



Bulloch County Departmental Review

Agenda Item:	1	Meeting Date:	August 14, 2008
Application #:	SP2008-056	Application Type:	Sketch Plan
Request:	W. H. III and Annette Smith submitted an application requesting a rezone from AG-5 to R-25 (residential 25,000 square feet). The intent is to divide the property into 124 parcels. The property consists of two parcels totaling 149.4 acres and is located on Highway 46. Mr. Don Marsh is acting as agent.		

Applicant:	W.H. III and Annette Smith	Acres in Request:	149.4
Location:	Highway 46	Existing Lots:	2
Map #:	166 000039 000 & 000045 000	Requested Lots:	124
Development Name:		Current Zoning:	AG-5
Future Land Use:	Rural Development	Requested Zoning:	R-25
Directions to Property:	On Highway 46 at the intersection with Lanier Road. Beside the Bay District Fire Department.		

Rezone Standards	Yes	No	Comment
(1) Is the proposed use suitable in view of the zoning and development of adjacent and nearby property?		X	See Page 2.
(2) Will the proposed use adversely affect the existing use or usability of adjacent or nearby property?		X	If granted a lower density than requested with proposed conditions.
(3) Are there substantial reasons why the property cannot or should not be used as currently zoned?		X	
(4) Will the proposed use cause an excessive or burdensome use of public facilities or services, including but not limited to streets, schools, EMS, sheriff or fire protection?	X		See Page 6.
(5) Is the proposed use compatible with the purpose and intent of the Comprehensive Plan?		X	See Page 2.
(6) Will the use be consistent with the purpose and intent of the proposed zoning district?	X		
(7) Is the proposed use supported by new or changing conditions not anticipated by the Comprehensive Plan?		X	
(8) Does the proposed use reflect a reasonable balance between the promotion of the public health, safety, morality, or general welfare and the right to unrestricted use of property?	X		If granted a lower density than requested with proposed conditions.



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LAND USE PLANNING IMPACT						
Future Land Use Map	<ul style="list-style-type: none"> The Comprehensive Plan indicates that the property is in a Rural Development Area and would be appropriate for residential development at a planned density of 1.0 unit p/ac. There are no changing conditions not anticipated by the Comprehensive Plan. 					
Existing Land Use Pattern	<ul style="list-style-type: none"> Very low density residential and agricultural uses at adjacent and nearby properties; most parcels are in excess of five acres. Property is located within one mile of an area identified for planned commercial development (I-16/Ash Branch Road). 					
Zoning Patterns and Consistency	<ul style="list-style-type: none"> The proposed change appears to be inconsistent with the existing land use and zoning patterns in the nearby area. The surrounding land area is predominantly zoned AG-5, with intermittent R-80 parcels located within one-mile of project. 					
Neighborhood Character	<ul style="list-style-type: none"> No architectural design or neighborhood amenity details offered for the project, so neighborhood character cannot be defined. The adjacent area is predominantly rural with no adjacent planned neighborhoods. There is no evidence that the proposed change in use would necessarily injure or detract existing neighborhoods. 					
Proposed Density or Intensity	<ul style="list-style-type: none"> 124 single-family lots proposed. Net Density: 0.82 dwelling units per acre. 					
Planned Density Analysis	<ul style="list-style-type: none"> <u>Current Zoning</u>: AG-5 Zoning District; Gross density 0.2 du's per ac. <u>Farmland-Preservation Area</u>: Gross density of 0.2 du's p/ac. <u>Rural Development Area (Current)</u>: Gross density of 1.0 du's p/ac. <u>Municipal Development Areas</u>: Gross density of 2.0 du's p/ac. 					
Zoning Density Alternatives Analysis	Zoning	Gross Density: 149.4 acres (1)	Estimated Net Density: 149.4 acres (2)	Estimated Lot Yield: Maximum Gross Density	Estimated Lot Yield: Maximum Net Density	Net Lot Yield With Density Bonus 10%
	AG-5	0.2 du's p/ac.	0.2 du's p/ac.	25	18	19
	R-80	0.544 du's p/ac.	0.544 du's p/ac.	68	48	52
	R-40	1.089 du's p/ac.	1.089 du's p/ac.	136	95	105
	R-25	1.742 du's p/ac.	1.742 du's p/ac.	218	153	168
Negative Impact: A Rural Development Area density of 1.0 du's p/ac. is encouraged in this area of the county by the Future Land Use Plan.						

(1) Gross Density calculates total acreage less the estimated land needed for public dedication.

(2) Net Density calculates total acreage less the estimated land needed for public dedication or areas which cannot be developed due to environmental constraints (5.73 acres – .57 acres for roads).



