



**CITY OF SNELLVILLE
DEPARTMENT OF PLANNING & DEVELOPMENT
MAYOR AND COUNCIL**

CASE SUMMARY

February 27, 2017

CASE NUMBER: #LUP 17-01 RZ 17-02 CUP 17-01

REQUEST: Land Use Plan and Zoning Map Amendment;
Modify Prior Zoning Conditions; and
Conditional Use Permit for Self-Storage
Facility

LOCATION: 2397 Lenora Church Road, Snellville, GA

TAX PARCEL: 5026 071

CURRENT FUTURE LAND USE PLAN: Office/Professional

**PROPOSED FUTURE LAND USE
PLAN AMENDMENT:** Commercial/Retail

PRESENT ZONING: OP (Office Professional) District
Corridor Overlay District

PROPOSED ZONING: HSB (Highway Service Business) District

DEVELOPMENT/PROJECT: 72,000 sq. ft. Indoor Self-storage Facility

PROPERTY OWNER: 2338 Scenic Highway, LLC.
Atlanta, Georgia 30318

APPLICANT/CONTACT: Art Brannen & Danny Rueckel
Brannen Development Co.
Atlanta, Georgia 30318
404-432-8392 or d.rueckel@comcast.net

RECOMMENDATION: Approval with Conditions



**CITY OF SNELLVILLE
DEPARTMENT OF PLANNING & DEVELOPMENT
MAYOR AND COUNCIL**

CASE ANALYSIS

February 27, 2017

TO: The Mayor and Council

MEETING DATE: February 27, 2017

FROM: Jason Thompson, Director
Department of Planning and Development

CASE NUMBER: #LUP 17-01 RZ 17-02 CUP 17-01

FINDINGS OF FACT:

The Department of Planning and Development has received applications from Brannen Development Co. and 2338 Scenic Highway, LLC requesting to: a) amend the City of Snellville Future Land Use Map from Office/Professional to Commercial/Retail; b) amend the Official Zoning Map from OP (Office Professional) District to HSB (Highway Service Business) District; and c) request for a Conditional Use Permit for an indoor self-storage facility on the 1.99± acre property (identified as Lot 2 on the Concept Plan) located at 2387-97 Lenora Church Road, Snellville, Georgia.

The applicant intends to redevelop the property to construct a master-planned, controlled air, self-storage facility located in a 3-story, 72,000 sq. ft. building.

The adjoining properties to the west and northwest are zoned BG (Business General) District while the properties to the north, south, and east are zoned OP (Office Professional) District. The City's 2030 Comprehensive Plan Future Land Use Map designation for property is Office/Professional, as are the immediate properties to the north, east and south, while the properties to the west and northwest along Scenic Highway have are designated as Commercial/Retail. The subject property is adjacent to Carlin Vision to the North, a former residential

property converted to a commercial use to the south, typical office uses to the east, and a vacant property to the west that abuts Scenic Highway.

As part of the application submittal, the applicant is requesting:

- To amend the 2030 Future Land Use Plan of the City of Snellville from Office/Professional to Commercial Retail;
- To amend the Official Zoning Map of the City of Snellville from OP (Office Professional) District to HSB (Highway Service Business) District;
- To modify prior zoning conditions to utilize a new site plan, as well as, conditions specific to the proposed development; and
- To receive a Conditional Use Permit to operate an indoor self-storage facility.

Background:

The subject 1.99± acre property is currently vacant and contains a partially constructed 48,000 sq. ft. steel structure, stormwater detention pond and parking lot. The subject property has been through several rezoning and variance hearings within the past 10 years but was originally used for single family residential use. The original 2007 zoning change (case #RZ 07-09) included the properties at 2387 and 2397 Lenora Church Road which were both changed from RS-180 (Single-family Residence) District to OP (Office Professional) District.

