

**HALL COUNTY BOARD OF COMMISSIONERS
STAFF REPORT**

Applicant DCCM

Request **Rezone** |from Agricultural Residential 1 (AR-1)
to Heavy Industrial (I-2)

Proposed Use Uses permitted in I-2

Size 28.18± acres

Zoning **Current:** Agricultural Residential 1 (AR-1)
Proposed: Heavy Industrial (I-2)

Location **0, 0 and 4258 Cagle Road** | Tax parcels 09098
000007, 000008 & 000002

Commission District Three

Commission Date April 9, 2026

Staff Recommendation **Approval, with conditions**, as the proposed
zoning is consistent with the “Employment or
Business Nodes & Corridors” future land use
designation in the Comprehensive Plan.

Record Number.....HZON26-0002

Staff recommends APPROVAL of the applicant’s request with the following conditions:

1. The property shall be developed in accordance with the site plan dated February 5, 2026, and as described in the project narrative dated February 25, 2026, modified as necessary for compliance with conditions herein and development standards enforced at the time of site plan approval.
2. Connection to the public water system located along Cornelia Highway, including the extension of the water line to the subject property, shall be constructed at the developer’s expense.
3. All truck traffic must turn right out of the proposed development to access SR 365. No thru traffic is permitted traveling southwest along Cagle Road beyond the limits of the proposed development.
4. A trip generation memo shall be submitted to Hall County Public Works to determine whether a full Traffic Impact Study is required. Additionally, a pavement analysis for the full buildout

of the development shall be provided to identify any necessary pavement structure improvements.

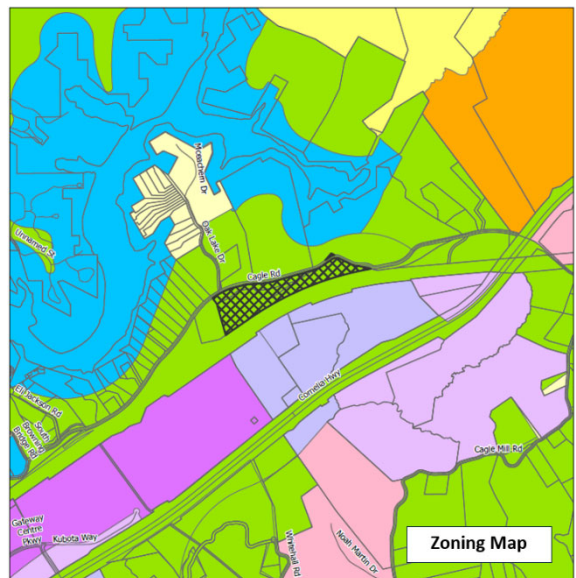
5. All signage shall comply with the Unified Development Code.
6. No variances are granted as part of this request, except those explicitly approved by the Board and specified in the conditions herein.
7. All conditions of zoning shall be made a part of any plats or construction plans created for the property.

Summary Analysis

The applicant is requesting to rezone a combined 28.18± acre tract from Agricultural Residential 1 (AR-1) to Heavy Industrial (I-2) for uses permitted in Heavy Industrial (I-2). Currently, the site is undeveloped.

The surrounding properties are zoned and developed as outlined below:

- North: Agricultural Residential 1 (AR-1) – Single-family-residences and undeveloped
- East: Agricultural Residential 1 (AR-1) – Single-family-residences and undeveloped
- South: Norfolk Southern Railroad Right-of-Way; Planned Industrial Development (PID) – Cold storage facility; Heavy Industrial (I-2) – Kubota manufacturing facility
- West: Agricultural Residential 1 (AR-1) – Electrical utility substation

