



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

CASE SUMMARY

May 9, 2022

CASE NUMBER: #RZ 22-03 LUP 22-03 SUP 22-04

REQUEST: Rezoning, Future Land Use Map Amendment,
Request for Special Use Permit and Variance

LOCATION: 1600 & 1642 U.S. Highway 78, Snellville, GA

SIZE: 13.28± Acres

TAX PARCELS: 5069 011 and 5069 282

CURRENT & REQUESTED ZONING: See Exhibit A (attached)

**CURRENT & REQUESTED FUTURE LAND
USE MAP AMENDMENT:** See Exhibit A (attached)

SPECIAL USE PERMIT REQUEST: Retirement Community (Continuing Care)

DEVELOPMENT/PROJECT: 70,000 SF 87-unit/bed Assisted Living Facility
and 32-unit Independent Living Cottages

PROPERTY OWNER: Ridgecliff, LLC
Loganville, Georgia 30052

APPLICANT/CONTACT: Manor Lake Development, LLC
Waleska, Georgia 30183
c/o Jeff Timler, Split Silk Properties, LLC
678-439-1776 or splitsilkproperties@gmail.com

RECOMMENDATION: Approval with Conditions



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

**CASE ANALYSIS
May 9, 2022**

TO: The Mayor and Council

**1st READING
PUBLIC HEARING DATE:** May 9, 2022

FROM: Jason Thompson, Director
Department of Planning and Development

CASE NUMBER: #RZ 22-03 LUP 22-03 SUP 22-04

FINDINGS OF FACT:

The Department of Planning and Development has received applications from Jeff Timler, Split Silk Properties, LLC representing the applicant and contract purchaser Manor Lake Development, LLC and Ridgecliff, LLC (Property Owner), requesting: to amend the Snellville 2040 Comprehensive Plan Future Land Use Map; to amend the Official Zoning Map; a special use permit for a retirement community (continuing care); and variance from the buffer requirements for a 70,000 sq. ft. one-story 87-unit/bed assisted living with memory care facility and 32-unit independent living cottages in 8-villa buildings.

The 13.28± acre site is currently comprised of two (2) parcels located adjacent to the intersection of South Crestview Drive and Highway 78 East, 1600 and 1642 Highway 78, Snellville. The proposed development is bordered on the south by single-family residential subdivisions (Summit View and Dorian Cove), to the west is a 7.0± acre undeveloped property, zoned BG (General Business) District, and to the east the 11.49± acre, 66-unit Gladstone Landing age-restricted (55+) single-family townhome development, zoned RO (Residential for

Older Persons) District. U.S. Highway 78 East abuts the property to the north with commercial and retail uses located nearby.

Manor Lake Development, LLC is the development arm while Beacon Communities is the operating arm for Manor Lake senior living with facilities located in Canton, Gainesville, Ellijay, Athens, Hiram, Dawsonville, and Hoschton. Manor Lake Hamilton in Buford is scheduled to open Summer 2022.

REQUEST:

For the 13.28± acre site consisting of two (2) parcels represented by the four (4) tracts as shown in Table 1 below, the applicant has submitted applications requesting:

- To amend the Future Land Use Map of the City of Snellville;
- To amend the Official Zoning Map of the City of Snellville; and
- Special Use Permit for a retirement community.

TABLE 1

Parcel	Acres (+/-)	Physical Address	Future Land Use Map		Zoning Map		Proposed Uses
			Current	Proposed	Current	Proposed	
R5069 011 (Tract 1)	2.33	1642 Highway 78	Commercial Retail	Public-Civic	BG (General Business)	CI (Civic Institutional)	Assisted Living Facility and Associated Parking and Amenities
R5069 011 (Tract 2)	0.59	1642 Highway 78	Commercial Retail	Medium Density Residential	BG (General Business)	RO (Residential for Older Persons)	Independent Living Cottages and Associated Parking and Amenities
R5069 282 (Tract 3)	5.35	1600 Highway 78	Public Civic	Public-Civic	RO (Residential for Older Persons)	CI (Civic Institutional)	Assisted Living Facility and Associated Parking and Amenities
R5069 282 (Tract 4)	5.01	1600 Highway 78	Public Civic	Medium Density Residential	RO (Residential for Older Persons)	RO (Residential for Older Persons)	Independent Living Cottages and Associated Parking and Amenities

The applicant intends to purchase the subject property for the development of an 87-unit/bed one-story assisted living facility with memory care (Tract 1) and age-restricted (55+) 32-unit independent living cottages (rental only) across eight 4-unit single-story buildings (Tract 2). Both tracts contain a variety of amenities and open space available to residents of the senior living development known as Manor Lake Grayson.