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WATER / SEWER INFRASTRUCTURE IMPACT	
Water System	<ul style="list-style-type: none"> No municipal services are available. A privately-owned, public system is proposed meeting state EPD standards will be required.
Sewerage	<ul style="list-style-type: none"> No municipal services available. Health Department approval will be required for individual septic tank systems.
Neutral Impact: The proposed water and wastewater systems or alternatives must be approved by the EPD and the county health department.	

SOLID WASTE IMPACT	
Nearest Existing Solid Waste Services or Facilities	<ul style="list-style-type: none"> Private curbside collection services are available. Public Convenience Center (Nevils): 9.5 Miles
MSW or Other Waste Generation Estimate (four tons per household per year)	<ul style="list-style-type: none"> 496 tons annually upon proposed project build out.
Neutral Impact: No significant impact on the County's Solid Waste Management Plan or Ordinance requirements is expected.	

SCHOOL IMPACT	
Expected Student Enrollment Impact Upon County Public Schools	<ul style="list-style-type: none"> 15 new students upon proposed project build-out.
Nearest BOE Facilities and Enrollment	<ul style="list-style-type: none"> Enrollment at Stilson Elementary: 348 in 2005; 321 in 2007. Enrollment at SE Bulloch Middle: 635 in 2005; 655 in 2007. Enrollment at SE Bulloch HS: 855 in 2005; 792 in 2007.
Neutral Impact: The Stilson/Southeast Bulloch feeder system is already at or over capacity.	

FISCAL AND ECONOMIC IMPACT	
Local Jobs/Housing Balance	<ul style="list-style-type: none"> Many future residents are likely to commute 30 minutes or more by car to get to work.
Public Amenities Offered by Project	<ul style="list-style-type: none"> None.
Property Values	<ul style="list-style-type: none"> Adjacent properties may or may not be enhanced by the proposed development provided aesthetics restrictions are placed in private deed covenants, and, if enforcement of County land use and property maintenance regulations is applied. Failure to enforce any property standards is likely result in stagnant or lower property values.
New Jobs Created	<ul style="list-style-type: none"> Temporary or permanent construction jobs may be created or maintained.
Neutral Impact: There will be no significant impact on the economy. The increased density will raise the cost of public services. Studies have shown that residential development costs more than other types of development to provide public services.	



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ENVIRONMENTAL IMPACT	
Use of Green Building Techniques	<ul style="list-style-type: none"> Expected to provide conventional energy and water; no recycling during or after construction.
Wetlands and Flood Zones	<ul style="list-style-type: none"> Sporadic wetland areas within development. A portion of a flood zone is proximate to proposed lots 115 and 116. Wetlands mitigation and base flood elevation may be necessary before final development approval.
Stormwater	<ul style="list-style-type: none"> Impervious surface ratio estimate: 9.7% (based on the proposed number of rooftops and paved driveways using a standard of 3,000 square feet per unit and 24' foot wide roadways).
Aquifer Recharge Areas	<ul style="list-style-type: none"> Within one-mile east of an aquifer recharge area. Recharge area is not likely to be affected by storm water run-off if proper mitigation measures are in place.
Water Supply Watersheds	<ul style="list-style-type: none"> No impact or relevance.
River Corridors	<ul style="list-style-type: none"> No impact or relevance.
Air Quality	<ul style="list-style-type: none"> No impact or relevance.
Analysis of Predominant Soils	<ul style="list-style-type: none"> Pelham Loamy Sand on tends to drain poorly. Leefield Loamy Sand which typically adjoins the Pelham soils has moderate development limitations. Stilson Loamy Sand to the south of CR 927 tends to have significant development limitations.
Historic or Archeological Resources	<ul style="list-style-type: none"> Greasy Corner is within one mile of the development at Ash Branch Church Road.
Topography	<ul style="list-style-type: none"> No impact or relevance.
Resources of Regional or Statewide Importance	<ul style="list-style-type: none"> No impact or relevance.
<p>Neutral Impact: This property may be only marginally suitable for the proposed development at this density due to hydrology. Project should follow standards Georgia Stormwater Management Manual and other environmental regulations, if approved.</p>	

OPEN SPACE AND RECREATION IMPACT	
Nearest Public Recreation Facilities	<ul style="list-style-type: none"> The nearest public recreation facilities are located at Nevils Park 9.5 miles from project. No private recreation facilities have been proposed by the applicant at this time.
Level of Service (national standard: 6.5 acres of parkland per 1,000 pop.)	<ul style="list-style-type: none"> Bulloch County currently has 300 acres of parkland, or 4.76 acres per 1,000
Level of Service Impact Created by the Development:	<ul style="list-style-type: none"> -2.26 acre deficiency.
Open Space	<ul style="list-style-type: none"> Reserved, on-site open space has not been determined or offered
<p>Negative Impact: There will be no convenient access public open space or recreation facilities. The project density will increase the LOS deficiency county-wide for parkland by 0.7%.</p>	



