

# MINUTES

## MAINLAND PLANNING COMMISSION

JULY 1, 2008 - 6:00 P.M.

Historic Courthouse, 701 G Street

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**MEMBERS PRESENT:** Gary Nevill, Chairman  
Bill Brunson, Vice Chairman  
Jason Counts  
Eric Croft  
Buck Crosby  
Buddy Hutchinson

**ABSENT:** Wayne Stewart

**STAFF PRESENT:** David Hainley, Director  
York Phillips, Planning Manager  
Eric Landon, Planner I  
Kristina Wright, Planner I  
Janet Loving, Admin/Recording Secretary

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Chairman Gary Nevill called the meeting to order and the invocation was given, followed by the Pledge of Allegiance. He then gave a brief recap of the rules, voting procedure and audience participation in discussing agenda items.

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## MINUTES

### June 3, 2008 Regular Meeting

Upon a motion made by Mr. Buck Crosby and seconded by Mr. Jason Counts, the Minutes of the June 3<sup>rd</sup> Mainland Planning Commission meeting were approved and unanimously adopted.

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**ZM1199 ZM-2008-015 (M) Dover Hall**

Consider a request to rezone from Forest Agriculture to Planned Development, including approval of a Planned Development Master Plan and Planned Development Text for property located on the south side of SR 99, generally between Buffalo Creek and Green Creek and north of the Turtle River. The property consists of 5,245.06 acres. The purpose of this request is to allow a development of up to 9,051 residential units and up to 1.16 million sq. ft. of commercial development. Parcel numbers: 03-18593 and 03-21136. Thomas and Hutton, agent for Dover Hall Plantation, LLC, owner. *(This item continued from the June 3 meeting)*

Mr. Jeff Halliburton and Mr. Steve Simpson were present for discussion.

The following report from staff was included in the packages for review and was presented by Ms. Kristina Wright:

A workshop was held with agents of Thomas and Hutton and staff on March 25, 2008. At that time, the agents for the project provided an overview of the master plan and planned development text and discussed possibilities for water and sanitary sewer provision.

As part of the applicant's submittal, the following studies have been included: Phase I Environmental Assessment, Threatened and Endangered Species Report, Cultural Resource Overview, and Traffic Report.

The March 25<sup>th</sup> workshop was followed by a meeting held on April 21, 2008 between staff, Joint Water & Sewer Commission (JWSC) and agents for the project to explore in detail, water and sanitary sewer opportunities that exist and potential solutions for the development at full build-out. For example, Thomas and Hutton discussed the possibility of utilizing the Academy Creek Plant in lieu of on-site treatment due to the soils on-site. As a result of this meeting, staff and the JWSC is seeking the recommendation of their consultants at ATM.

As to the proposed use of the land, the applicant states that: *“The Dover Hall PD will be a mixed use residential community that will offer various residential housing opportunities, civic uses, shopping avenues, recreational activities, and other amenities. The project will develop over a period of 20 to 30 years. It is anticipated that the first resident could occupy a home in early 2010.*

*“The intent of the Dover Hall PD is to create an active residential community complete with amenities and recreational opportunities. The Master Plan envisions five neighborhoods located throughout the property. The neighborhoods will be established based on natural features of the site which create logical neighborhood edges. All neighborhoods will be linked by a system of main roads and pedestrian trail systems. The residential neighborhoods within Dover Hall will offer residents a choice of lot sizes and home types. The Mixed use designation is for the development of an active commercial and retail area to serve Dover Hall and the surrounding area. Elements of*

*the Mixed Use Area may include a government center, shopping centers, church sites, a school site, a 10-acre park, a variety of housing types and back-of-the-house (office warehouse) uses. The Mixed Use Area is planned to be open to the public.*

*“Amenity and Recreation areas are generally located on the conceptual Master Plan and will offer residents central locations to congregate and share in the recreational activities. Activities at the recreation areas may include pavilions, tennis courts, an aquatic center, playgrounds, community centers, or site(s) that all residents can use to access the tidal waters of the Turtle River, Buffalo Creek, White Oak Creek and Green Creek.”*

The property will be accessed from GA Highway 99. The total acreage is approximately 5,245.06, consisting of 3,198.09 acres of uplands, 292.33 acres of freshwater wetlands, and 1,754.58 acres of salt marsh. Maps were submitted depicting the land and its marsh, wetland and flood prone areas. Together the wetlands and marsh comprise approximately 39% of the total property (292.33 acres wetlands+1754.88 acres saltwater marsh = 2046.91 acres/5,245.06 acres = .3902). The site has over 13,864 linear feet of frontage on GA Highway 99.

Community Development has received the letter of recommendation for the Development of Regional Impact (DRI) from the Coastal Georgia Regional Development Center (CGRDC) dated April 24, 2008.

The Master Plan for this development is proposing a maximum of 9,051 dwelling units proposed within three residential districts: Creekside (814.08 acres), Marshside (1043.95 acres) and Riverside (442.51 acres) with an average density of approximately +/- 3 du/ac, in addition to proposing a Traditional Neighborhood District (241.05 acres) that will feature a higher density of approximately +/- 4 du/ac. In support of the proposed residential development, 1.16 million sq. ft. of commercial development is proposed to serve the area and 39.99 acres will be conveyed for Government/Civic Use. Likewise, the Resort Community District (215.07 acres) with a proposed density of approximately +/- 6.8 du/ac, Mixed Use District (408.38 acres) and the Open Space/ Amenity District (168.07 acres) will provide additional services and amenities to serve the district.

