

PLANNING COMMISSION CASE REPORT**Case Number: 2016-170****PC Meeting Date: 11-14-16****Applicant Request****Rezone R-1 Residential Zone to R-4 Special Zone**

Property Location:	7978 & 8012 Shallowford Road
Property Owner:	Pinnacle Point Partners, LLC
Applicant:	Flournoy Development Company

Project Description

- Proposal: Rezone and develop 8.7 acres of the 12.9-acre site with an assisted living facility consisting of 76 units while leaving the remaining 4.2 acres as open space.
- Proposed Access: Entrance on Shallowford Road.
- Proposed Development Form: A two-story, 54,662 square foot building located at highest point of topography.
- Proposed Density: 5.8 dwelling units per acre for the total site; 8.7 dwelling units per acre on the proposed R4 portion.

Site Analysis**Site Description**

- Location: The site is located on the south side of Shallowford Road approximately 1,000' east of the Shallowford Road and Jenkins Road intersection.
- Current Access: Entrance on Shallowford Road.
- Current Development Form: The site is currently vacant. To the west and south is a single 56 acre parcel mostly undeveloped with a single dwelling on the site. To the east is an undeveloped 19 acre parcel. North of the site are a mixture of single-family detached residential uses, religious institutions, and undeveloped lots.
- Current Density: The number of undeveloped lots in the area make it difficult to accurately depict an average density for the area. The 19 acre parcel east of the site is zoned R-T/Z Residential Townhouse Zero Lot-Line Zone which allows for a maximum density of 8 dwelling units per acre. The four R-1 Single-Family Residential District lots north of the site (in unincorporated Hamilton County) have an average density of 1 dwelling unit per acre.

Zoning History

- The site is currently zoned R-1 Residential Zone.
- The properties to the north are zoned a mixture of R-2A Rural Residential District and R-1 Single-Family Residential Zone. The property to the east is zoned R-T/Z Residential Townhouse Zero Lot-Line Zone. The property to the west and south is zoned a mixture of R-1 Residential Zone and R-2 Residential Zone.
- The nearest R-4 Special Zone (same as the request) is approximately half a mile to the west along Shallowford Road.
- There was a previous case on this site (2009-088) for a residential Planned Unit Development. Staff recommended approval for the Planned Unit Development with a density of 1.35 dwelling units per acre. The applicant asked, and Planning Commission approved motion to, defer the case indefinitely. Staff withdrew the case in 2013 (4 years later).

Plans/Policies/Regulations

- The East Brainerd Corridor Community Plan (adopted by City Council in 2003) recommends Low Density Residential uses for this site.
- The Development Policy from the Comprehensive Plan 2030 update (Called the Renewing Our Vision and adopted by Planning Commission in 2016) identifies this site as being in intensity level 0, 2, and 3. Level 0 is the highest level of protection and preservation which is shown here based

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on the steep topography and conservation easement. Level 2 describes the development potential appropriate for low-intensity development based on the limited infrastructure. Level 3 describes the development potential appropriate for low-to-medium intensity development based on the limited infrastructure.

- The R-1 Residential Zone only permits single-family homes with a minimum lot size of 7,500 square feet if on sewers. If septic tanks are to be used, the minimum lot size is determined by the Hamilton County Water Quality Program. Minimum lot frontage width is 60 feet if on sewers and 75 feet if on septic tanks. Based on building setback requirements, the typical density is approximately 3 to 4 dwelling units per acre.
- The R-4 Special Zone permits residential uses, bed and breakfast establishments, dormitories, and low intensity commercial uses such as professional and medical offices, or banks. An Assisted Living Facility is only allowed in the R-4 Zone with a special permit approved by the Board of Zoning Appeals.

Key Findings

- This proposal would require a special permit granted by Board of Zoning Appeals to allow an assisted living facility in the R-4 Special Zone.
- The proposal is not supported by the recommendations of the adopted Land Use Plan for the area which recommends single-family residential and preservation for this site.
- The proposed use is compatible with surrounding uses.
- The higher density residential uses, office uses, and light commercial uses allowed by-right in the R-4 Special Zone would not be compatible with surrounding uses.
- The proposal is not consistent with the development form of the area due to the size of the proposed building sited at the top of a steep knoll.
- The proposed residential density of 8.7 dwelling units per acre is not compatible with the surrounding densities. However, assisted living facilities typically generate less vehicle trips per day than a single-family detached neighborhood of an equal density.
- The proposal would not be an extension of an existing zone.
- The proposal would set a precedent for future requests by introducing an office zone into a residential area.
- Transportation Staff Comments: Per standards adopted by City Code (ITE Designing Walkable Urban Thoroughfares, pg 32): "Local streets should be configured in a fine-grained, multimodal network internal to the neighborhood, with many connections to the system of thoroughfares. Where streets cannot be fully networked, they should be supplemented by pedestrian and/or bike-pedestrian facilities to provide the desired connectivity. Pedestrian facilities should be spaced so block lengths in less dense areas (suburban or general urban) do not exceed 600 feet (preferably 200 to 400 feet) and relatively direct routes are available." Due to challenges in existing terrain, a system of pedestrian pathways or trails should be provided that could eventually connect with future uses in the adjoining area.

Staff Recommendation

Deny