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TRAFFIC AND TRANSPORTATION SYSTEM IMPACT	
LOS Standard and Impact for Access Road	<ul style="list-style-type: none"> • <u>Bulloch County Transportation Plan</u>: No rating. • Traffic study would be required to determine impact.
Est. Trip Generation Rate - ITE Standards	<ul style="list-style-type: none"> • 1,209 trips-ends per day.
2007 Average Daily Trips at Nearest GDOT Traffic Count Stations	<ul style="list-style-type: none"> • Station 0238 at CR 927 1.5 miles due east of project, the traffic count is 790 ADT; • Station 0352 at Ash Branch Church Road, 1.5 miles due south of I-16, the traffic count is 490 ADT. • Station 0236 on Georgia State Route 46, 3.7 miles due west of the project, the traffic count is 1,330 ADT
Accessibility and Connectivity to Neighborhoods and Community Services	<ul style="list-style-type: none"> • Development is dependent on car traffic. • Not within one-mile of any retail or employment centers, parks facilities or other community centers. • No pedestrian or bike facilities proposed.
Parking	<ul style="list-style-type: none"> • On-site parking is permitted pursuant to the zoning code for residential districts. • There is no known provision for street parking that has been submitted by the applicant. The parking standard for residential dwellings is 2 spaces per dwelling.
Road Classification for Access Road(s): CR 927	<ul style="list-style-type: none"> • <u>GDOT</u>: Rural Major Collector. • <u>Bulloch County Transportation Plan</u>: Arterial.
Condition of Access Road(s) and Nearby Facilities	<ul style="list-style-type: none"> • CR 927 (county maintained): Soil cement base and asphalt overlay rated in good condition; not likely to be programmed for resurfacing earlier than 2013. • Bridges: No nearby bridges likely to be adversely affected by increased traffic.
Intersection Capacity	<ul style="list-style-type: none"> • Access evaluation and traffic study required. • CR 927 and Ash Branch Church Road should also be evaluated.
Drainage Analysis:	<ul style="list-style-type: none"> • Development is located in the Black Creek Drainage Basin adjacent to Lower Black Creek Branch. • Currently all drainage is natural with no known man-made improvements to the existing development other than roadside drainage ditches and culverts. • The access way/driveways to the site should have proper roadside drainage measures installed. • The proposed development will increase the impervious surface ratio and result in higher run-off. Proper stormwater management measures will have to be installed to minimize potential flooding and pollution and pollution effects.
Negative Impact: It is likely that this project will create increased congestion and potential traffic conflicts at this density. While CR 927 does have condition capacity, it cannot be determined without a traffic study what traffic safety mitigation measures are necessary.	



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PUBLIC SAFETY IMPACT			
Public Safety Unit	Facility Distance; Response Time	LOS Impact or Deficiency	Intangibles
Law Enforcement (County Sheriff)	<ul style="list-style-type: none"> 23 miles 30 minutes depending on patrolling patterns 	<ul style="list-style-type: none"> -0.0188 man power deficiency based on national standard 0.6 field deputies per 1,000 population. County has 33 sworn officers for road patrols. The LOS required currently is 38. 	<ul style="list-style-type: none"> Shift of 3 deputies cover 684 square miles.
Fire	<ul style="list-style-type: none"> Bay (Volunteer); 0.1 miles, 5-10 minutes. Nevils (Volunteer); 9.5 miles, 15-20 minutes Stilson (Volunteer); 13 miles, 20-25 minutes 	<ul style="list-style-type: none"> ISO Rating 9 	<ul style="list-style-type: none"> Fire hydrants required by ordinance. Water system capacity may not meet NFPA standards.
EMS-Rescue (County)	<ul style="list-style-type: none"> 20 miles. 27 minutes depending on availability. 	<ul style="list-style-type: none"> -0.314 manpower deficiency based on national standard of EMT/Paramedic per 1,000 population 	<ul style="list-style-type: none"> 2 shifts of 3 EMT's cover 684 square miles.
Georgia State Patrol	<ul style="list-style-type: none"> 21 miles. 28 minutes depending on patrolling patterns. 	<ul style="list-style-type: none"> NA 	<ul style="list-style-type: none"> Post #45 located south of Statesboro on US 301.
<p>Negative Impact: Response time for law enforcement and EMS is marginal. The Sheriff's Department and EMS Rescue capabilities are already exceeding capacity.</p>			

