001 - 8,500,000
- 5,500,001 - 7,000,000
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- 4,000,001 - 4,500,000
- 3,500,001 - 4,000,000
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- 2,500,001 - 3,000,000
- 2,000,001 - 2,500,000
- 1,750,001 - 2,000,000
- 800,001 - 1,750,000
- < 800,000
- 0

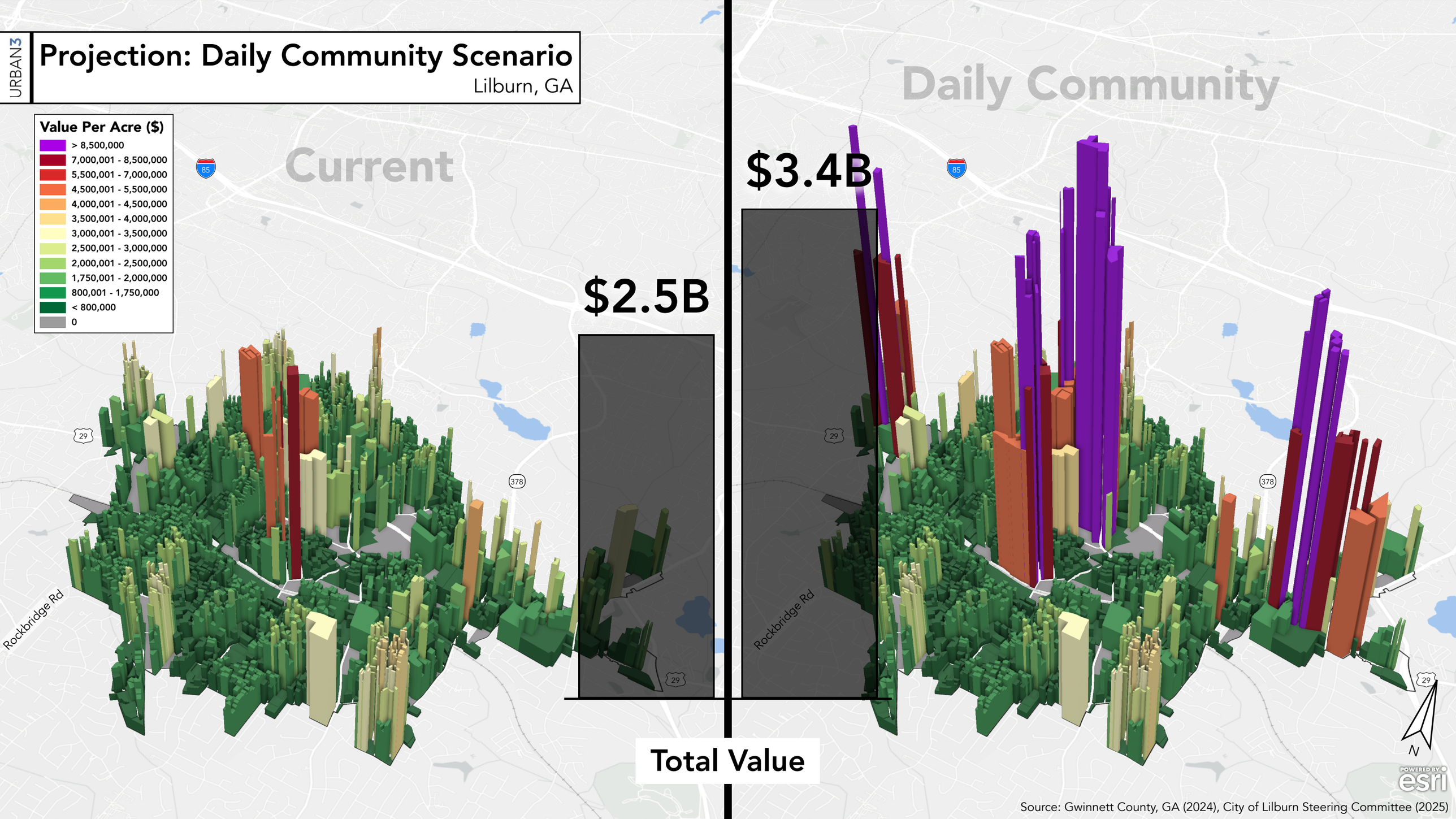
POWERED BY esri

Source: Gwinnett County, GA (2024), City of Lilburn Steering Committee (2025)

