

**HALL COUNTY BOARD OF COMMISSIONERS
STAFF REPORT**

Applicant Sullins Engineering, LLC

Request (A) **Rezone** | from Agricultural Residential 1 (AR-1) to Light Industrial (I-1)
(B) **Special Use** | for a nonresidential subdivision

Proposed Use (A) Uses permitted in I-1
(B) 5-lot subdivision

Size 8.19± acres

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

Location **3004 Candler Road** | Tax Parcel 15025 000006A

Commission District Three

Commission Date..... October 8, 2026

Staff Recommendation (A) **Denial**, as the proposed zoning is inconsistent with the “Rural Scenic Corridors” future land use classification within the Comprehensive Plan.
(B) **Denial**, as the Special Use cannot be supported without approval of the rezoning.

Record Number..... (A) HZON26-0030
(B) HZCU26-0033

(A) and (B) Staff recommends DENIAL of the applicant’s requests. However, if the Commission chooses to approve these requests, staff recommends the following conditions:

1. The property shall be developed in accordance with the site plan dated August 11, 2026 and narrative dated August 14, 2026, modified as necessary for compliance with conditions herein and development standards enforced at the time of site plan approval.
2. No variances or development exceptions are granted as part of this request that are not explicitly granted by Board approval. The development shall be compliant with the Unified Development Code of Hall County.
3. All conditions of zoning shall be made a part of any plats or construction plans created for the property

Summary Analysis

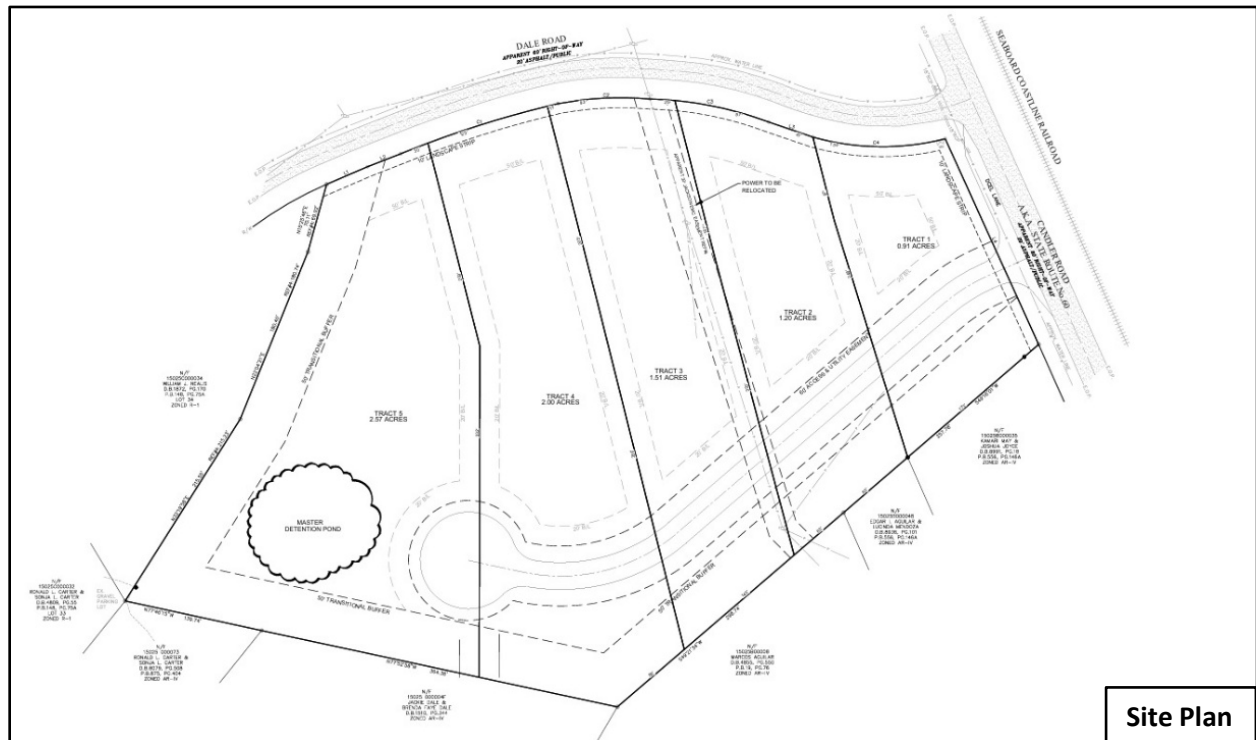
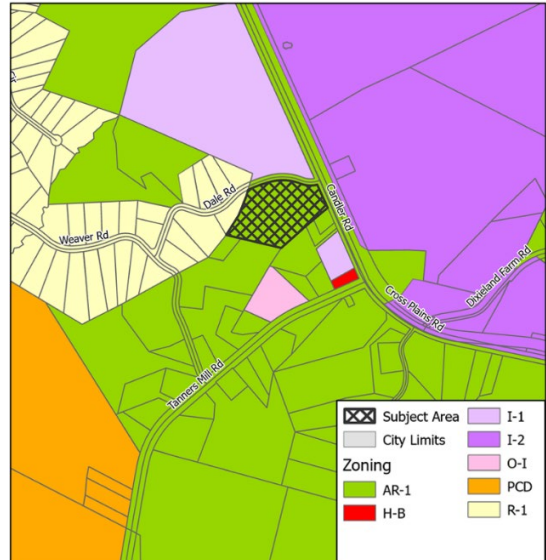
The applicant proposes to rezone an approximately 8.19± acre tract from Agricultural Residential 1 (AR-1) to Light Industrial (I-1) to allow for a five-lot nonresidential subdivision and uses permitted in I-1.