According to the CGRDC report in response to the demands on public infrastructure including roads, water and wastewater, GA DOT has determined that the project's impacts on the surrounding infrastructure will be significant and will need to be addressed in the local Metropolitan Planning Organization's Long Range Transportation Plan update due in 2010. Please be advised that subject to the Georgia Department of Community Affairs' Rules for DRI, Glynn County and the water supply wastewater treatment provider for this project may be required to submit future DRI applications pertaining to the additional water supply intake facilities and wastewater treatment facilities that will serve this project. Furthermore, staff is requesting the applicant to determine the needs for public educational facilities.

As for the justification for the request to rezone the property, the applicant has responded to the following:

The project would be in harmony with the Character of the Neighborhood because: *“The property is located west of Interstate 95 in a Growth Corridor of Glynn County and will compliment future and existing residential neighborhoods.”*

The project would not be detrimental to the property or persons in the area because: *“The community will add value to adjacent properties and provide planned/controlled growth.”*

The transportation staff has indicated that the definition for *Average Daily Traffic (ADT)* contained within the Glynn County Subdivision Regulations Section 501 describes the number of trips generated during a 24-hour period based on the total number of residential units have access to the street, and states that *“10 trips per day per residential unit shall be used for design purposes in this Ordinance.”* The Preliminary Traffic Projections report (Exhibit H) demonstrates a prorated amount due to the projected amount of internal circulation. As a result, staff accepts the calculations as submitted with the requirement that all impacted roads shall maintain a Service Level of C.

Regarding utilities, Dover Hall shall be responsible for the design and phased construction of a water system that will provide 1000 gpm at 20 psi residual pressure at the most remote fire hydrant in any phase of development. As a part of preliminary plat approval, the applicant shall demonstrate the compliance with this performance standard. The method to demonstrate modeling compliance shall be mutually agreed upon by the applicant and the JWSC. No preliminary plat or site plan shall be approved without demonstrating compliance with this requirement.

Additionally, Dover Hall is proposing to connect into a system that was not planned to carry flows from this part of the county. The specific transmission line was constructed using a mixture of public and private funds to which also allocated capacity within that line to carry waste flows from specific projects. Dover Hall was not included in these calculations. Therefore, there is not enough planned capacity in the public system at full build-out of the committed projects. In the interim there may be some capacity based upon projected building schedules. The JWSC master plan consultant is looking at the location and construction need for a new North Glynn treatment plant. Until the time the report is complete the ultimate waste load allocation from this development cannot be addressed. The applicant should look at an interim use of onsite treatment and disposal using spray quality effluent standards until the study is completed and then implement all required improvements to pump and transmit the wastewater to the designated connection point in the public system.

It is anticipated that this development will generate approximately 4,888 school age children (9,051 DU X .54 students/DU $\approx$  4,888). This site is served by Glyndale Elementary School, Jane Macon Middle School, and Brunswick High School. Current

2007-2008 enrollment and capacities for the following schools are: Glyndale Elementary School: 512 enrollment (capacity of 640, including 140 in portable classrooms); Jane Macon Middle School: 759 enrollment (capacity of 900, including 275 in portable classrooms); Brunswick High School: 1694 enrollment (capacity of 1775, including 325 in portable classrooms).

The Fire Department and the Police Department reviewed and approved the proposal as submitted.

**In conformance with Section 1103 of the Glynn County Zoning Ordinance, the following findings of fact are to be considered in making a decision on a request for rezoning:**

- Whether the zoning proposal will permit a use that is suitable in view of the use and development of adjacent and nearby property.

**The proposed project is surrounded by the Turtle Creek CID and the future Hopewell Creek project. As a result, the proposal to combine residential development with commercial development to serve the area will result in a development that is suitable in view of the use and development of adjacent and nearby properties.**

- Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property.

**The request to rezone this property to a Planned Development will allow for greater usability and compatibility of design within the site and throughout the surrounding areas.**

- Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned.

**No. Currently, the property is zoned as Forest Agricultural and would not allow for this level of intensity, featuring a mixture of residential and commercial development.**

- Whether the zoning proposal will result in a use, which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities, or schools.

**Yes, the project will produce a substantial increase in the average daily vehicle trips, and will increase the impacts upon utilities and schools. As a result, the applicant is proposing to make contributions towards the water and sewer infrastructure and roadways, and is proposing to contribute over 39.99 acres to the county for public services.**

- Whether the zoning proposal is in conformity with the policy and intent of the Comprehensive Land Use Plan.

**The Future Land Use Map shows the area as Agriculture/Forestry and Undeveloped/Unused.**

- Whether there are other existing or changing conditions affecting the use and development of the property, which give supporting grounds for approval or disapproval.

**The proposal consists of a mixture of housing types, commercial development and additional community services allowing this Development of Regional Impact to advance the level of services and amenities in West Glynn County.**

In conclusion, the Coastal Georgia Regional Development Center found the project to be compliant with the Development of Regional Impact requirements with conditions. At this time, staff awaits the recommendation of ATM, consultants for the Joint Water & Sewer Commission, regarding the provision of water and sanitary sewer for this development of regional impact.

Staff recommends approval of the rezoning request and acceptance of the Master Plan for **ZM1199** Dover Hall from Forest Agricultural to Planned Development, subject to the following conditions:

1. The developer and staff shall work together with the Glynn County School Board.

**Traffic:**

2. The applicant shall maintain the level of service in place at the time a site plan or subdivision is submitted for all proposed roads within the development and intersections of proposed streets or driveways with SR99. The lowest Level of Service within the development shall be “C.” Due to the size of the development, it is anticipated that it will have a significant impact on SR 99, adjacent to the development and for some distance to the intersection with state routes, which provide an east/west connection.