URBAN3

Projection: Daily Community Scenario

Lilburn, GA

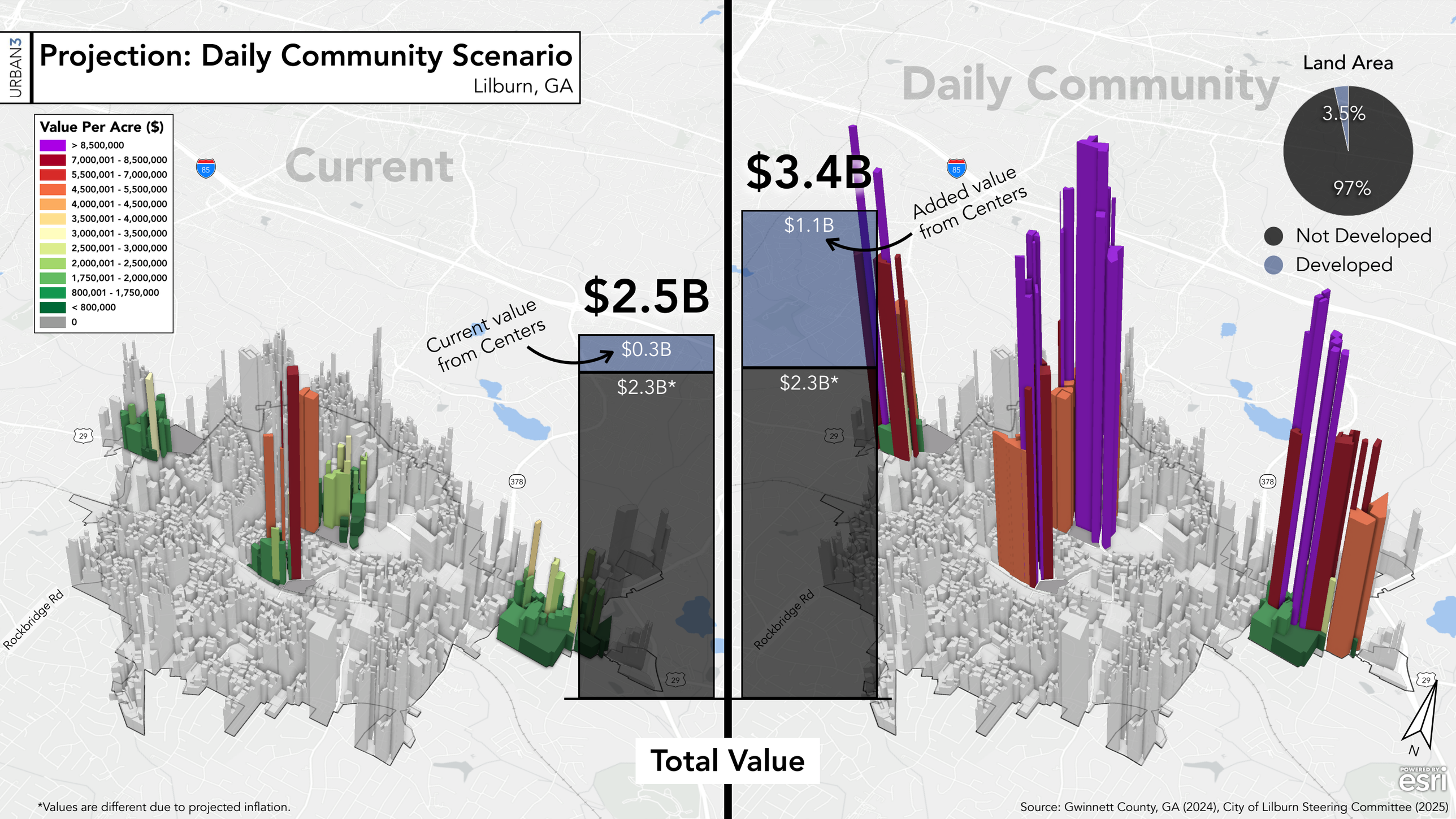


Source: Gwinnett County, GA (2024), City of Lilburn Steering Committee (2025)

URBAN3

Projection: Daily Community Scenario

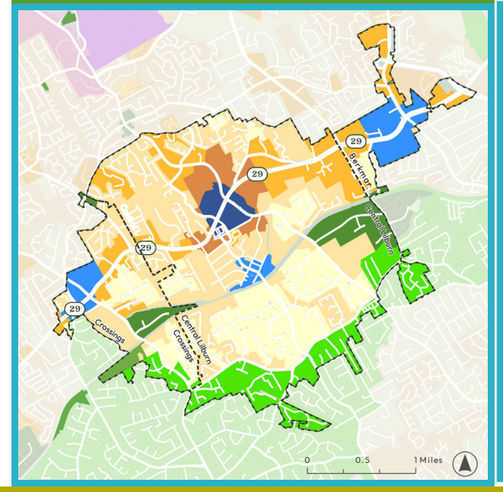
Lilburn, GA



*Values are different due to projected inflation.