In addition, the applicant is requesting a variance from Sec. 207-2.B. (Buffer Requirements) of Article 7 of Chapter 200 of the Unified Development Ordinance to reduce the 40 feet buffer to zero where the CI zoned portion of the development abuts the adjacent RO zoned Gladstone Landing townhomes to the east.

BACKGROUND:

On July 10, 2017, the Mayor and Council approved the land use plan amendment and rezoning (case #RZ 17-06 LUP 17-04) for a 24.73± acre site for a senior oriented mixed-use development known as ‘The Villas @ Crestview’, consisting of 225 senior independent living units; 55 assisted

living units; 24 memory care units; 85 senior townhomes; with 19,200 sq. ft. of office/medical space and 7,300 sq. ft. of retail/restaurant space.

In July 2019, the 11.49± acre portion of the original 24.73± acre site was subsequently sold and developed by Paran Homes, LLC for the 66-unit Gladstone Landing age-restricted (55+) townhome development that is nearing build-out completion.

Due to market conditions, the density of the 2017 approved development has been significantly reduced with a 60% reduction in total units going from 304 approved units to 119 proposed units representing a reduction in the total gross site density from 22.9 units per acre (approved) to 8.9 units per acre (proposed).

7-10-2017 Approved Rezoning Conceptual Site Plan

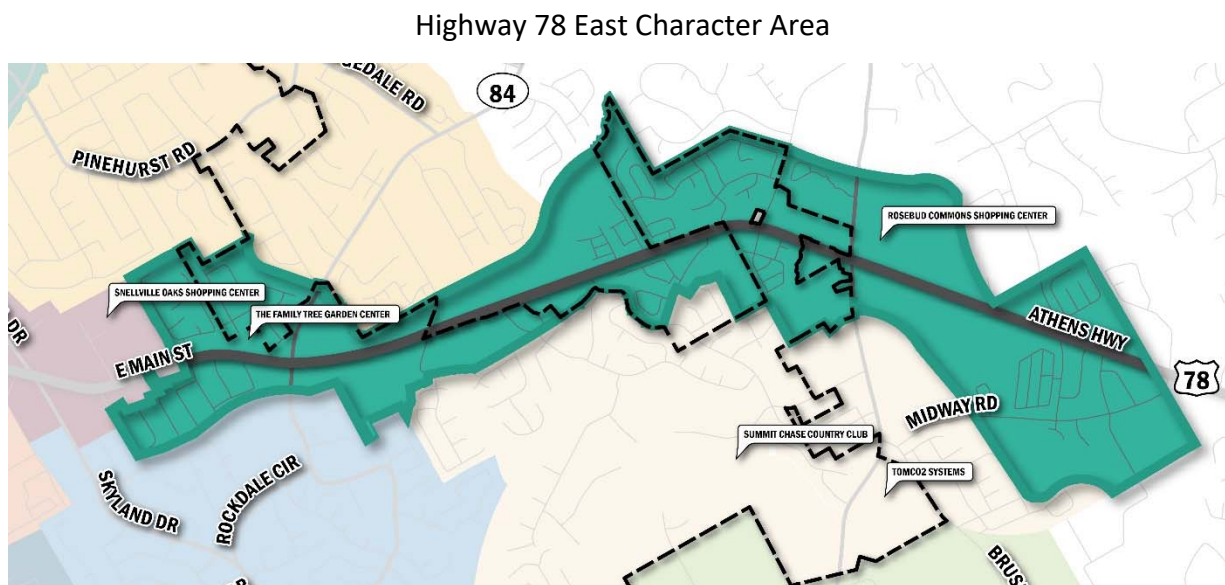


In addition to the site density reduction, the proposed project eliminates 19,200 sq. ft. of office/medical use and 7,300 sq. ft. of retail/restaurant use and associated parking.