The county shall take traffic counts on at least an annual basis when the development begins to establish a proportional division of the increased traffic on these routes from the development. When a roadway improvement project is defined, the applicant shall be responsible for their proportional share of the required improvements, including any additional built capacity that accrues, benefiting the applicant.

Should the county adopt impact fees for transportation improvements, the applicant may request credit for expenditures made to SR 99 associated with adding capacity but not associated with required improvements for entrances or intersections. The amount of the credit shall not exceed the cost to construct the improvements as long as the cost is of equal or greater value than that which

would have been collected through the payment(s) of the road component of the impact fees as determined by the County Engineer. Once the sum total amount of the credit exceeds the cost of the improvements, as determined by the County Engineer, the applicant shall thereafter commence paying the impact fee as set forth in any adopted Impact Fee Ordinance. For the purposes of this condition, the costs, as approved by the County Engineer, shall include, but not be limited to, the cost of right-of-way acquisition, engineering costs, costs of relocating utilities and actual costs of construction (including labor, materials, and overhead) (“Work”). Before any Work is performed, the applicant shall receive prior written approval by the County Engineer and County Administrator for the improvements and any credit amount.

3. A recommendation is required for the Water and Sanitary Sewer Master Plan from ATM, consultants of the Joint Water & Sewer Commission while addressing the following criteria with regards to water and sewer provision:

#### **Water System**

Dover Hall shall be responsible for the design and phased construction of a water system that will provide 1000 gpm at 20 psi residual pressure at the most remote fire hydrant in any phase of development. As a part of preliminary plat approval, the applicant shall demonstrate the compliance with this performance standard. The method to demonstrate modeling compliance shall be mutually agreed upon by the applicant and JWSC. No preliminary plat or site plan shall be approved without demonstrating compliance with this requirement.

#### **Sewer System**

Dover Hall is proposing to connect into a system that was not planned to carry flows from this part of the county. The specific transmission line was constructed using a mixture of public and private funds to which also allocated capacity within that line to carry waste flows from specific projects. Dover Hall was not included in these calculations. Therefore, there is not enough planned capacity in the public system at full build-out of the committed projects. In the interim there may be some capacity based upon projected building schedules. The JWSC master plan consultant is looking at the location and construction need for a new North Glynn treatment plant. Until the time the report is complete, the ultimate waste load allocation from this development cannot be addressed. The applicant should look at an interim use of onsite treatment and disposal using spray quality effluent standards until the study is completed and then implement all required improvements to pump and transmit the wastewater to the designated connection point in the public system.

During a brief presentation, Mr. Jeff Halliburton stated that as agent for the owner, he concurs with the staff’s recommendations and will continue to work closely with county staff, the Joint Water & Sewer Commission and all other entities. They are looking forward to having a successful development.

It was noted that no one was present to oppose this request.

It was the consensus of the Planning Commission that their concerns had been addressed at the public workshops conducted on behalf of this project. Thereupon, a motion was made by Mr. Bill Brunson, seconded by Mr. Buck Crosby and unanimously adopted to recommend to the Board of Commissioners approval of the rezoning request and acceptance of the Master Plan for **ZM1199** Dover Hall from Forest Agricultural to Planned Development, subject to the following conditions:

1. The developer and staff shall work together with the Glynn County School Board.

**Traffic:**

2. The applicant shall maintain the level of service in place at the time a site plan or subdivision is submitted for all proposed roads within the development and intersections of proposed streets or driveways with SR99. The lowest Level of Service within the development shall be "C." Due to the size of the development, it is anticipated that it will have a significant impact on SR99, adjacent to the development and for some distance to the intersection with state routes, which provide an east/west connection.

The county shall take traffic counts on at least an annual basis when the development begins to establish a proportional division of the increased traffic on these routes from the development. When a roadway improvement project is defined, the applicant shall be responsible for their proportional share of the required improvements, including any additional built capacity that accrues, benefiting the applicant.

Should the county adopt impact fees for transportation improvements, the applicant may request credit for expenditures made to SR 99 associated with adding capacity but not associated with required improvements for entrances or intersections. The amount of the credit shall not exceed the cost to construct the improvements as long as the cost is of equal or greater value than that which would have been collected through the payment(s) of the road component of the impact fees as determined by the County Engineer. Once the sum total amount of the credit exceeds the cost of the improvements, as determined by the County Engineer, the applicant shall thereafter commence paying the impact fee as set forth in any adopted Impact Fee Ordinance. For the purposes of this condition, the costs, as approved by the County Engineer, shall include, but not be limited to, the cost of right-of-way acquisition, engineering costs, costs of relocating utilities and actual costs of construction (including labor, materials, and overhead) ("Work"). Before any "Work" is performed, the applicant shall receive prior written approval by the County Engineer and County Administrator for the improvements and any credit amount.

3. A recommendation is required for the Water and Sanitary Sewer Master Plan from ATM, consultants of the Joint Water & Sewer Commission while addressing the following criteria with regards to water and sewer provision:

**Water System**

Dover Hall shall be responsible for the design and phased construction of a water system that will provide 1000 gpm at 20 psi residual pressure at the most remote fire hydrant in any phase of development. As a part of preliminary plat approval, the applicant shall demonstrate the compliance with this performance standard. The method to demonstrate modeling compliance shall be mutually agreed upon by the applicant and JWSC. No preliminary plat or site plan shall be approved without demonstrating compliance with this requirement.