Source: Gwinnett County, GA (2024), City of Lilburn Steering Committee (2025)

Comparison

Map	Scenario	Added Households	Change in Daily Trips	Added Commercial	Added Tax Revenue
	Mobility-Based Scenario	3,600	210,000	3.4 million sqft	$700 million
	Daily Community Scenario	4,500	120,000	1.9 million sqft	$900 million

Comparison

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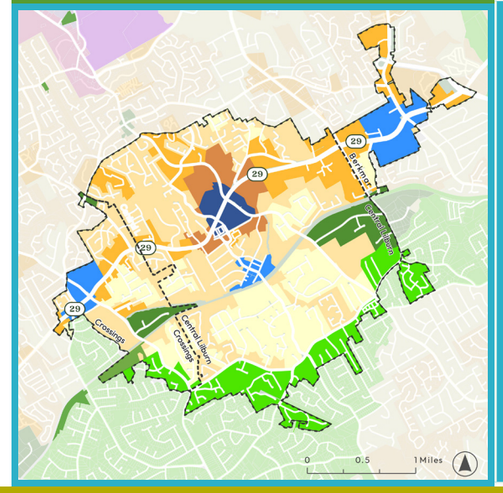
	Daily Community Scenario	4,500	120,000	1.9 million sqft	$900 million

Consider cost of services!

Today's Activity - "Pizza" the Future - Ingredients for Growth

Let's Make a Pizza Pie!

Your role is to be the head pizza chef to cook up a special—Lilburn's future!

And we need to know which ingredients from these scenarios will make the best future Lilburn!

Let's Make a Pizza Pie!

Activity Instructions:

- Grab a Lilburn **pizza base**
- Go around to each station to **review and choose your topping** options.
- You can **only add 5 toppings!**
- Not seeing an ingredient? Note these down on the "**Grocery List**" provided
- Head to your **sous chefs** (us!), so that we can execute your recipe!

Before We Get Started...

Additional Considerations:

We think there are some ingredients "already baked in":

- Southern neighborhoods retain current character
- Higher-density (~3-6 stories) redevelopment with a mix of housing, retail, and office at US29 and Indian Trail Lilburn Road/Main Street

Before We Get Started...

Additional Considerations:

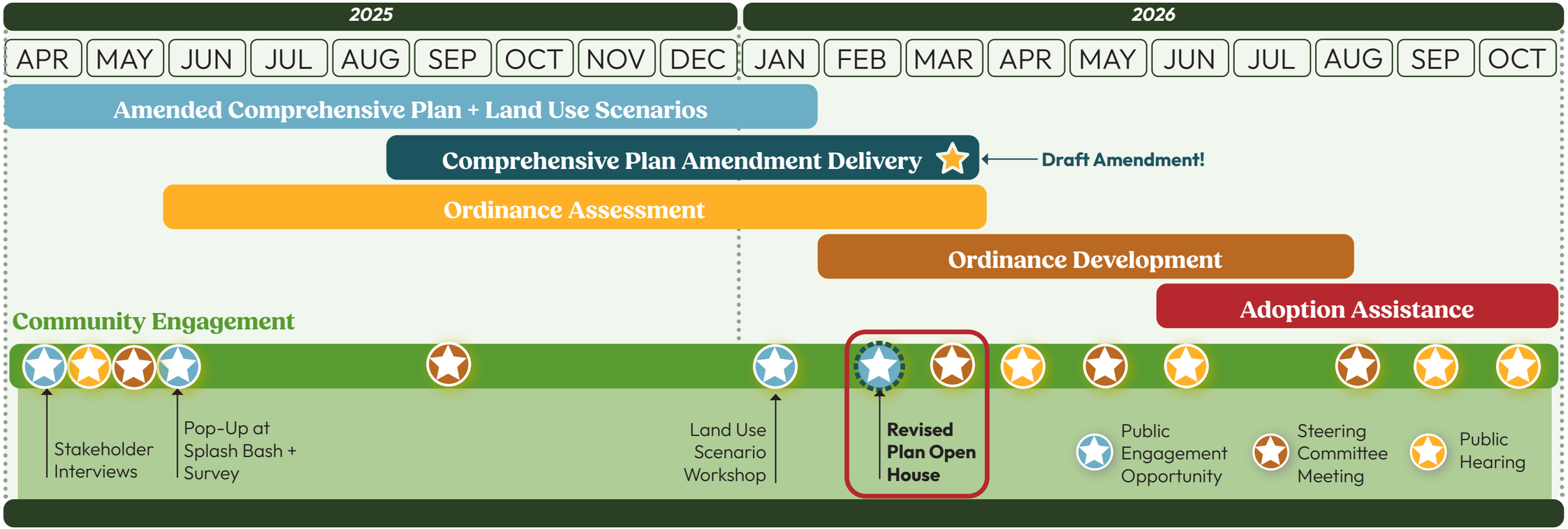
Some ingredients work better paired with others. An example is...