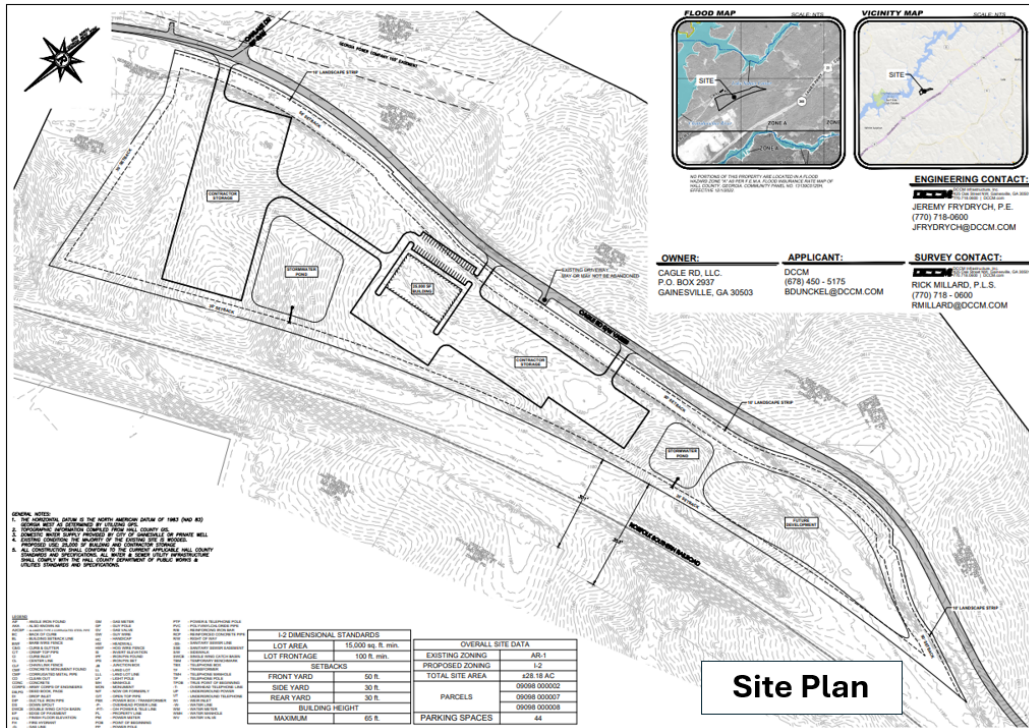


Per the submitted narrative and site plan, the proposed development is comprised of three parcels and will consist of a 25,000 square foot industrial building, contractor storage lots, employee and customer parking, and two stormwater ponds. The area identified as future development may be utilized as an additional building site or additional contractor storage.

The submitted site plan identifies three full-access driveways along Cagle Road serving the proposed development. Comments provided by the Georgia Department of Transportation state that roadway improvements may be required for State Route 365 and Cagle Road. Hall County Public Works states that a trip generation memo is required to help inform if a full traffic impact study will be required. A pavement analysis will be required for the full maximum build out, which may require pavement structure to be added. The applicant states in their narrative that all access points will comply with Hall County standards and be permitted accordingly.

The development includes a 10-foot landscape strip along the Cagle Road right-of-way. The adjacent property to the west is zoned Agricultural Residential 1 (AR-1). A vegetated buffer has not been

proposed along this boundary, as is required, because the adjoining site is developed with an electrical substation and does not contain any residential use. The applicant is proposing one temporary sales sign along Cagle Road, as well as, permanent internal directional signage throughout the development. Signage must comply with the standards of the Unified Development Code unless a variance is obtained.



Comments received on March 2, 2026, from the City of Gainesville Department of Water Resources state that public water service is located approximately 3,000 feet from the proposed development on Cornelia Highway. Any project requiring connection to the public water system must extend the water line to the site at the developer’s expense. Per the submitted narrative, the site will be served by on-site sewage management.

Based on the future land use plan, staff finds the requested rezoning *is consistent* with the Hall County Comprehensive Plan and the future land use designation of “Employment or Business Nodes & Corridors” Together, the Employment or Business Nodes & Corridors designations support a development pattern that concentrates higher-intensity commercial, office, and industrial uses along major transportation corridors with access to necessary infrastructure. These areas are intended to accommodate job-generating uses while allowing higher-density residential development where appropriate to support nearby employment centers. Both designations emphasize high-quality site design, protection of natural resources, and landscape enhancements, ensuring that future development contributes positively to the county’s economic growth and overall community character.