RZ 07-09 – Darren Harper Rezoning



Current Zoning is Labeled within Each Parcel

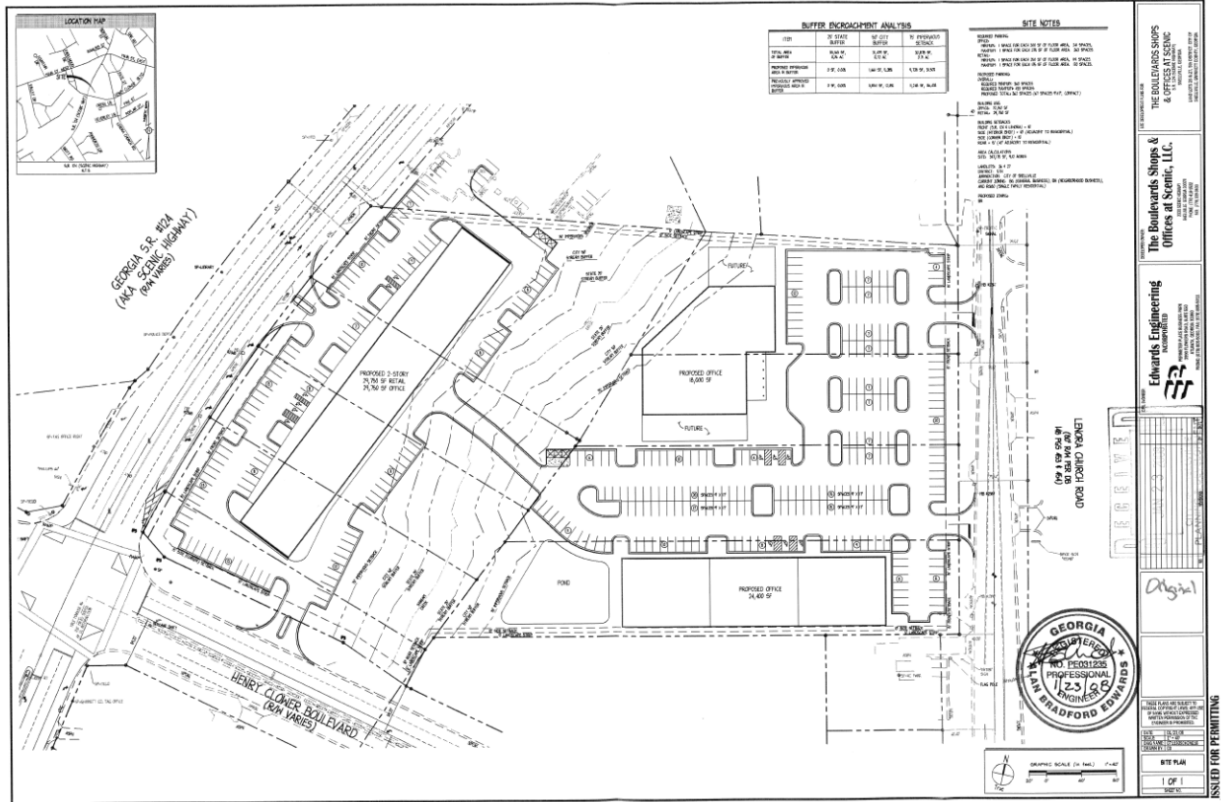
Legend

- Snellville
- Future Land Use
- Conservation (Any district)
- Industrial Mixed Use (IM)
- Multi-Family: 4-10 du/acre (RM, RG-75)
- Office/Professional (OP)
- Park/Recreation (Any district)
- Public/Civic (CI)
- Residential-Low Density <4 du/acre (RS180, RS-150)
- Residential-Med Density: 4-10 du/acre (PRC)
- Retail (BN, BG, HSB)
- Town Center Commercial
- Transportation / Communication / Utilities
- Parcels in Question



The original concept plan was for three (3) stand-alone office buildings and associated parking.