IMPACT SUMMARY				
Impact Factor	Positive	Negative	Neutral	Other
Rezoning Standards		X		
Land Use Planning		X		
Water-Sewer Infrastructure			X	
Solid Waste			X	
Schools			X	
Fiscal/Economic		X		
Environmental			X	
Open Space and Recreation		X		
Traffic/Transportation System		X		
Public Safety		X		
Total	0	6	4	0
Local Impact Findings	Project will have a negative impact without lower density and conditioned mitigation measures.			
Regional Impact Findings	Not applicable.			



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FINAL STAFF RECOMMENDATION

The subject property appears unsuitable for the proposed development at an R-25 density. However, with proposed conditions that would mitigate the effects of traffic, the environment and additional public service demands, the staff recommends that a project density compatible with the Comprehensive Plan is acceptable.

The staff recommends denial of the application for an R-25 rezoning district. The staff would recommend an R-40 zoning with the following conditions:

Bonus Density can be granted for Amenities

- 1) An additional 10% bonus density may be granted, provided at least one of the following amenities shall be installed by the applicant:
 - a) A pedestrian sidewalk system within the development.
 - b) An internal streetscape consisting of native, non-ornamental canopy trees (maple, dogwood, oak, etc.) with a minimum 4" caliper spaced 75' off center. The streetscape may optionally be integrated with amenities a) or c).
 - b) A county maintained street light district.
 - c) A common interest element maintained by a homeowners association or other conduit which may include, but not be limited to, a clubhouse, pool, tennis court(s), improved picnic area or playground, walking trail, or any combination thereof.
 - d) A common interest element maintained by a homeowners association or other conduit which may include, but not be limited to, a passive use recreation area (fishing, boating/dock, picnicking, etc.), conservation easement or greenspace area that is consistent with the goals and objectives of county or state land conservation or preservation programs.

Conditions to be met prior to issuance of Final Permitting as Determined by the Zoning Administrator

- 1) **Construction Standards:** All dwelling units shall consist of traditional site built construction meeting state building codes. Manufactured housing shall be prohibited.
- 2) **Buffers and Landscaping:** A permanent screening buffer shall be established along the perimeters of the development consistent with Section 407 of the zoning ordinance to minimize impact on adjoining properties and insulate road noise or impacts along, I-16, Lanier Road and CR 927/Old Highway 46. All well structures shall have a visual landscape or wall/fence buffer equal to the height of the roof line. All subdivision entrances shall have landscaped islands. The buffers and landscaping plans shall be approved by the Zoning Administrator.
- 3) **Access Management and Lot Orientation:** To enhance access management within the subdivision, all approved residential lots and structures shall access internally to new roads built within the subdivision, with no driveway access permitted on CR 927/Old Highway 46 or Lanier Road.
- 4) **Public Road Dedication:** If the proposed internal roadway system is proffered by the applicant as being privately owned and maintained by a common interest element, any proposed future public dedication requires that the roads meet county standards at that time. No public funds shall be invested to correct any construction or condition deficiencies to meet such standards, unless a county special assessment tax improvement district is approved by affected property owners.
- 5) **Infrastructure:** All water system lines shall be set on the back slope of the ditch where rural ditches are used; right-of-way encroachment permits will be required by the County Engineer for any water system installation work on CR 927/Old Highway 46.
- 6) **Traffic Impact Study and Access Evaluation:** **30 days prior to the submission of a sketch plan to the Planning and Zoning Commission**, the applicant, at their own expense, shall submit a Traffic Impact Study as required by the County Roads Highways and Bridges Administrative Policies (with sufficient narratives, maps and exhibits) which shall be performed by a certified by a qualified and registered professional engineer. Upon acceptance and approval by the County Engineer, the applicant shall be bare the expense of installing any recommended improvements required by the study or the County Engineer.



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- 7) Stormwater Management: **With submission of the preliminary plat**, the developer shall submit an engineering plan to demonstrate that adequate storm water management practices or structures as prescribed by the Georgia Stormwater Management Manual to be implemented as necessary to control on-site and off-site run-off and sediment.
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Staff Reminder

- 1) Base flood elevation must be determined.
- 2) Wetland delineation must be approved by the Army Corp of Engineers.
- 3) Encroachment permits must be approved by the County Engineer for any work performed on a county road.

Participants

Tom Couch, County Manager; Andy Welch, County Planner; and Kirk Tatum, County Engineer; Randy Newman, Zoning Administrator.



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