**Sewer System**

Dover Hall is proposing to connect into a system that was not planned to carry flows from this part of the county. The specific transmission line was constructed using a mixture of public and private funds to which also allocated capacity within that line to carry waste flows from specific projects. Dover Hall was not included in these calculations. Therefore, there is not enough planned capacity in the public system at full build-out of the committed projects. In the interim there may be some capacity based upon projected building schedules. The JWSC master plan consultant is looking at the location and construction need for a new North Glynn treatment plant. Until the time the report is complete, the ultimate waste load allocation from this development cannot be addressed. The applicant should look at an interim use of onsite treatment and disposal using spray quality effluent standards until the study is completed and then implement all required improvements to pump and transmit the wastewater to the designated connection point in the public system.

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**ZM1242 ZM-2007-004 (M)**

Consider a request to rezone from R-12 single-family, to Planned Development property consisting of 1.56 acres located on the east side of Old Jesup Highway approximately 280 feet north of its intersection with Community Road, and extending to the west side of B & W Grade Road approximately 300 feet from its intersection with Community Road. Approval will include approval of a Planned Development Site Plan and Planned Development Text. Parcel ID 03-04847. Jackson Survey, applicant for Wendy and Michael Del’Acqua, owner. *This item continued from the June 3 meeting.*

Mr. Del’Acqua was present for discussion.

The following report from staff was included in the packages for review and was presented by Mr. Phillips:

The proposed zoning change is a result of a Code Enforcement violation. This property was converted from a single-family residence and is currently being used as an office, which is not a permitted use in the existing R-12 zoning district. The property owner was notified by County Code Enforcement that the existing use is not in compliance with zoning requirements and therefore requires a zoning change.

The proposed change is generally consistent with the property to the south which fronts on Old Jesup Road. However, the subject property extends to the east to B & W Grade Road which is surrounded by R-12 zoning. After discussion by the Mainland Planning Commission, it was determined that the best course of action would be to rezone to Planned Development and tie the project to a specific planned development master plan and text. This process was on hold while a necessary amendment to the Zoning Ordinance was made. This amendment allows consideration of Planned Development projects which are less than three acres in area, and requires such a project to be subject to a site plan which is approved at the time of zoning.

As presented, the revised application was a multi-phased concept: Initially, the existing building and site improvements would continue to be used until proposed changes to Old Jesup Road are implemented by Georgia DOT. Following DOT action, Phase I allowed the existing house to be replaced by an office building (1,200 square foot) located farther from the road and reoriented to a driveway running along the south side of the site. This replacement building would be approximately the same size as the existing structure. At some future point, Phase II would allow an additional (3,000 square foot) office building. Other land in the property would not be developed without further amending the planned development, thus requiring new notice and an additional round of hearings and plan reviews.

Note that one of the considerations in proposing multiple phases was the potential for the improvement of Old Jesup Road. As indicated in a conceptual plan discussed in 2007, the future right-of-way will require the demolition of the existing building. More recent indications by DOT, however, are that this improvement will occur well in the future.

Accordingly, further discussion with the applicant indicated a desire to drop the multi-phased approach. Given that the changes to Old Jesup Road might not occur for some time, and given that the applicant might come up with a different plan for the development of the property, it was determined that the application would change to reflect only the continuation of the existing structure and that any future changes would require submittal of a separate applicant and development plans. This benefits the applicant by allowing future development to be based on market considerations in effect at the time the development occurs. It also benefits the county in that there will not be an approved plan that might not be implemented or that might require a layout that is not the most desirable. Specifically, access to Old Jesup Road, connection to utilities, and drainage are issues that will need to be addressed with the future development of the site.

It was noted that the proposed PD Text has been modified to reflect this change, and the survey showing the existing arrangement of uses on the site will be used as the site plan, subject to the following changes:

- A buffer will need to be shown along the north line where the buildings, driveways, and parking are adjacent to the adjoining residential property. The current standard is set forth in Section 613 of the Zoning Ordinance, which requires separation “from the adjoining residential district or property line by a continuous planted buffer strip or a solid brick, concrete block, or stone wall or a uniformly painted board fence. Such buffer strip, if planted, shall be composed of healthy plants which possess growth characteristics of such a nature as to produce a dense, compact planting screen not less than three (3) feet in width, three (3) feet above ground, and six (6) feet in height, or if wood, stone, block, or brick shall not be less than six (6) feet high.”
- The driveway and parking arrangements need to be modified. Under the Zoning Ordinance, a parking lot with fewer than ten spaces may be developed with a paved driveway, but with all-weather (but unpaved) parking spaces. Typically, handicapped spaces also need to be paved. Note that the existing building requires a total of six parking spaces. In addition, the existing handicapped parking spaces need to be moved from in front of the building so as not to require direct access from Old Jesup Road.

Both of these changes are outlined in the proposed PD Text. Also note that the existing layout does not affect the existing drainage, and that the new development will require connection to utilities under the Water and Sewer Ordinance.

Access to this location currently exists on Old Jesup Road. Additional development of this location would require closer review from the Engineering Department due to its close proximity to Community Road and to the adjoining commercial entrance. Also, while the existing building can be permitted without further drainage improvements, any future development will require some adjustments to accommodate drainage.

This project is located on the east side of Old Jesup Highway. Institute of Traffic Engineers (ITE) data suggests that this project will generate an average 13 daily trips based on existing square footage. The existing Average Daily Traffic (ADT) for this location is 8,140 non-directional.