Later in 2007 an application was received by the original developer requesting a change in conditions and site plan modification to include additional parcels located on Scenic Highway, as well as, the addition of the Carlin Vision property. The concept plan provided for mostly commercial retail uses along Scenic Highway and medical/office uses along Lenora Church Road. The Mayor and Council approved the following plan and conditions on January 28, 2008.



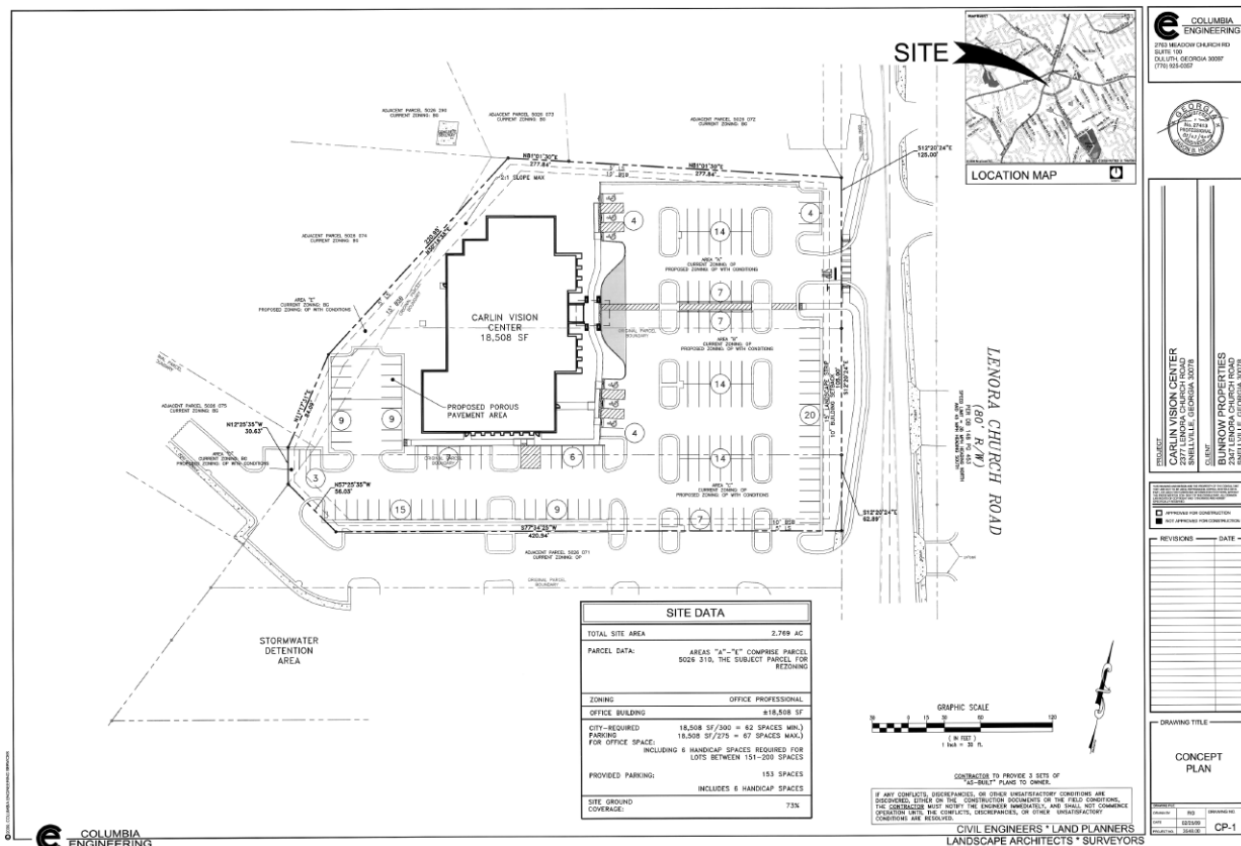
Approved Conditions:

