

**ZONING ANALYSIS AND RECOMMENDATION
PLANNED UNIT DEVELOPMENT
Planning and Development Department**

Case No.: 20-04-RZ

County: Jackson County

Applicant: Braselton 38, LLC

Owner: Braselton 38, LLC

Location: Jackson County Tax Parcel 119-004J4

Project Area: 39 acres

Current Zoning: M-D (Manufacturing-Distribution)

Proposed Zoning: PUD (Planned Unit Development)

Adjacent Land Uses: Light Industrial/Distribution, Civic-Institutional, Rural Residential, Undeveloped, Interstate

Adjacent Zoning: Manufacturing-Distribution, General Commercial, R-1

PROJECT DATA

The applicant requests a re-zoning of 39 acres on Jesse Cronic Road from Manufacturing-Distribution to PUD (Planned Unit Development).

Per the application, the proposed project will consist of a:

1. 360-unit multi-family development
2. 150-unit senior living facility
3. 15,000 s.f. +/- day care facility
4. 25,000 s.f. +/- medical office facility
5. 85,000 +/- s.f. self-storage building
6. 28,000 s.f. +/- of business service space.

The property is bound to the north by I-85 and to the south by Jesse Cronic Road. The proposed site plan shows access points on Jesse Cronic Road as well as tying into Cherry Drive through the adjacent business/industrial park. Cherry Drive ultimately terminates at SR 53.

Acresage Breakout:

- Multi-family – 22 acres
- Day Care – 2 acres
- Medical Office – 1 acre
- Self-Storage – 1 acre
- Business Service Space – 3 acres

Total Impervious Surface: 18.5 acres

Total Open Space – 20.5 acres

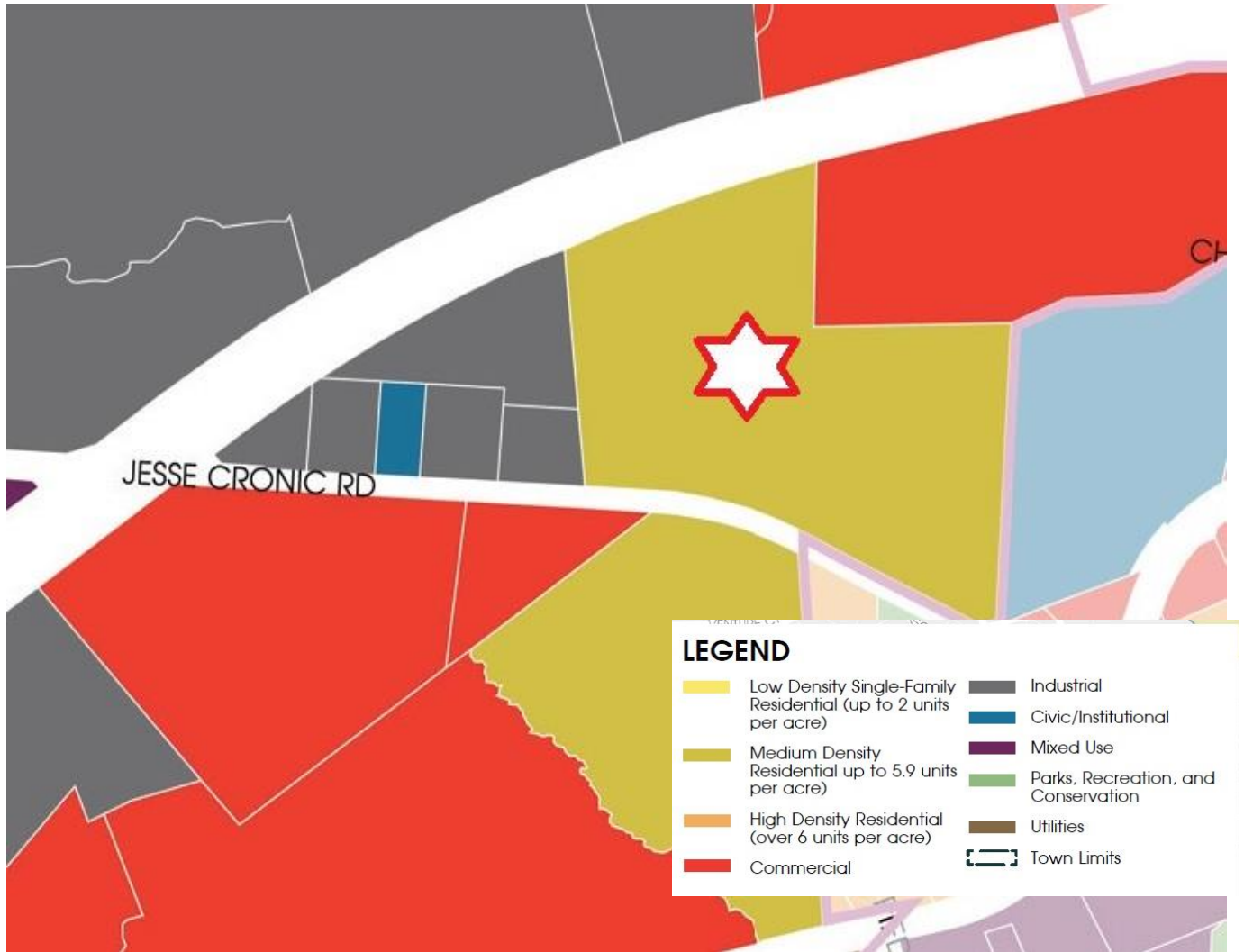
Per the Town of Braselton Development Code, the PUD (Planned Unit Development) zoning district is intended to establish truly unique developments in which conventional design requirements and districts cannot accommodate. The P.U.D. district is not intended to allow developments in which higher densities are sought for the sole purpose of circumventing the existing zoning districts. The P.U.D. district provides more flexibility with regard to design and uses and the blending of the two. This district also allows for more truly mixed-use developments rather than a conventional residential subdivision with a commercial component or office/industrial development.