The current use relies on a well and septic system. The changes included in the original proposal for Phases I and II will require connection to the public water and sewer system.

**In conformance with Section 1103 of the Glynn County Zoning Ordinance, the following findings of fact are to be considered in making a decision on a request for rezoning:**

- Whether the zoning proposal will permit a use that is suitable in view of the use and development of adjacent and nearby property.

**Yes, subject to further review if additional development is proposed for this site.**

- Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property.

**No, subject to the limitations incorporated in the proposals as modified to reflect the above comments and subject to provision of an adequate buffer.**

- Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned.

**Yes.**

- Whether the zoning proposal will result in a use, which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities, or schools.

**No.**

- Whether the zoning proposal is in conformity with the policy and intent of the Comprehensive Land Use Plan.

**Yes.**

- Whether there are other existing or changing conditions affecting the use and development of the property, which give supporting grounds for approval or disapproval.

**No.**

Mr. Phillips stated that staff recommends approval of this application limited to allowing the existing structures and use. Further changes (including the changes proposed on the Phase I and II drawings) should not be approved at this time and would require submission of new plans and additional review. Staff further recommends approval of the site plan subject to: 1) provision of a buffer meeting the requirements of Section 613; and 2) use of a paved driveway and gravel parking being permitted. This approval is for the project based on the existing layout. Future improvements beyond those described will require zoning and site plan approval.

Mr. Michael Del'Acqua stated that he agrees with the staff's recommendations and he is respectfully asking for the Planning Commission's approval at this time.

It was noted that no one was present to oppose this request.

Following a brief discussion, a motion was made by Mr. Jason Counts to recommend to the Board of Commissioners approval of zoning application **ZM1242 ZM-2007-004(M)** from R-12 One-Family Residential to Planned Development, along with approval of the site plan subject to: 1) provision of a buffer meeting the requirements of Section 613; and 2) use of a paved driveway and gravel parking being permitted. This approval is for the project based on the existing layout. Future improvements beyond those described will require zoning and site plan approval. The motion was seconded by Mr. Buck Crosby and unanimously adopted.

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**ZM1208 ZM-2008-006 (M) Patterson Heights**

Consider a request to rezone from Forest Agricultural and Mobile Home Park to Mh-6 One-Family Residential, property consisting of 40 +/- acres located at the east end of Cassell Road and west of the Norfolk Southern Railroad. The property is within the Patterson Heights Subdivision. Parcel ID: 03-05192. Property owned by Robert G. Boone (*This item continued from the June 3<sup>rd</sup> meeting*)

Mr. Robert Boone and Mr. Bobby Shupe were present for discussion.

The following updated report from staff was included in the packages for review and was presented by Mr. Phillips:

This site was platted in the 1950's with limited infrastructure. In 1966, part of the subdivision was zoned Mobile Home Park (MH) which allows mobile homes but does not allow conventionally constructed homes. The remainder of the site is zoned FA, which allows either mobile homes or conventional construction. The applicant seeks to have the option of constructing conventional homes in addition to the allowed mobile homes. This necessitates the rezoning.

A portion of the site is served by streets built according to the platted layout, and drainage improvements were made within the last few years. A private central water system has been permitted for a portion of the subdivision, and an expanded water system is proposed to serve the entire development.

Subsequent to its initial comments, the Health Department staff has again reviewed the site and indicates that the site can be developed subject to specific limitations which will be handled on a lot-by-lot basis.

Engineering has indicated the need to address drainage issues. Note that the property is already platted and is available for development. Staff will use the regular construction plan review process to ensure that new infrastructure (including the water distribution system, drainage improvements, and street construction) meets applicable standards.

The Traffic Safety Division indicates no problems. This site is accessed by Cassell Road, which serves two other developments off New Sterling Road. The current plat indicates that the development could contain as many as 131 dwellings, including those that are already in existence. Based on Institute of Traffic Engineers (ITE) information, this number of units could produce from 630 daily trips for mobile homes up to 1,254 daily trips for conventional residential structures. 2002 data shows New Sterling Road as carrying approximately 1,800 trips each day.

There are no public utilities available. A portion of the development has been approved for service with a private central water system. The lack of central sewer service, coupled with the poor soil conditions in this area, results in a need to address individual septic tanks on a case-by-case basis. As a platted subdivision, however, current standards for lots served by septic tanks cannot be imposed.

The Fire Department indicates that a central water system with hydrants will be necessary to serve the site due to the number of dwelling units expected with this development.

**In conformance with Section 1103 of the Glynn County Zoning Ordinance, the following findings of fact are to be considered in making a decision on a request for rezoning:**

- Whether the zoning proposal will permit a use that is suitable in view of the use and development of adjacent and nearby property.

**The area is characterized by a mix of single family dwellings and mobile homes, although recent development more commonly consists of conventionally constructed homes.**

- Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property.

**No, development of this site is not likely to have a substantial affect on other development in the area.**

- Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned.

**Yes. The property was platted for single-family or mobile home use and can be developed as such.**

- Whether the zoning proposal will result in a use, which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities, or schools.

**While the project could produce an increase in average daily vehicle trips, the property has already been platted.**

- Whether the zoning proposal is in conformity with the policy and intent of the Comprehensive Land Use Plan.

**Yes. The Future Land Use Map shows the area as being used for low density residential use.**

- Whether there are other existing or changing conditions affecting the use and development of the property, which give supporting grounds for approval or disapproval.