1. The property shall be developed in general accordance with the submitted site plan entitled “The Boulevards”, dated January 23, 2008 and prepared by Edwards Engineering, Inc. with modifications to meet State, County and City regulations. Substantial variation from the concept plan, as determined by the Director of Planning and Development will require Mayor and Council approval.
2. Paving within the City-required buffer zone shall be constructed of a pervious material, as approved by the Department of Planning & Development;
3. All detention structures must be located outside the required buffers and setbacks; and
4. All proposed mitigation strategies as described, and approved by The Board of Appeals, within the Edwards Engineering, Inc. Stream Buffer Reduction analysis dated October 14, 2007 (received October 15, 2007) shall be implemented into the development as prescribed with modifications to meet State, County and City regulations.
5. Uses involving adult entertainment, including any sale or display of adult magazines, books, or videos and as further defined by the Adult Entertainment Ordinance in effect on the date this condition is imposed, are prohibited, and;
6. New signs higher than 15 feet and larger than 225 square feet are prohibited.

The project, as shown above, received a land disturbance permit and building permit on July, 16, 2008 with site and building construction beginning immediately. For a few months the project was moving along until the effects of the Great Recession that began in December 2007 strongly impacted the development group.

As a result, construction halted and the developer was not able to finish the project. It was around this time that Dr. Carlin became concerned that development of his site and building were going to be impacted, so he took over development of his property and building, submitting a zoning modification and change in conditions for the portion that they needed for their development.

On March 23, 2009, the following plan was approved with conditions (identified as Lot 1 on the Concept Plan). It should be noted that one of the approved conditions allowed Dr. Carlin to provide for 86 additional parking spaces which would have been used for the adjoining site to the south.



Carlin Vision was completed later in 2010. While the subject property only had a partially built building shell consisting of structured steel, three walls and roof and associated parking. The entire project went into foreclosure through a local bank which later failed and went into receivership by the F.D.I.C. and remained in receivership until it was later sold to an investment company.

STAFF ANALYSIS:

The subject 1.99± acre property (identified as Lot 2 on the Concept Plan) contains a partially constructed 48,000 sq. ft. steel structure, stormwater detention pond and parking and is located at 2387-97 Lenora Church Road, Snellville, Georgia. It is currently zoned OP (Office Professional) District and is within the Corridor Overlay District. The property is designated as Office Professional on the City's 2030 Comprehensive Plan Future Land Use Map. The applicant intends to redevelop the property to construct a master-planned, controlled air, self-storage facility located in a 3-story, 72,000 sq. ft. building.

Although the applicant also owns the 4.265± acre adjoining property to the west on Scenic Highway (identified as Lot 3 on the Concept Plan), at this time, the applicant is not requesting any change of zoning or conditions for this property.

Land Use Plan Amendment:

As identified on the City of Snellville 2030 Comprehensive Plan Future Development Map, the property is located in the "Downtown" character area which currently includes a mixture of civic, retail and office uses. The Comprehensive Plan's *Vision for the Future* includes residential units, offices, restaurants, small-scale shops, cultural facilities and entertainment venues where the Downtown area serves as the focal point of the community and become a destination for dining, shopping and cultural pursuits.

The "Downtown" character area includes the following Future Land Use designations as identified on the City of Snellville 2030 Comprehensive Plan Future Land Use Map: Towne Center Commercial, Office/Professional, Public/Institutional, and Retail, with *Retail* being the appropriate Land Use designation for the requested HSB (Highway Service Business) zoning District. Also keep in mind that the City's 2030 Comprehensive Plan was adopted eight years ago with the next update to begin in 2018 for adoption in 2019.

Since completion of the Carlin Vision center in 2010, there has been no new development activity, with much of the redevelopment now being focused in the Towne Center area located in the northeast quadrant of the Highway 124 and Highway 78 intersection. Current conditions of the area around the subject property are more general commercial/office uses. Furthermore, the indoor storage use may prove beneficial to future residents locating in the Towne Center area in residential housing developments with limited or no storage options.