SNELLVILLE 2040 COMPREHENSIVE PLAN RECOMMENDATION:

The 2017 approved rezoning and corresponding approved land use plan amendment was based on the Snellville 2030 Comprehensive Plan that was still in effect at the time of application submittal and which was originally approved and adopted in February 2009. In March 2018, the City entered into an agreement with Jacobs Engineering Group, Inc. to serve as lead project consultant for services on the development of the Snellville 2040 Comprehensive Plan, later approved and adopted on February 11, 2019.

The property is located in the center portion of the *Highway 78 East Character Area* (shown in green on the following page) and located just north of the Summit Chase Character Area (shown in pale yellow).



Existing Character Description

The Highway 78 East character area is one of the least developed within Snellville, consisting mostly of isolated retail uses and undeveloped parcels. There are several new residential developments off the highway, including townhomes and single-family homes on smaller lots. Farther east, undeveloped, wooded lots next to the highway make for a more scenic drive. There are fewer individual curb cuts along this portion of the highway because of shared driveway access and large undeveloped tracts.

Many segments are missing sidewalks. This portion of US 78 is one of the few major roads in Snellville that has not already been developed as strip commercial, and there is an opportunity to encourage clustered, connected development at key intersections while preserving some frontage as undeveloped land or residential development.

Predominate Land Uses

The predominate land uses include commercial/retail, low-density residential, medium-density residential, and undeveloped land.

Vision

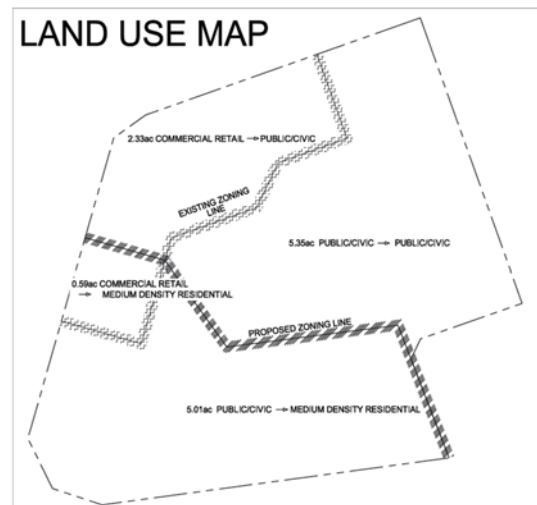
The vision for the character area is *'a corridor with high developed activity nodes, containing a mixture of uses with a pedestrian scale and infrastructure to support walking and bicycling. The high school is a major center of activity within the character area. Open green space or low-density residential land uses will frame the space around the nodes, which are envisioned at the intersections of US 78 with Grayson Parkway and Rosebud Road.'*

Key Implementation Strategies

- Create new zoning designation for areas within specified activity nodes. This should permit a mixture of land uses, similar to the Towne Center, but at a smaller scale. A connected street grid network with small blocks and wide pedestrian walkways should be required as properties are redeveloped. Streets should include landscaping, pedestrian-scale lighting, and street furniture. Public gathering areas should be encouraged. Buildings should be limited to no more than three stories and should include facade variation and fenestration. Parking should be located to the rear or side of buildings.
- Prohibit retail and encourage residential development in areas located between activity nodes.
- Construct gateway feature along US 78 to signify entrance into the city.
- Control and limit access points to US 78.
- Require inter-parcel access between developments and parallel access roads where possible.
- Implement the planned greenway route along US 78

LAND USE PLAN AMENDMENT ANALYSIS:

The applicant proposes to amend the Snellville 2040 Comprehensive Plan Future Land Use Map from Commercial Retail to Public Civic and Medium-Density Residential. And from Public Civic to Medium-Density Residential as shown on the exhibit to the right. This is to line up the future land use map designations with the requested zoning map amendment (see page 7).



Public Civic is one of five appropriate future land use category which corresponds to the requested CI (Civic Institutional) District rezoning on the 7.679± acre (Tract 1) for the 87-unit/bed *assisted living facility*, allowed as a principal permitted use.

There are no maximum density restrictions for the Public Civic land use category, nor for the CI District.

While Medium-Density Residential is one of the four future land use categories corresponding to the requested RO (Residential for Older Persons) District rezoning on the 5.601± acre (Tract 2) for the 32-unit independent living cottages allowing for *retirement community (continuing care)* as a special use, requiring special use permit approval.