**No.**

Mr. Phillips stated that staff recommends that this request be approved subject to: 1) development of a private central water system capable of meeting standards for fire protection; and 2) review and approval of construction plans for improvements.

During a brief presentation, Mr. Bobby Shupe expressed his appreciation for the June 16<sup>th</sup> workshop, which allowed additional discussion and valuable input from adjacent property owners. He stated that to his knowledge, all concerns were dispelled. The Planning Commission concurred. It was also noted that no one was present to oppose this request.

Following discussion, a motion was made by Mr. Buck Crosby to recommend to the Board of Commissioners approval of *ZM1208 ZM-2008-006(M)* subject to: 1) development of a private central water system capable of meeting standards for fire protection; and 2) review and approval of construction plans for improvements. The motion was seconded by Mr. Jason Counts and unanimously adopted.

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### **ZM1250 ZM-2008-009 (M) Rosewood Drive**

Consider a request to rezone from Forest Agricultural to Highway Commercial, property consisting of approximately 1.45 acres at the southeast intersection of Gateway Center/Rosewood Drive and Canal Road. Parcel ID: 03-03610, 03-03597, 03-03598. P&A Engineering, agent for Callaway Land Holding Company, owner. *(This item continued from the May 6<sup>th</sup> meeting.)*

Mr. Chris Amos of P&A Engineering and Mr. John Callaway were present for discussion.

The following report from staff was included in the packages for review and was presented by Mr. Phillips:

The character of the Canal Road corridor is changing as a result of improvements in utilities and access, as well as the general growth of the area. Several recent zoning changes have introduced multi-family and commercial uses and support facilities. This subdivision is older, but is directly opposite the intersection of Gateway Center Boulevard, which connects to Glynco Parkway and serves a number of commercial uses. As such, it is logical to include this site in the commercial corridor.

Issues to be reviewed in conjunction with further design review of all the properties along Canal Road include: coordination of internal access (to avoid over use of Canal Road for incidental access), arrangement and transition of uses, and utility extensions. Coordination of internal access will be an issue addressed through design review and will be influenced by the uses and layout of developments on adjacent sites. Utility issues will also be addressed through design review. Specifically, sufficient additional right-of-way needs to be obtained along Canal Road to ensure that the future configuration of the street will be adequate to serve the emerging area. The pattern that has been set for earlier developments indicates that the new right-of-way line needs to be established 75 ft. from the existing centerline. Also, due to the proximity of its intersection with Rosewood Drive/Gateway Center Boulevard, special attention should be given to allowing direct access to the site from Canal Road. While the principal access should be from Rosewood Drive, a right-turn in and out access from Canal Road would be acceptable.

Finally, Rosewood Drive itself will require upgrading to handle the higher volume of traffic generated by the commercial use. While the standards for a new street would involve a 50 ft. right-of-way, existing Rosewood Drive has a smaller right-of-way. This right-of-way may need to be expanded sufficiently to accommodate the necessary pavement width (24 feet), but not necessarily to a full 50 ft.

Engineering staff indicated that there are some design issues that will need to be resolved. These issues will be addressed during the more detailed review of a specific plan for development of the site.

The 2005 Long Range Transportation Plan (LRTP) indicates that 2002 traffic on Canal Road was 3,800 daily trips, and that projected traffic for 2030 will be 6,200 daily trips. The wider right-of-way will accommodate improvements to the road to support additional traffic.

The Joint Water & Sewer Commission (JWSC) review indicates that improvements will need to be coordinated with the developing utility improvements in the area. This can be handled during the building permit site plan review process.

**In conformance with Section 1103 of the Glynn County Zoning Ordinance, the following findings of fact are to be considered in making a decision on a request for rezoning:**

- Whether the zoning proposal will permit a use that is suitable in view of the use and development of adjacent and nearby property.

**The proposed use represents a transition from the uses that have historically occurred along Canal Road to the ones that are beginning to emerge along this corridor. With adequate buffers and attention to access, the proposed uses will, however, be suitable in view of the existing uses and future development.**

- Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property.

**No.**

- Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned.

**Yes.**

- Whether the zoning proposal will result in a use, which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities, or schools.

**No, subject to necessary access, drainage, and utility improvements that will be determined during the building permit site plan review process.**

- Whether the zoning proposal is in conformity with the policy and intent of the Comprehensive Land Use Plan.

**The adopted plan calls for low density residential uses, however the pattern of recent development activity is for higher density residential uses and for non-residential uses.**

- Whether there are other existing or changing conditions affecting the use and development of the property, which give supporting grounds for approval or disapproval.

**The character of the area has been changing due to improved access and utility service, as well as the general growth of the area.**

In conclusion, the pattern of development in the Canal Road corridor is changing to non-residential development and higher density residential development. These changes are supported by access and the general growth of the area, provided that development is adequately coordinated through the development review process.

Mr. Phillips stated that staff recommends that the Mainland Planning Commission recommend approval of application *ZM1250 ZM-2008-009(M)* from Forest Agricultural to Highway Commercial due to the changing character of the area, subject to dedication of additional right-of-way for Canal Road based on 75 ft. from the existing centerline, and subject to improving Rosewood Drive.

Mr. John Callaway, owner/applicant, stated that he is cognizant of the impending changes to Canal Road and accepts the conditions outlined by staff. He then respectfully asked for the Planning Commission's approval of his application.