The 2030 Comprehensive Plan's Land Use Policy (3) states, "Allocate an adequate amount of land to meet projected use demands. The plan's Future Land Use Map and recommendations should be viewed as a flexible statement of City policy that should be reviewed periodically as changes in local conditions warrant it."

There are few places for this type of use and given the history of the property and lack of available parking for the original use, it may be beneficial to allow the change in land use.

Zoning Map Amendment and Site Plan Approval:

The subject property is located southeast of the Highway 124/78 intersection in a somewhat transitional commercial area. The properties in the immediate area are all commercial in nature and are mostly older properties that were developed more than 30-40 years ago with the exception being the Carlin Vision center. However, less than a block south is Henry Clower Boulevard which serves as the dividing line between commercial/retail uses and single-family residential uses.

The subject property offers a unique circumstance because it was partially developed but never completed. Under the original concept plan, the development was to function as one with Carlin Vision in one building and a separate 48,000 sq. ft. office building. However, with the initial failure of the development, and the emergence of Carlin Vision's expanded parking lot, the applicant is forced in finding uses that have a low demand for parking and are complementary to the existing businesses. An indoor climate controlled self-storage facility may offer a solution that is positive for everyone.

The applicant has submitted building renderings to reflect a build-out that would mimic the neighboring architecture of the Carlin Vision building with stone bands on the bottom floor then continuing with brick around the rest of the building.

According to the 8th edition of ITE Trip Generation manual, self-storage units have a 2.5 trip generator multiplier per 1,000 sq. ft. while general office uses have an 11.01 trip generation multiplier per 1,000 sq. ft. This equates to 195 calculated daily trips for the 78,000 sq. ft. of self-storage use while the original permitted 48,000 sq. ft. of general office use would provide for 528 daily trip generations. The trip generation numbers show that even at peak occupancy the self-storage use would provide for roughly 2.7 times less trips per day weekly. The ITE trip generation numbers also reflect a fewer percentage peak trip for the self-storage verses general office use.

Site Plan Analysis:

The original plan as approved for the entirety of the "Boulevards" development was to include the subject property, two story 48,800 sq. ft. office building, the 18,000 sq. ft. Carlin Vision building, and an additional building adjacent to Scenic Highway that included 18,000 sq. ft. of retail, 6,000 sq. ft. of restaurant uses, and 18,000 sq. ft. of office uses. The original plans indicated shared parking for the entire development and provided for a total of 444 parking spaces with 37 compact spaces and 46 offsite spaces. The subject property and the Carlin Vision portion of the development had the bulk of the onsite parking spaces with a total of 236 parking spaces between the two buildings which is enough to satisfy the parking regulations which require 1 space per 300 sq. ft. of office space for a total of 223 parking spaces.

Later in 2008 after complications with the original "Boulevards" developer, Carlin Vision requested to be allowed to extract their portion of the development and develop it on their own. During the time of rezoning they requested and were approved for a parking variance for 87 additional spaces totaling 150 parking spaces. Leaving the subject property with 73 dedicated spaces and 25 shared parking spaces as recorded on the Carlin Vision exemption plat and shown on the submitted Concept Plan. With only 103 available spaces the allowable office square

footage would be reduced to 32,400 sq. ft. while the self-storage use would have more than enough while only being required to provide for 39 parking spaces.