The Medium-Density Residential land use category provides for a gross density of 4.0 (min.) to 8.0 (max.) units per acre. The proposed 32-unit independent living cottages on the 5.601± acre tract represents a gross density of 5.71 units per acre.

Compliance with 2040 Comprehensive Plan

There are more than a few discussions and policy goals in reference to senior-focused housing in the 2040 Comprehensive Plan that recommend support for this application. Several of which are called out below:

- *“Expanding housing opportunities for young professionals and seniors will support a multi-generational community...”*¹
- *“With Snellville’s older population, demand for senior housing is growing. Of the 358 residential units currently under construction in planned communities in Snellville, 330 units are age-restricted for residents 55 and older.”*²
- H-3.1: “Pursue more development opportunities focused on seniors and assisted living.”³

The findings and recommendations of the Snellville 2040 Comprehensive Plan indicate that the proposed development complies with the policies and goals of the City.

ZONING MAP AMENDMENT ANALYSIS:

In conjunction with the submitted request to amend the land use plan, the applicant is also requesting to amend the Official Zoning Map by rezoning to CI (Civic Institutional) District for the assisted living facility and RO (Residential for Older Persons) District for the

ZONING MAP



¹ Executive Summary, vi.

² Section 2, Priority Issues and Opportunities, 16.

³ Section 4, Policies, Housing Policies, 28.

independent living cottages, with the RO District intended to serve the housing needs of adults who are 55 years of age or older.

This request is consistent with each of the proposed uses with the 7.679± acre (Tract 1) for the 87-unit/bed *assisted living facility* and the 5.601± acre (Tract 2) for the 32-unit independent living cottages.

SPECIAL USE PERMIT REQUEST:

Other than the RO District standards of Sec. 202-9 of the UDO, there are no specific use standards for the retirement community (continuing care) use for the age-restricted 32-unit independent living cottages. However, to ensure that the proposed use is consistent with the needs of the community; is compatible with the surrounding uses; and has no adverse impact to the surrounding area, the use requires special use permit approval by the Mayor and Council.

The assisted living with memory care use is a principal permitted use in the requested CI District and does not require special use permit approval.

REZONING SITE PLAN ANALYSIS:

The conceptual rezoning site plan shows the general building layout and parking configuration for the 13.28-acre site. Also shown is 3.37 acres of open space (labeled Open Space 1-4) representing 25.4% of the total site acreage containing a variety of amenities including: open areas, community garden, fire pit, dog park, corn hole game area, and mulched natural trail.

A 3,500 sq. ft. one-story clubhouse with associated parking is located on the cottages tract. Stormwater management and water quality is provided by an above-ground fenced stormwater detention area, located at the southeastern corner of the site.

BUILDING ELEVATIONS ANALYSIS:

Included in the application submittal, the applicant provided sample elevations and floor plans for the assisted living facility, independent living cottages, and community clubhouse. The elevations appear to be in general conformance to the UDO requirements for architectural design standards and exterior building materials; however, a more thorough review will be completed upon receipt of the architectural plan set during permitted review.

CONCURRENT VARIANCE ANALYSIS:

Concurrent with the land use plan and zoning map amendment applications, the applicant is requesting variance relief from UDO Sec. 207-2.B. (Buffer Requirements) to reduce the 40 feet buffer to zero where the CI zoned portion of the assisted living facility development abuts the adjacent RO zoned Gladstone Landing townhomes to the east.

To mitigate the buffer reduction, the applicant intends to erect a 6-foot tall opaque privacy fence along the entire length of the eastern property line. An internal street will be located

here providing connectivity to both Tracts 1 and 2. The eastern wing of the one-story assisted living building is located 50± feet from the eastern property line.

The Planning Department is supportive of this variance

CONCLUSION AND STAFF RECOMMENDATION:

Given the significant reduction in both density and project scale from the 2017 approved rezoning and compatibility with the surrounding neighborhood and single-family residential land use, the Department of Planning and Development recommends the following:

- A. **Approval** of #LUP 22-03, application to amend the 2040 Snellville Comprehensive Plan Future Land Use Map (FLUM) as follows:
1. From Commercial Retail to Public-Civic for the 2.33± acre Tract 1 (Parcel 5069 011);
 2. From Commercial Retail to Medium-Density Residential for the 0.59± acre Tract 2 (Parcel 5069 011);
 3. From Public-Civic to Medium-Density Residential for the 5.01± acre Tract 4 (Parcel 5069 282).