The Planned Unit Development district shall be allowed at the discretion of the Town Council where proven that the other districts cannot accommodate a development concept. No Planned Unit Development shall be granted on property less than 10 acres in size.

PROPERTY LOCATION MAP



**BRASELTON COMPREHENSIVE PLAN – CHARACTER AREA RECOMMENDED
LAND USE MAP**



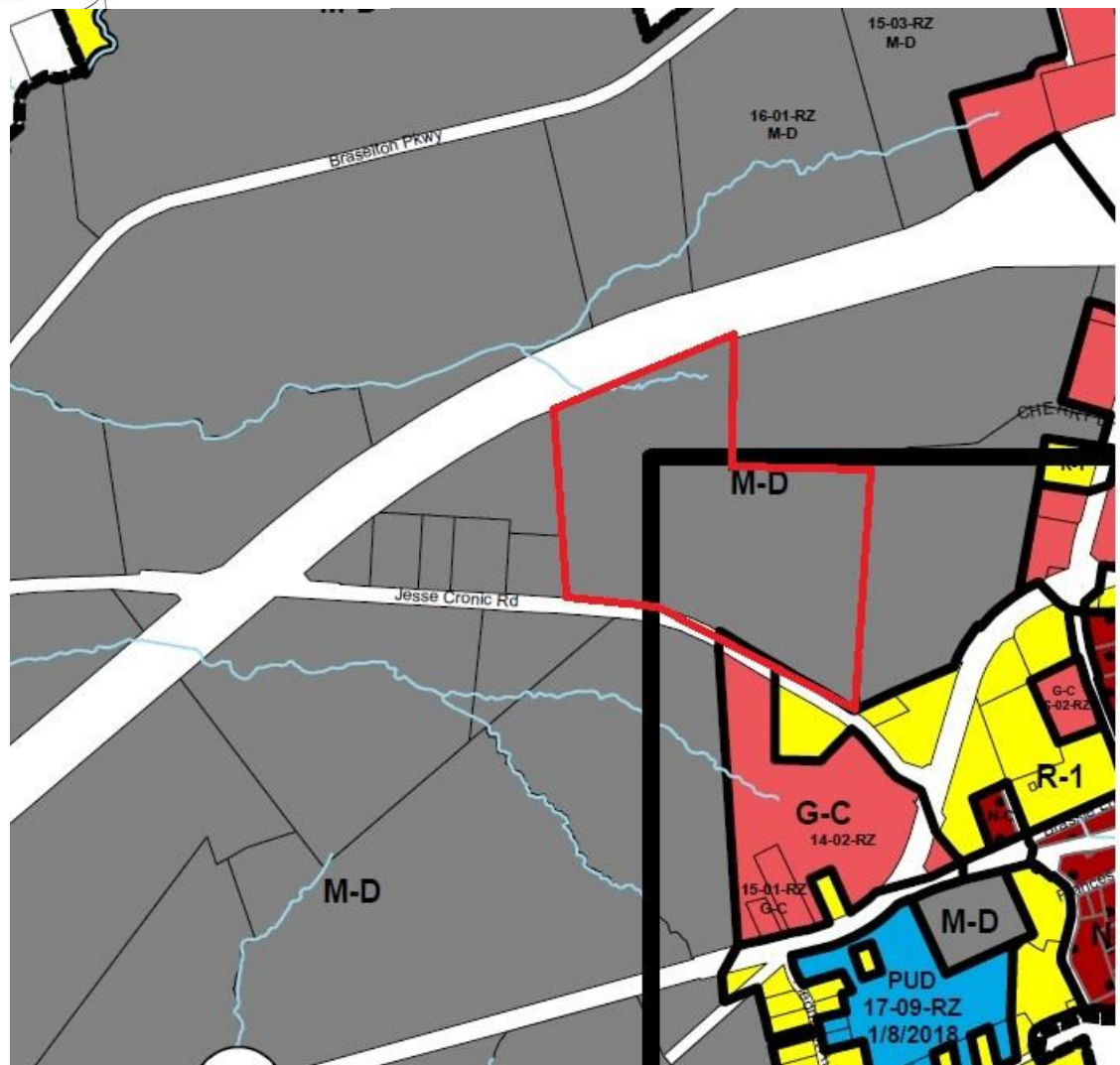
BRASELTON CURRENT ZONING MAP

Legend

— Braselton Streams

ZONING_BRASELTON

- R-1 Residential
- R-2 Residential
- R-3 Residential
- TND Traditional Neighborhood Development
- B-P Business Park
- PUD Planned Unit Development
- D- Downtown District
- R-M Residential Multi-Family
- O-I Office and Institutional
- G-C General Commercial
- N-C Neighborhood Commercial
- I Industrial
- M-D Manufacturing & Distribution



STANDARDS OF OFFICIAL ZONING MAP AMENDMENT

Review of applications is made based upon the “Standards Governing Exercise of the Zoning Power” as provided by the Town of Braselton.

Will the rezoning requested permit a use that is suitable in view of the existing use or usability adjacent or nearby property? The property is currently zoned Manufacturing-Distribution (M-D). Properties to the west, east, and south are also zoned M-D. Commercially zoned property also exists adjacent to the property to the South. Within one M-D property, an institutional use has been established (place of worship). On the other side of Jesse Cronic Road from the property, the Town of Braselton Comprehensive Plan encourages both medium density residential and high-density residential uses if said properties sought a change in zoning. The requested uses may be suitable and serve as an appropriate transition from the more intense M-D uses to the commercial and potential residential uses moving towards the downtown area. The Town of Braselton Comprehensive Plan addresses the suitability of the residential uses as it relates to this property and defined character areas in the Town.

Will the rezoning requested adversely affect the existing use or usability of adjacent or nearby property? The proposed zoning will not adversely affect the existing use or usability of adjacent property. The proposed site plan shows the accommodation of existing access agreements that are currently in existence to serve the adjacent properties to the north and east.

Does the property for which the rezoning is requested have a reasonable economic use as currently zoned? The property is currently Manufacturing-Distribution. The property does have a reasonable use as currently zoned.

Is the subject property suitable for the zoned purposes?
The property is suitable for the proposed land use.