Conditional Use Permit (Mini-Warehouse Storage Facility):

The applicant is requesting a Conditional Use Permit for the mini-warehouse storage facility. The requirements of Section 9.11(3)(B)(15) of Article IX of the Zoning Ordinance do not provide minimum requirements for the mini-warehouse storage facility use. However, the following minimum restrictions and design standards are found in Section 230-130(FF), Supplemental Use Standards of the Gwinnett County Unified Development Ordinance:

1. Storage units shall not be used for manufacturing, retail or wholesale selling, office, other business or service use, or human habitation.
2. Site access shall not be onto roadways classified as local residential streets.
3. Outdoor speakers or sound amplification systems shall be prohibited.
4. Such a facility may include one accessory manager's office/apartment which is clearly subordinate to the primary use of the facility for warehousing purposes.
5. Provide adequate loading and unloading areas outside of fire lanes.

Approval of a Conditional Use Permit for the proposed use is to make sure that this type of use is vetted by the Planning Department, Planning Commission and Mayor and Council; however, because a rezoning is also required for the use, the project will already necessitate final approval from the Mayor and Council. This provision in the ordinance is to ensure that this type of use comes before the Mayor and Council even if the property was already zoned correctly for the use.

STAFF RECOMMENDATION:

In conclusion, the Department of Planning and Development recommends **Approval** of the application to amend the 2030 Future Land Use Plan from Office/Professional to Commercial/Retail; **Approval** of the application to amend the Official Zoning Map from OP (Office/Professional) District to HSB (Highway Service Business) District and request for zoning modification/change in conditions; **Approval** of the request for a Conditional Use Permit for an Indoor Self-Storage facility on the 1.99± acre tract (Lot 2) as shown on the Concept Plan, entitled "Concept Plan for 2338 Scenic Highway, LLC.", dated 12-6-2016 with the following **Conditions:**

1. The property shall be developed in general accordance with the submitted site plan entitled "Concept Plan for 2338 Scenic Highway, LLC", dated 12-6-2016, with modifications to meet conditions of zoning or State, County, and City regulations. Substantial variation from the concept plan, as determined by the Director of Planning and Development, will require Mayor and Council approval;
2. Freestanding signs higher than fifteen (15) feet or larger than 225 sq. ft. in area are prohibited;

3. Uses involving adult entertainment, including any sale or display of adult magazines, books, or videos and as further defined by the Adult Entertainment Ordinance in effect on the date this condition is imposed, are prohibited;
4. Storage units shall not be used for manufacturing, retail or wholesale selling, office, other business or service use, or human habitation;
5. Outdoor speakers or sound amplification systems shall be prohibited;
6. Such facility may include one accessory manager's office/apartment which is clearly subordinate to the primary use of the facility for warehousing purposes;
7. The building exterior and landscaping for the existing building will be improved to meet the requirements on Article 19, Buffer, Landscaping, and Tree Ordinance of the City Code;
8. There shall be no temporary or permanent outside storage;
9. Provide adequate loading and unloading areas outside of fire lanes;
10. Any additional non-substantial variance(s) as determined by the Director of Planning and Development for the design requirements, zoning requirements, development regulations and construction requirements must be submitted in writing for administrative approval with the Director of Planning and Development for this project; and
11. In the event that the subject property is not developed by the Property Owner within twelve (12) months from the date of Mayor and Council approval, the Zoning Amendment, Land Use Plan Amendment and Conditional Use Permit for the Mini-Warehouse Storage Facility will become null and void.

PLANNING COMMISSION REPORT:

The Planning Commission held a duly advertised public hearing on the subject application at the January 24, 2017 Regular Meeting of the City of Snellville Planning Commission. For the purposes of promoting health, safety, morals, convenience, order, prosperity, aesthetics, or the general welfare of the City of Snellville, by a vote of 4-1, the Planning Commission recommended **Approval** of the amendment to the 2030 Future Land Use Plan from Office/Professional to Commercial/ Retail; by a vote of 3-2, recommended **Approval** to amend the Official Zoning Map from OP (Office/Professional) District to HSB (Highway Service Business) District and request for zoning modification/change in conditions; and by a vote of 3-2, recommended **Approval** of the request for a Conditional Use Permit for an Indoor Self-Storage facility with the **Conditions** as recommended by the Planning Department.