According to the Tax Assessor records, the property is currently developed with a 1989 1,456 square foot mobile home and several accessory structures.

The surrounding properties are zoned and developed as outlined below:

- North: Light Industrial (I-1): light industrial development under construction
- East: Heavy Industrial (I-2): rock quarry
- South: Agricultural Residential 1 (AR-1): single-family residences
- West: Agricultural Residential 1 (AR-1) & Residential 1 (R-1): single-family residences

Per the narrative and site plan, the five proposed lots will range in size from 0.91± acres to 2.57± acres. All existing structures will be removed prior to development. The industrial subdivision will be served by a shared internal access drive, utility easement, and master stormwater management facility. Setbacks, transitional buffers, and landscape areas are proposed in accordance with County development standards.



Site Plan

The two existing driveways on Candler Road will be closed, and access will be relocated to the southern portion of the property. The new entrance will include a deceleration lane, subject to approval by the Georgia Department of Transportation (GDOT).

Per the narrative, speculative light industrial buildings will be constructed, as end users have not yet been identified. All proposed structures will comply with the architectural and design standards of the Gateway Corridor Overlay District (GCOD).

Water service will be provided by the City of Gainesville as confirmed in an email dated August 6, 2026. Sanitary sewer services will be provided by on-site septic.

GCOD Analysis

The property is located within the Gateway Corridor Overlay District (GCOD) and complies with relevant standards as identified in the table below.

<u>Standard</u>	<u>Proposed</u>	<u>Notes</u>	<u>Compliance</u>
6.2.5.A.2.a – Transitional buffers	50-foot transitional buffer along the north, west & south property boundary.	Where an industrial zoning district abuts property zoned for residential or agricultural use, the width must be at least 50 feet.	Complies
6.2.5.C.2.d – Parking Lot Design - Surface	Not specified	All parking areas must be paved with asphalt, concrete or pervious materials approved by the director.	Shall comply
6.2.5.C.2.e – Parking Lot Design – Off-street parking	Not specified	Off-street parking must be located to the side or rear of the principal building and may not be located between the principal building and the street (Tract 1 Candler Road).	Shall comply
6.2.5.C.2 – Parking Lot Design	Not specified	Various landscaping requirements pertaining to parking areas.	Shall comply
6.2.6.B – Building Materials	Will comply with GCOD standards	Multiple standards	Shall comply
6.2.7 – Signs	Not specified	Signage shall comply with Section 8.6 - Signs.	Shall comply

Comprehensive Plan Analysis

Based on the future land use plan, staff finds that the rezoning request ***is inconsistent*** with the Hall County Comprehensive Plan and the future land use designation of Rural Scenic Corridors within the Chestnut Mountain/Candler character area. This land use designation states “The county's rural

roadways boast significant natural, historic, or cultural features, and scenic or pastoral views. To balance that with necessary growth, new development along these minor road corridors and intersections should be limited to low-intensity, small-scale commercial uses to serve nearby communities, as well as agricultural uses of all scales.”

Applicant Information: The applicant provides in their narrative that although the Future Land Use Map designates the area as Rural Scenic Nodes & Corridors, where I-1 industrial zoning is not listed as compatible, the requested rezoning should be evaluated in the context of the established development pattern. The property lies within the Gateway Corridor Overlay District along SR 60/Candler Road at an intersection already dominated by industrial uses, including an adjoining light industrial development to the north and a large rock quarry, zoned Heavy Industrial (I-2), directly across the road. Given this context, the proposed I-1 zoning would not introduce an isolated industrial use but would represent a logical extension of the existing industrial character at this location.

The applicant further notes that the Comprehensive Plan directs Hall County to continue planning for commercial and industrial growth along SR 60/Candler Road. The proposal includes transitional buffers, roadway landscaping, shared access, centralized stormwater management, and compliance with all Gateway Corridor architectural and site-design requirements. These measures support compatibility with surrounding properties and help ensure the development aligns with the prevailing land-use pattern, despite inconsistencies in the current Future Land Use Map.