Will the rezoning requested result in a use that could cause an overcrowding condition with respect to the existing streets, utilities, or schools?
The applicant will need to undertake all necessary water and wastewater system improvements that will be required for this proposed development.

Per the submitted site plan and traffic study, there will be multiple access points onto Jesse Cronic Road. The applicant will have to adhere to Jackson County requirements and standards as it relates to the necessary improvements to the road for access into the proposed development. The application also shows a connection to the private Cherry Drive, which traverses the adjacent business park and ultimately extends to SR 53. As with any new commercial, residential, or industrial uses, an increase in traffic trips onto the road system will occur. Different uses generate different levels of traffic generation. The self-storage and senior living uses would generate the lowest amount of traffic generation, while the day care use, medical office use, and 360-unit multi-family development would generate a higher amount.

As with any residential development, there would be an impact on schools.

Does the rezoning requested conform to the Town of Braselton Future Land Use Map?

The re-zoning does not conform to the Town of Braselton Future Development Map. The Town of Braselton Comprehensive Plan Future Development Map recommends “Medium Density Residential” as a future use for the property. The property also lies in the Transitional Employment Center character area. The Medium Density Residential land use category allows for the following types of residential: Single-family detached homes, Townhomes, and “Missing middle-housing” (duplexes, triplexes, quadplexes, cottage courts, etc). The land use policy for Medium Density Residential limits gross residential density to no greater than 5.9 units per acre.

The overall recommended land uses for the Transitional Employment Center character area include: Medium density residential, Commercial (retail and office), Industrial (not warehousing or distribution), Civic/institutional, Mixed use, Parks, recreation, and conservation, Utilities.

Does the hardship imposed upon the individual property owner under the current zoning conditions outweigh the benefits to the public in maintaining those zoning conditions?

The property is currently zoned M-D (Manufacturing-Distribution) within an established M-D zoned corridor. M-D is one of the more intensive zoning classifications in the Town of Braselton in the non-residential category. There should not be a hardship maintaining the current zoning condition.

Will the rezoning request have a significant impact on the environment, including, without limitation, soil erosion and sedimentation, flooding, air and water quality and water quantity? The proposed development could potentially present an adverse impact on the environmental factors noted above. All development activities shall meet local and state environmental regulations as it pertains to soil erosion, flood plain management, stream buffer protection, and stormwater. The application identified the existence of several state waters on the property.

Will the rezoning request have a significant adverse impact on the aesthetics of the property or the surrounding area? The property is currently zoned Manufacturing-Distribution (M-D). Properties to the west, east, and south are also zoned M-D. Commercially zoned property also exists adjacent to the property to the South. Within one M-D property, an institutional use has been established (place of worship). On the other side of Jesse Cronin Road from the property, the Town of Braselton Comprehensive Plan encourages both medium density residential and high-density residential uses if said properties sought a change in zoning. The requested uses may be suitable and serve as an appropriate transition from the more intense M-D uses to the commercial and potential residential uses moving towards the downtown area. The Town of Braselton Comprehensive Plan addresses the suitability of the residential uses as it relates to this property and defined character areas in the Town.

Are there other existing or changing conditions regarding the use and development of the property which give support for approval or disapproval of the rezoning request?