At this time, the floor was opened for public comments beginning with Ms. Sharon Lovin who stated that she is opposed to this request. She stated that she lives at 212 Rosewood Drive, which borders the applicant's property and she pointed out that the only thing separating her property from the proposed commercial property is a 4 ft. chain linked fence. Therefore, she is concerned about the buffers. Ms. Lovin stated that the plans do not address the issue in staff's comments which states that "Canal Road should not be used for access due to proximity of the intersection with Rosewood Drive/Gateway Center; access should be from Rosewood Drive which will require upgrading." She explained that her house will be 50 ft. from the proposed commercial driveway, and if the road is widened, she is not sure that it would be wide enough for a commercial use. Ms. Lovin also expressed concerns about drainage.

Chairman Nevill stated that according to the staff's report, the applicant is proposing to widen the pavement to 24 ft., which would be a wider two-lane road and wider than most subdivisions. He stated that the plans show a 20 ft. private road. Ms. Lovin stated that the area of the commercial driveway is 16 ft. wide, which is 50 ft. from her driveway.

Mr. Chris Amos of P&A Engineering explained that they have not yet addressed the detailed engineering plans relative to the storm drainage because this is the rezoning stage of the project. However, they intend to design a storm drainage system that would be in conformance with all of Glynn County Stormwater Management Ordinances. He stated that his client is comfortable with committing to a buffer and a fence along the rear property line separating the commercial property from the residential property.

Mr. Amos stated that the 20 ft. private road is the right-of-way and they have had discussions with staff as to how to accomplish widening the road. He pointed out however that there is room on his client's site to accomplish the additional pavement widening to get them to the 24 pavement width. Mr. Amos stressed that they are committed to doing an enormous amount of planning in order to determine exactly what is needed to make Rosewood Drive an acceptable commercial driveway.

Chairman Nevill had questions about the landscaped buffer and the fence. Mr. Amos stated that the fencing and the landscaped buffer are in conjunction with one another and they are proposing to do both, which will be addressed during the site plan approval process. For additional clarification, Chairman Nevill elaborated on the advantages of the site plan approval process. He also stated that as noted by Mr. Amos regarding the drainage, the applicant will have to follow the guidelines of the Glynn County Stormwater Management Ordinance.

Ms. Susan Horne stated that she is concerned about the applicant taking some of their road and devaluing her property in the process with a commercial development. However, Chairman Nevill explained they are not actually taking any of the road; they are in reality giving up some of their own property to make the road wider from the entrance and for the length of their property. He stated that the improvements will not go beyond the length of the applicant's property. Ms. Horne stated that having this partially done will not improve her neighborhood. Chairman Nevill stated that the applicant is only required to improve the portion of the area that he is accessing from, and the remainder would be left in its current condition. Ms. Horne wanted to know how this would affect the drainage situation. Chairman Nevill pointed out that for the length of the applicant's property, the drainage will probably improve in the area. He explained that the County Engineer will monitor the improvements and he reiterated that this will come back to the Planning Commission for site plan approval. Mr. Bill Brunson added that stormwater run-off is a number one item on the county's agenda, and he assured Ms. Horne that Mr. Callaway will do everything possible to make certain that the drainage will improve.

Ms. Horne wanted to know if there would be any destruction to the road, and if so, who would be responsible for the repairs. Chairman Nevill explained that if there were any damage to the road due to construction, the county would require the applicant to repair as needed.

There being no further discussion, a motion was made by Mr. Bill Brunson recommending to the Board of Commissioners approval of application **ZM-2008-009(M)** due to the changing character of the area, subject to dedication of additional right-of-way for Canal Road based on 75 ft. from the existing centerline, and subject to improving Rosewood Drive. The motion was seconded by Mr. Eric Croft and unanimously adopted.

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## **ZM1265 Southport**

Consider a request to rezone from Conservation Preservation to Planned Development, property consisting of 28 acres located on the west side of Interstate 95, approximately 5,000 feet south of the I-95/US 17 interchange (Interchange 29). The address of the property is 4351 Highway 17. This is a portion of a parcel which contains 458.8 acres. The 28-acre portion involved in the rezoning has 1,540 feet frontage along Interstate 95. The purpose of the request is to continue to allow conservation preservation uses while adding uses including three billboard signs. Parcel ID: Portion of 03-16494.

Mr. Joe Fendig, agent for Ken Tollison of Southport Group LLC, owner, was present for discussion.

The following report from staff was included in the packages for review and was presented by Mr. Hainley:

The applicant proposes to use low land that has very limited access parallel to Interstate 95 for advertising billboards. The 28 acres proposed for rezoning is only a small portion of the total 458.8 acre parcel identified. For clarity, a survey and a legal description of the 28 acres derived from a survey of the property proposed to be rezoned should be submitted. Also, since access to the parcel is very limited, the legal description and survey of the property proposed to be rezoned should specify and depict the proposed access or accesses.

The applicant has stated their belief that access is allowed by the GA DOT. If the Commission is inclined to approve the request, this survey with accompanying legal description depicting and describing the 28 acre portion of the parcel and access should be stipulated as a requirement to placement of the billboards.

Due to the very limited access to the parcel, and the combination of advertising and conservation uses requested, transportation routes and their associated problems are not anticipated. The access issue should be ensured to be resolved by requiring a survey with a legal description that specifies the bearings and distances and accesses, as noted above.

The proposed survey plat must specify easements upon which utilities can be accessed, as appropriate to the proposed zoning and survey plat design.

**In conformance with Section 1103 of the Glynn County Zoning Ordinance, the following findings of fact are to be considered in making a decision on a request for rezoning:**

- Whether the zoning proposal will permit a use that is suitable in view of the use and development of adjacent and nearby property.