Zoning Analysis

When considering a zoning amendment to the zoning maps, the Commission must study the need and justification for the change based on a determination of the facts applicable to the particular case, and the following general lines of inquiry must be considered:

- a) Whether the zoning proposal will permit a use that is suitable in view of the use, development and zoning of adjacent and nearby property; **The proposed zoning is suitable in view of the existing use, development patterns, and zoning of adjacent and nearby properties. The subject parcels have a future land use designation of Employment or Business Nodes and Corridors while parcels to the south are designated Inland Port. Together, these designations reflect a development pattern that concentrates higher-intensity commercial, office, and industrial uses along major transportation corridors where supporting infrastructure is available.**
- b) Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property; **It is not anticipated that the use would adversely affect adjacent or nearby property provided any road impacts are mitigated as determined by Georgia Department of Transportation and Hall County Public Works.**
- c) Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned; **Yes, the property has reasonable economic use as currently zoned.**
- d) 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, schools, police protection, fire protection, public health facilities or emergency medical service; **The proposed rezoning is not expected to result in an excessive or burdensome demand on transportation facilities, utilities, schools, police protection, fire protection, public health facilities, or emergency medical services provided any road impacts are mitigated as determined by the Georgia Department of Transportation and Hall County Public Works.**
- e) Whether the zoning proposal is in conformity with the policy and intent of the future land use plan for the physical development of the area; **The zoning proposal is in conformity with the policy and intent of the future land use plan for this area. The proposed use aligns with the Comprehensive Plan's Employment or Business Nodes & Corridors designation, which supports higher-intensity commercial activity and low-intensity, consumer-oriented industrial uses along major transportation corridors. The rezoning advances the plan's goals for targeted employment growth and coordinated development within these designated nodes and corridors.**
- f) The extent to which property values are diminished by the existing zoning restrictions; **Staff is unable to determine the extent to which property values are affected by the existing zoning restrictions.**
- g) The extent to which the destruction of the subject property's value under the existing zoning promotes the health, safety, morals or general welfare of the public; **Staff is unable to comment on the impact of property values without a full market analysis. Multiple factors impact property values including construction types, proposed uses, and maintenance. Often it is difficult to determine the effect of a development on adjacent properties until the development is completed.**

- h) The relative gain to the public as compared to the hardship imposed upon the individual property owner; **Staff has not identified a hardship imposed on the property owner as the property is currently zoned.**
- i) The length of time the property has been vacant as zoned considered in the context of land development in the area in the vicinity of the property; **The subject property is currently undeveloped. Surrounding properties reflect a mix of development patterns, including established single-family residential uses as well as nearby industrial developments. In this context, the property's undeveloped status is consistent with the transitional nature of the area, where development has occurred incrementally as infrastructure and market conditions have evolved. The proposed rezoning aligns with the broader development trends in the vicinity and along Cornelia Highway.**
- j) Whether there are other existing or changing conditions affecting the use or development of the property which give supporting grounds for either approval or disapproval of the zoning proposal; **There are existing and emerging conditions in the vicinity that support the proposed zoning. The property is in close proximity to the Inland Port which is contributing to a shift toward employment-oriented and logistics-supportive development in this area. These transportation investments are expected to continue influencing land use patterns by attracting industrial, commercial, and distribution-related uses. In this context, the proposed rezoning aligns with these changing conditions and is compatible with the evolving development trends surrounding the site.**
- k) Whether the change would create an isolated district unrelated to the surrounding districts; **The proposed zoning, Heavy Industrial (I-2), would not create an isolated district as properties to south, across the Norfolk Southern Railroad, are also zoned Heavy Industrial (I-2). Additional properties to the south are zoned Planned Industrial Development (PID) which is consistent with the established industrial and commercial character of the area.**
- l) Whether the present zoning district boundaries are illogically drawn in relation to existing conditions in the area; **There is no evidence that the present zoning district boundaries are illogically drawn.**
- m) Whether the change requested is out of scale with the needs of the county as a whole or the immediate neighborhood; **The requested zoning change is not out of scale with the needs of the County or the immediate neighborhood. The area is experiencing a transition toward employment-oriented and logistics-supportive development due to its proximity to the Inland Port. The proposed rezoning is consistent with these emerging development patterns and aligns with the County's broader goals for accommodating employment growth within designated nodes and corridors.**
- n) Whether it is impossible to find adequate sites for the proposed use in districts permitting such use and already appropriately zoned; **There are other properties within the County that support Heavy Industrial (I-2) uses based on the Future Land Use Map, however, the development as proposed requires rezoning approval by the Board of Commissioners.**
- o) Whether the need for rezoning could be handled instead by a variance request to the Planning Commission; **The request could not be handled alternatively as a variance.**