The FLUM for the 5.35± acre Tract 3 (Parcel 5069 282) is to remain unchanged as Public-Civic.

- B. **Approval** of #RZ 22-03, application to amend the Official Zoning Map for the City of Snellville as follows:
1. From BG (General Business) District to CI (Civic Institutional) District for the 2.33± acre Tract 1 (Parcel 5069 011);
 2. From BG (General Business) District to RO (Residential for Older Persons) District for the 0.59± acre Tract 2 (Parcel 5069 011);
 3. From RO (Residential for Older Persons) District to CI (Civic Institutional) District for the 5.35± acre Tract 3 (Parcel 5069 282).

The Official Zoning Map for the 5.01± acre Tract 4 (Parcel 5069 282) is to remain unchanged as RO (Residential for Older Persons) District.

- C. **Approval** of variance from UDO Sec. 207-2.B. (Buffer Requirements) to reduce the 40 feet buffer to zero where the CI zoned portion of the assisted living facility development abuts the adjacent RO zoned Gladstone Landing townhomes to the east.

The recommendations above are subject to the attachment of the following recommended **Conditions:**

1. All variances and conditions applicable to the subject property and previously approved on 7-10-2017 by the Mayor and Council for case #RZ 17-06 LUP 17-04 are hereby repealed.

2. The property shall be developed in general accordance with the zoning site plan entitled "Site Plan Manor Lake Facility, Snellville, Gwinnett County, Georgia", sealed and dated 2-28-2022 (stamped received 3-17-2022), with modifications permitted to meet conditions of zoning or State, County, and City regulations. Substantial variation from the conceptual rezoning site plan, as determined by the Director of Planning and Development will require Mayor and Council approval, after receiving recommendations by the Planning Department and Planning Commission.
3. The assisted living building; independent living cottages; and clubhouse shall be constructed in general accordance with the submitted conceptual exterior building elevations and colors (stamped received 3-15-2022), with modifications permitted to meet conditions of zoning or State, County, and City regulations. Substantial variation from the conceptual elevations, as determined by the Director of Planning and Development will require Mayor and Council approval, after receiving recommendations by the Planning Department and Planning Commission.
4. The portion of the property zoned RO, shall meet all zoning requirements in UDO Sec. 202-9. (RO Residential for Older Persons) District, including: Use Provisions; Building Types; Architectural Standards; Site Development Standards; RO Design Standards; Accessibility Standards; Mandatory Homeowner/Property Owner Association; and Covenants and Restrictions. Unless approved as a concurrent variance at time of zoning approval, variances to be considered by the Snellville Board of Zoning Appeals, unless authority is granted by the UDO to the Director of Planning and Development for Administrative Variance consideration and approval.
5. All cottage/villa driveways shall be a minimum of twenty-two feet (22') in length, measured from the front of the garage door to the leading edge of the sidewalk (edge closest to dwelling), and shall be wide enough to accommodate the parking of one vehicle.
6. All internal streets, drives and stormwater infrastructure shall be privately owned and maintained.
7. Inter-parcel access and connectivity to the existing inter-parcel access stub located in the northeast corner (off Slick Stone Drive) of the adjacent Gladstone Landing townhome development shall be completed before release of the first certificate of occupancy.
8. Uses involving adult entertainment, including the sale or display of adult magazines, books, videos and as further defined by the Adult Entertainment Ordinance in effect on the date this condition is imposed, are prohibited.
9. Signs higher than 15 feet or larger than 225 square feet are prohibited.

PLANNING COMMISSION REPORT:

The Planning Commission held a duly advertised public hearing on the rezoning, future land use map amendment, and special use permit applications at the April 26, 2022 Regular Meeting of the City of Snellville Planning Commission.