**Yes, the fact that the access to the property is very limited and the land is low makes it unsuitable for active use, whereas billboards with conservation uses are passive uses.**

- Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property.

**The land is parallel to the interstate highway and is not anticipated to adversely affect the existing use or usability of adjacent or nearby property.**

- Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned.

**Yes.**

- Whether the zoning proposal will result in a use, which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities, or schools.

**No.**

- Whether the zoning proposal is in conformity with the policy and intent of the Comprehensive Land Use Plan.

**Yes, it will remain undeveloped other than the advertising billboards, per the zoning proposal.**

- Whether there are other existing or changing conditions affecting the use and development of the property, which give supporting grounds for approval or disapproval.

**Yes, the 28 acre portion of the entire parcel, wetland delineation, and access to the parcel must be demonstrated through the submittal of an accurate survey and legal description.**

Mr. Hainley stated that staff recommends approval of this application subject to submittal of an accurate survey (which has been submitted) and legal description of the subject 28 acre portion of the parent parcel, which depict wetlands and demonstrate appropriate access, prior to issuance of a building permit.

For further clarification, Chairman Nevill noted that the applicant is upgrading one sign and adding two billboards in addition to leaving the pine trees along the rear of the property.

During a brief presentation, Mr. Joe Fendig pointed out that on the opposite side of the property there are three billboards located on the southeastern quadrant, two of which are now deemed by the State as non-conforming. This occurred when the interstate was widened, which pushed the accel lane out further, and in doing so, pushed the requirements for billboards out further. He also pointed out that there is a substantial buffer in place.

It was noted that no one was present to oppose this request.

Following discussion, a motion was made by Mr. Eric Croft to recommend to the Board of Commissioners, approval of rezoning request **ZM1265** "Southport" from Conservation Preservation to Planned Development, subject to submittal of an accurate survey and legal description of the subject 28 acre portion of the parent parcel, which depict wetlands and demonstrate appropriate access, prior to issuance of a building permit. The motion was seconded by Mr. Buck Crosby and unanimously adopted.

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**SP1239 The Cottages at Golden Isles**

Consider a request for approval of a site plan for a residential development consisting of 105 dwelling units (single-family detached units) on 22.06 acres. The project is located on the east side of Golden Isles Parkway approximately 3,600 feet north of its intersection with Highway 99. The property is zoned Planned Development and is part of the Golden Isles Gateway Planned Development. Parcel ID: 03-17032. Property owned by The Retreat at Golden Isles.

Mr. Ron Sluder was present for discussion.

The following report from staff was included in the packages for review and was presented by Mr. Eric Landon:

This is a proposed 105 unit single-family detached project. It will not be subdivided into individual lots, but will be developed as a multi-family project similar to a condominium. This project has a density of 4.7 units per acre. Sixty-four percent of this property will be dedicated to ponds and landscaping. The rights-of-way are proposed to be private and the utilities are to be provided by the Joint Water and Sewer Commission.

This project will be served by Golden Isles Parkway Extension. Institute of Transportation Engineers (ITE) data suggests that this project will generate an average of 1050 (10 trips per DU\*105 DU) daily trips based on the number of dwelling units.

County Engineering, Traffic Safety Engineering, Fire and Police have all found this request to be compliant.

Mr. Landon stated that staff recommends approval of site plan *SP1239* The Cottages at Golden Isles.

Following a brief presentation by Mr. Sluder and a general discussion, a motion was made by Mr. Buddy Hutchinson to approve site plan *SP1239* The Cottages at Golden Isles, subject to meeting all requirements. The motion was seconded by Mr. Bill Brunson and unanimously adopted.

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**SP1264 Mercedes Benz Center**

Consider a request for approval of a site plan for property located on the south side of Highway 17 approximately 900 feet east of SCM Road (GA Ports Authority). The project site has a total of 50 acres and consists of a parking lot and building to be used for vehicle processing. The property is zoned Basic Industrial. Parcel ID: 02-00446, 02-00362. Property owned by Georgia Ports Authority.

Mr. Paul McGill was present for discussion.

The following report was included in the packages for the Planning Commission's review and was presented by Mr. Eric Landon:

This project is a 50 acre parcel located on the Georgia Ports Authority Colonel's Island Terminal. The proposed request includes a large parking area for the storage/transfer of vehicles, a 54,833 sq. ft. processing building, and an 800 sq. ft. guard station.

Prior to building permit issuance, infrastructure on the proposed road must be in place and an 80 ft. right-of-way should be established. Community Development Staff recommends that this be completed prior to issuing a Certificate of Occupancy (CO) for this project.

Utilities to this site will be provided and privately owned by the Georgia Ports Authority.

Traffic Safety Engineering, Fire and Police Departments have found this request to be compliant.

Mr. Landon stated that staff recommends approval of site plan *SP1264* Mercedes Benz Vehicle Processing Center with the condition that access is to be provided to the site prior to issuance of a Certificate of Occupancy.

At this time, Mr. McGill stated that he is soliciting the Planning Commission's approval of his application.

Following review, a motion was made by Mr. Buddy Hutchinson to approve site plan *SP1264* Mercedes Benz Vehicle Processing Center with the condition that access is to be provided to the site prior to the issuance of a Certificate of Occupancy. The motion was seconded by Mr. Buck Crosby and unanimously adopted.

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In other business, Mr. Hainley reminded the members of the next joint workshop scheduled for Tuesday, July 8<sup>th</sup> at 9:00 a.m. at the Harold Pate Building.

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There being no further business to discuss, the meeting was adjourned at 7:10 p.m.