- p) Whether there would be an ecological or pollution impact resulting from major modifications to the land if the request is granted; **Any land disturbance activities on the property shall be required to go through the land development permitting process, and as a result are subject to local, state, and federal regulations. As a result, there are no anticipated ecological or pollution impacts resulting from any modification to the land if the request is granted.**
- q) Whether there is reasonable evidence based upon existing and anticipated land use that would indicate a mistake was made in the original zoning of the property; **There is no indication that a mistake was made in the original zoning of the property.**

11.2.6.E - Submission requirements

1. Any person or persons requesting a change in the official zoning map or use subject to approval of the County Commission must file an application with a plat or map of the property attached thereto, together with payment of such fees set forth in this Sec 11.2. to cover administrative and advertising costs, in the Planning and Zoning Department office. Such person or persons or their authorized agent must appear in person at the public hearing held to consider the district change. **The proposal meets the requirement. The applicant has paid the appropriate fees and understands that someone must be present at the voting meeting of the Hall County Board of Commissioners.**
2. All applications for a change of zoning classification or use subject to approval of the County Commission must include:
 - a. A narrative statement identifying the existing and proposed use of the property and addressing each of the criteria set forth in this Sec. 11.2. **The proposal provides a narrative outlining the intent of the development; however, the applicant has not prepared a response to each of the criteria listed in 11.2.6.E.2.**
 - b. A site plan drawn to scale designating the area covered by the application and identifying existing and proposed buildings and uses, adjacent existing land uses, zoning on contiguous parcels, including those across an abutting public right-of-way, and any other significant site improvements proposed to accommodate the proposed use or buffer adjacent uses, etc., or a plat of the subject property where no specific land use is proposed. In cases where only a plat or map is provided and no land use is proposed, the Planning Commission and County Commission may evaluate the application based on the most intense possible land use permitted in the proposed district. **The proposal meets the requirement.**
 - c. For any application for a slow rate land treatment system as defined in 7.6.9.D.1, additional requirements apply. **This standard is not applicable to the applicant's request.**
 - d. For any application proposing the development of 100 or more residential dwelling units, a traffic impact study must be submitted prior to consideration of the application by the County Commission. At the applicant's expense, the traffic impact study must be prepared by a professional engineer in accordance with requirements established by the Hall County Engineering Department. The Engineering Department must review the traffic impact study

and forward any comments to the County Commission. **This standard is not applicable to the applicant's request.**

Development Support and Constraints

Hall County Environmental Health

In an email dated March 5, 2026, Emily McGahee stated "Must meet all Environmental Health commercial septic system permitting requirements. A detailed business plan must be submitted to Hall County Environmental Health for review. Additional items, including, but not limited to: recorded plat, soil evaluation, and septic system installation may be required after review of business plan. Please note that BOC variance approval does not imply approval from other county departments."

Georgia Department of Transportation

In an email dated March 2, 2026, Christopher Hash, P.E. D1 Traffic Operations Supervisor, stated "Off-system but impacts expected. Improvements may be needed at SR 365 and Cagle Rd. Coordination with District 1 Traffic Operations required."

Hall County Public Works and Utilities

In a memorandum dated March 11, 2026, Jorge Gomez, Director of Public Works and Utilities, provided the following comments:

Engineering:

This site may require a stormwater management report should the site plan indicate the proposed development that meets stormwater thresholds for impervious surfaces and/or disturbed acreage.

Traffic:

A trip generation memo is required to help inform if a full traffic impact study will be required. A pavement analysis will be required for the full maximum build out, which may require pavement structure to be added.

Utilities:

No comment. Site will be served by septic.

Hall County Fire Marshal

In an email dated March 5, 2026, John Hornick, NPQ Fire Service Plans Examiner 1, stated, "If approved the site plan will have to meet fire code, see attached Hall County Fire civil checklist."

City of Gainesville Department of Water Resources

In an email dated March 2, 2026, Nick Swafford, Permitting Services & GIS Manager, stated, "With regards to the proposed rezoning of 4258 Cagle Road, The City of Gainesville owns and operates an existing 12-inch DIP water main in the right-of-way of Cornelia Highway approximately 3,000 feet away from the property. Any development requiring public water service would be required to extend a developer-constructed water main meeting all standards and specifications, latest edition, set forth by Gainesville DWR."