ADDITIONAL CRITERIA FOR PUD ZONING DISTRICTS

1. *The proposed use(s) and intensities would not be detrimental to surrounding properties or uses.* The commercial uses proposed can be considered an appropriate transition from the industrial properties to the north and west to the institutional and potential future residential uses to the south and commercial uses to the southeast. The residential uses should be consistent with the recommended polities set forth in the Town of Braselton Comprehensive Plan.
2. *Mitigation of impacts are proposed and are considered to be adequate with regard to the protection of surrounding properties.* Buffering (both natural and proposed) is shown on the submitted site plan between the residential portions and senior living portion to the industrial properties to the north and east as well as I-85. No buffering is proposed between the senior living uses to the self-storage and business service uses to the west.
3. *The proposed use is compatible with surrounding uses.* The property lies in an industrial corridor, with light industrial uses existing along the north side of Jesse Cronin Road and to the north east. The application proposes certain residential and commercial uses which are out of character for the immediate vicinity. However, a stepped down and transitional zoning from the industrial uses to the institutional and potential future residential uses nearby may be appropriate.
4. *The proposed use or proposed density is not out of character with the Comprehensive Land Use Plan.* The proposed uses and density are not consistent with the policies of the Comprehensive Plan.
4. *The proposed development would not otherwise be accommodated by a typical zoning district.* The submitted site plan divides the project and general uses into different use sections. The multi-family is on the easterly parcel, the senior living/medical office/day care parcels represent the middle, and the self-storage/business service uses are located on the westerly parcel. The self-storage and business service use is permitted under the current M-D zoning classification, the senior living/medical office/day care uses would be permitted under an O-I zoning classification, and the multi-family would be permitted under an R-M zoning classification. This statement is related to only the uses as it relates to the referenced zoning classification. Therefore, the uses as presented and laid out in the submitted site plan would otherwise be accommodated under a typical zoning district. Developments under a typical zoning district would be required to adhere to the development standards established for those zoning districts in the Town of Braselton Development Code.
5. *There are substantial design and use concepts that make the proposed development distinct and unique.* In the opinion of staff, there are not any substantial design or use concepts that would make the proposed development distinct or unique. The uses are separated into different parcels representing three different types of uses. Each use is separated and distinct from one another.
6. *Impacts to surrounding properties is mitigated with the use of open space and buffering.* Buffering (both natural and proposed) is shown on the submitted site plan between the residential portions and senior living portion to the industrial properties to the north and east as well as I-85. No buffering is proposed between the senior living uses to the self-storage and business service uses to the west.
7. *Environmentally sensitive areas are protected to the standards set forth in this Ordinance and Code.* Stream buffer corridors, wetland areas, and flood plains are protected in

accordance Town of Braselton standards. The submitted application information does show the presence of state waters on the property. The identified state waters do show buffers as required by local and state regulations.

8. *The proposed development would not encumber or exhaust Town infrastructure*

The applicant will need to undertake all necessary water and wastewater system improvements that will be required for this proposed development. Overall, the Town has sufficient wastewater capacity to serve the project. The applicant would need to work with the applicable road/transportation department in regards to any necessary road/access improvements.

PLANNING DIRECTOR RECOMMENDATION:

PUD Re-zoning Application as Presented – Denial

Comments -

The recommended land use in the Town of Braselton Comprehensive Plan for this property is Medium Density Residential. However, staff is of the opinion that the proposal of a step down of uses from industrial to lighter commercial to residential may be an appropriate land use given the location of the property and the existing surrounding uses and projected potential uses of nearby property. However, a residential component for this property should fall within the Medium Density Residential category as set forth in the Town of Braselton Comprehensive Plan. The multi-family development as presented in the application is inconsistent with the policies set forth in the Comprehensive Plan.

Planned Unit Development (PUD) zoning classifications are to be approved at the discretion of the Mayor and Council when no other zoning classification can accommodate a specific land use proposal. In the opinion of staff, the submitted application does not meet the intent of the PUD. The PUD (Planned Unit Development) zoning district is intended to establish truly unique developments in which conventional design requirements and districts cannot accommodate. The district is also intended for true mixed-use developments, where differing uses exist either in the same building or directly side by side. In such developments, the uses compliment each other and serve one another (ie retail to serve retail needs of residential). The PUD district shall not be considered for land use proposals for which typical zoning classifications can accommodate, even if different zoning classifications exist side by side to one another. In the instance of this application, the site plan does not represent a true planned mixed-use development for which the PUD zoning district is intended.

Future consideration for this land use proposal, or similar proposals, may be considered if the residential component fits under the Medium Density Residential classification of the Comprehensive Plan, and appropriate transitional commercial uses are established under the proper zoning classification, for which the Town of Braselton Development Code will apply the proper design standards for such uses. A PUD zoning may be considered if a specific residential product that fits within the Medium Density Residential category cannot be accommodated by a zoning classification established in the Town of Braselton Development Code.