(A) & (B) Zoning Analysis – Rezone and Special Use

When considering a zoning amendment to the zoning maps and a use subject to the approval of the County Commission, 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 rezoning is not compatible with the Rural and Scenic Corridors future land use designation. However, adjacent properties to the north and east are zoned and utilized for light and heavy industrial use, which contributes to an established industrial development pattern in the immediate area.**
- b) Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property; **While the Light Industrial (I-1) district is generally compatible with some surrounding development patterns, the proposed light industrial zoning use is not supported by the Rural Scenic Corridors future land use designation which envisions low-intensity, small-scale commercial uses.**
- c) Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned; **Staff is not able to determine whether the property has a reasonable economic use under the current zoning. Assessing economic viability requires market analysis, financial modeling, or other expertise outside the scope of planning review. Staff can evaluate permitted land uses and development standards, but cannot determine whether those uses would be economically feasible for the applicant or the broader market.**

- 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; **Based on comments from County departments and State agencies, the proposed zoning is not expected to cause an excessive or burdensome use of existing streets, transportation facilities, utilities, schools, police protection, fire protection public facilities, or emergency medical service.**
- 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 proposed zoning district is not compatible with the Rural Scenic Corridors future land use designation.**
- 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 diminished 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 value including construction types, proposed uses, and maintenance.**
- h) The relative gain to the public as compared to the hardship imposed upon the individual property owner; **Staff cannot determine the relative public gain versus hardship to the property owner, as such assessments typically require economic or financial analysis beyond the scope of planning review. From a land-use perspective, staff has not identified a clear hardship associated with maintaining the current zoning.**
- 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; **Per the Tax Assessor records, the property is currently developed with a mobile home established around 1989 with accessory structures built in 2010.**
- 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; **The recent rezoning of the adjacent property to the north to Light Industrial (ZON2022-00005) is an existing condition that supports consideration of the proposed rezoning, as it reflects an emerging industrial development pattern in the area.**
- k) Whether the change would create an isolated district unrelated to the surrounding districts; **The change in zoning would not create an isolated district, as the subject property is adjacent to established Light Industrial (I-1) zoning and development to the north and Heavy Industrial (I-2) zoning for use as a rock quarry to the east.**
- 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 request is not out of scale with the needs of the county as a whole; however, it is not in alignment with the Future Land Use designation of Rural Scenic**

Corridors. Even so, the proposed rezoning and development could be considered a logical expansion of the existing development pattern along the SR60/Candler Road corridor.

- 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 light industrial uses based on the Future Land Use Map; however, the current development 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 for rezoning 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.**

Development Support and Constraints

Hall County Environmental Health

In a memorandum dated September 2, 2026, Hall County Environmental Health Department stated, “All proposed lots must meet Hall County Board of Health Lot Size Resolution requirements. Please note that BOC approval does not imply approval from other county departments. Further determination will be made during the plat review process. All proposed plats must be submitted to the Hall County Plat Review Team for review and approval prior to submittal to Clerk of Courts for recordation.”

Georgia Department of Transportation

In an email dated August 31, 2026, Christopher Hash, P.E., GDOT D1 Traffic Operations Supervisor, stated, “On System, coordination required for consideration of commercial driveway access.”

Gainesville-Hall Metropolitan Planning Organization

In a memorandum dated August 31, 2026, Joseh Boyd, Director, provided the following comments:

This parcel is along State Route 60/Candler Road which is scheduled to be widened to four lanes in the MPO’s Metropolitan Transportation Plan (GH-111B). Construction is currently not scheduled to begin until after 2055. Right-of-way impacts will not be known until the Preliminary Engineering (PE) phase is initiated, which is currently scheduled for 2042.

Hall County Public Works and Utilities

In a memorandum dated September 9, 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 meets stormwater thresholds for impervious surfaces and/or disturbed acreage.

Traffic: A common access driveway will be required. See Hall County code sections 12.40.170 through 12.40.220 for requirements. An approved G-Dot access permit will be required before a land disturbance permit will be approved by Hall County Public Works.

Utilities: Property is located in the Gainesville-Hall sewer district, but sewer infrastructure is not in this area.

Hall County Fire Marshal

In a memorandum dated September 4, 2026, Hall County Fire Marshal's Office, stated, "The Hall County Fire Marshal's Office has no comments as proposed."

Building Inspections

In a memorandum dated September 4, 2026, Barry Shaw, Interim Director of Development Services, stated, "There is an existing 1989 Fleetwood manufactured home on the property that will require demolition. Additionally, the permitted 40' x 40' workshop and 20' x 22' carport were never inspected by Hall County following permit issuance."