- Peppers: greenway/trail network
- Onions: trail-oriented development

Next Steps

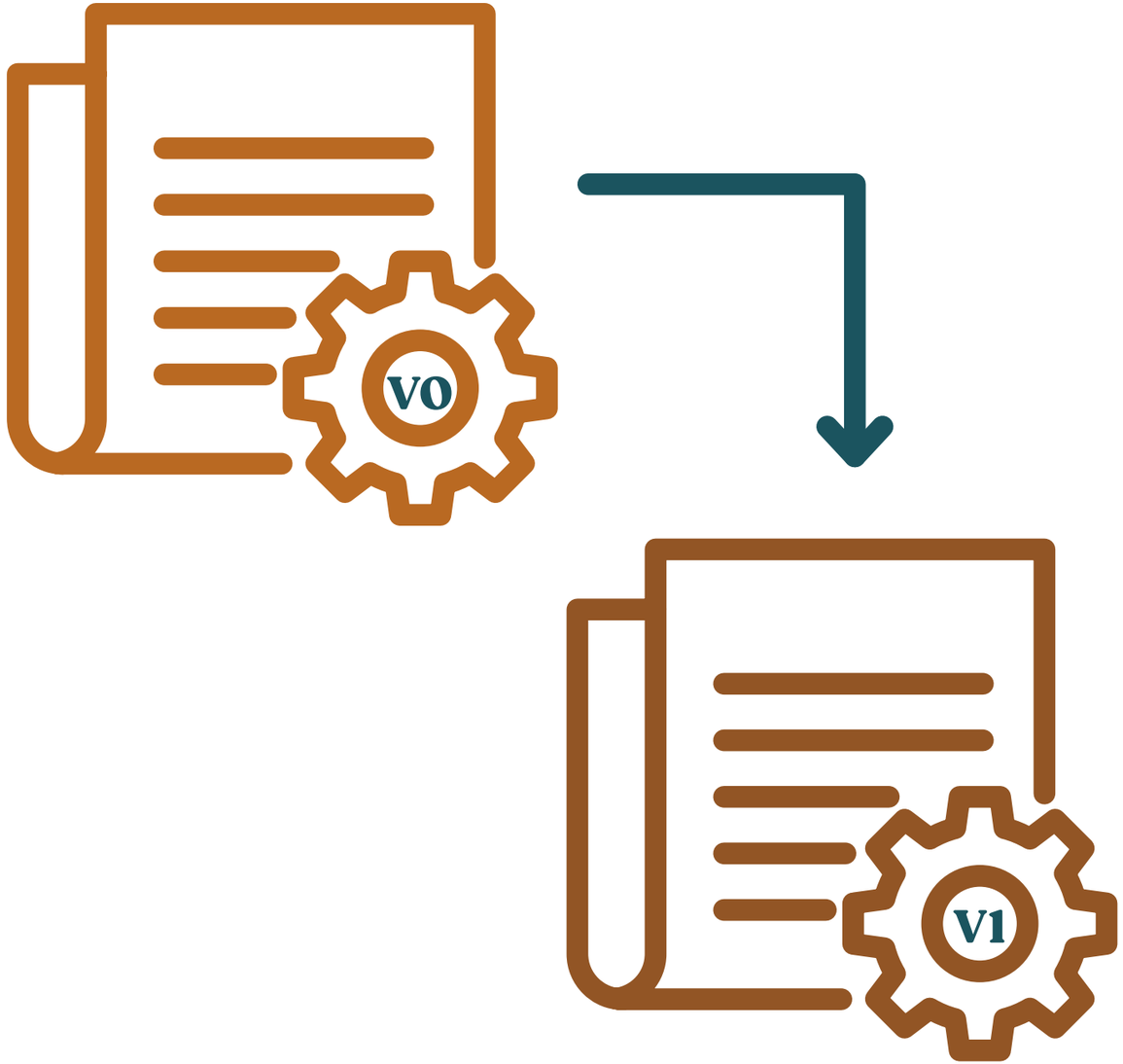
Next Steps - Comp Plan

- Develop the final scenario using today's input
- Present results at Open House and gather additional feedback
- Draft full amendment!
- Present draft at official public hearing and submit to reviewing entities



Code Updates

- Create Draft Version 0 for City to review itnernally
- With feedback, begin Version 1 draft of UDO
- Make draft available for public review and comment
- Draft…review…revise…repeat until UDO is ready for adoption



Thank You!

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