By a unanimous vote of five (5) to zero (0), the Planning Commission recommended **Approval** of #LUP 22-03, application to amend the 2040 Snellville Comprehensive Plan Future Land Use Map (FLUM) as follows:

- a. From Commercial Retail to Public-Civic for the 2.33± acre Tract 1 (Parcel 5069 011);
- b. From Commercial Retail to Medium-Density Residential for the 0.59± acre Tract 2 (Parcel 5069 011);
- c. From Public-Civic to Medium-Density Residential for the 5.01± acre Tract 4 (Parcel 5069 282).

By a unanimous vote of five (5) to zero (0), the Planning Commission recommended **Approval** of #RZ 22-03, application to amend the Official Zoning Map for the City of Snellville as follows:

1. From BG (General Business) District to CI (Civic Institutional) District for the 2.33± acre Tract 1 (Parcel 5069 011);
2. From BG (General Business) District to RO (Residential for Older Persons) District for the 0.59± acre Tract 2 (Parcel 5069 011);
3. From RO (Residential for Older Persons) District to CI (Civic Institutional) District for the 5.35± acre Tract 3 (Parcel 5069 282).

Approval of variance from UDO Sec. 207-2.B. (Buffer Requirements) to reduce the 40 feet buffer to zero where the CI zoned portion of the assisted living facility development abuts the adjacent RO zoned Gladstone Landing townhomes to the east.

The recommendations above are subject to the attachment of the following recommended **Conditions:**

1. All variances and conditions applicable to the subject property and previously approved on 7-10-2017 by the Mayor and Council for case #RZ 17-06 LUP 17-04 are hereby repealed.
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3. The assisted living building; independent living cottages; and clubhouse shall be constructed in general accordance with the submitted conceptual exterior building elevations and colors (stamped received 3-15-2022), with modifications permitted to meet conditions of zoning or

State, County, and City regulations. Substantial variation from the conceptual elevations, as determined by the Director of Planning and Development will require Mayor and Council approval, after receiving recommendations by the Planning Department and Planning Commission.

4. The portion of the property zoned RO, shall meet all zoning requirements in UDO Sec. 202-9. (RO Residential for Older Persons) District, including: Use Provisions; Building Types; Architectural Standards; Site Development Standards; RO Design Standards; Accessibility Standards; Mandatory Homeowner/Property Owner Association; and Covenants and Restrictions. Unless approved as a concurrent variance at time of zoning approval, variances to be considered by the Snellville Board of Zoning Appeals, unless authority is granted by the UDO to the Director of Planning and Development for Administrative Variance consideration and approval.
5. All cottage/villa driveways shall be a minimum of twenty-two feet (22') in length, measured from the front of the garage door to the leading edge of the sidewalk (edge closest to dwelling), and shall be wide enough to accommodate the parking of one vehicle.
6. All internal streets, drives and stormwater infrastructure shall be privately owned and maintained.
7. Inter-parcel access and connectivity to the existing inter-parcel access stub located in the northeast corner (off Slick Stone Drive) of the adjacent Gladstone Landing townhome development shall be completed before release of the first certificate of occupancy.
8. Uses involving adult entertainment, including the sale or display of adult magazines, books, videos and as further defined by the Adult Entertainment Ordinance in effect on the date this condition is imposed, are prohibited.
9. Signs higher than 15 feet or larger than 225 square feet are prohibited.
10. Property owner to maintain responsibility for maintaining the fence where adjacent to Gladstone Landing.

EXHIBIT A

Parcel	Acres (+/-)	Physical Address	Future Land Use Map		Zoning Map		Proposed Uses
			Current	Proposed	Current	Proposed	
R5069 011 (Tract 1)	2.33	1642 Highway 78	Commercial Retail	Public-Civic	BG (General Business)	CI (Civic Institutional)	Assisted Living Facility and Associated Parking and Amenities
R5069 011 (Tract 2)	0.59	1642 Highway 78	Commercial Retail	Medium Density Residential	BG (General Business)	RO (Residential for Older Persons)	Independent Living Cottages and Associated Parking and Amenities
R5069 282 (Tract 3)	5.35	1600 Highway 78	Public Civic	Public-Civic	RO (Residential for Older Persons)	CI (Civic Institutional)	Assisted Living Facility and Associated Parking and Amenities
R5069 282 (Tract 4)	5.01	1600 Highway 78	Public Civic	Medium Density Residential	RO (Residential for Older Persons)	RO (Residential for Older Persons)	Independent Living Cottages and Associated Parking and Amenities