

DeKalb County Department of Planning & Sustainability

330 Ponce De Leon Avenue, Suite 500 Decatur, GA 30030 (404) 371-2155 / plandev@dekalbcountyga.gov

Planning Commission Hearing Date: November 1, 2018, 6:30 P.M. Board of Commissioners Hearing Date: November 24, 2018, 6:30 P.M.

STAFF ANALYSIS

| Case No.: | SLUP-18-22311 | Age | enda #: D. 2 |
|----------------------------------|---|-------------------|--|
| Location/Address: | 2144, 2054, 2050, and 2038 Law Highway, 1086 Birch Road, and 2 Briar Road, Decatur | | mmission District: 2 Super District: 6 |
| Parcel ID(s): | 18-100-02-005, -040, -041, -049 | & -057 and 18-100 |)-04-014 |
| Request: | A Special Land Use Permit for Costco fuel pumps as part of redevelopment of North DeKalb Mall into a mixed retail, multifamily residential, hotel, and office development, in accordance with Chapter 27, Article 4, Table 4.1 - Use Table of the DeKalb County Code. The property is located on the west side of Lawrenceville Highway, approximately 92 feet south of the southwest corner of Lawrenceville Highway and North Druid Hills Road, at 2144, 2054, 2050, and 2038 Lawrenceville Highway, 1086 Birch Road, and 2692 Sweet Briar Road, Decatur. | | |
| Property Owner(s): | LCI-SVAP NDM JV, LP | | |
| Applicant/Agent: | LCI-SVAP NDM JV, LP c/o Kathryn M. Zickert | | |
| Acreage: | 78.09 acres | | |
| Existing Land Use: | The North DeKalb Mall | | |
| Surrounding Properties: | To the north, northeast, east, and southeast: commercial and office uses; to the south and southwest: undeveloped floodplain; to the west and northwest: single-family residential. | | |
| Adjacent Zoning: | North: NS and C-1 South: R-75 and C-2 East: C-1 and Lawrenceville Hwy West: R-75 Northeast: C-1 Northwest: R-75 and RSM Southeast: Lawrenceville Hwy and R-75 Southwest: R-75 | | |
| Comprehensive Plan: | TC (Town Center) and COS (Conservation Open Space) X Consistent | | |
| Proposed Density: 6.5 units/acre | | Existing Densi | ity: No residential |

| Proposed Density: 6.5 units/acre | Existing Density: No residential |
|--|---|
| Proposed Units/Square Ft.: 500 units/6,496 s.f./acre | Existing Units/Square Feet: 7,051 s.f./acre |
| Proposed Lot Coverage: approx. 67% (no discernable increase over existing lot coverage) | Existing Lot Coverage: (estimate) 67% |

The applicant has requested deferral until January, 2019.

Companion Application: The applicant has filed a companion application (Z-18-22310) to rezone the property from C-1 (Local Commercial) to MU-4 (Mixed Use-4) for redevelopment of the mall.

The subject property is a 78-acre site that is developed with the North DeKalb Mall, a regional shopping center. The Mall was constructed 1965 with 54 stores including a <u>Rich's</u> department store and a <u>Woolworth</u> dime store. In 1986, North DeKalb Mall was expanded and renovated with two new anchor stores and renamed Market Square at North DeKalb. A movie theater was added in the mid- 1990s. In 2016, the anchor store Macy's closed, and several smaller retailers have subsequently left the mall.

The site of the mall is approximately 20 feet lower in grade than Lawrenceville Highway. It was designed and constructed in the manner typical for the time, with a large surface parking in front of all mall buildings. The mall is located behind the commercial uses that front on North Druid Hills Road and cannot be seen from this major commercial street, and has no pedestrian or bicycle connections to the neighborhoods to the north of North Druid Hills Road.

MARTA bus routes 75 and 123 currently make stops within the mall property.

The floodplain of the South Fork Peachtree Creek is located along the southwest and south borders of the property. The Mall is located at the southwestern corner of North Druid Hills Road, a four-lane major arterial, and Lawrenceville Highway, a five-lane major arterial and State highway (Route 29). Land uses at this intersection form an intensive commercial node. Shamrock Plaza, a shopping center anchored by a Publix grocery store, is located on the northwest corner of the intersection, and North DeKalb Square, anchored by Goodwill Industries Store and Career Center, is located at the northeast corner. A Home Depot store is located approximately 1,000 feet to the north of the intersection, on Lawrenceville Highway. Other nearby properties are developed with retail, fast food restaurants, banks, and gas stations. The southeast corner of the intersection is used for on- and off-ramps for U.S. 78.

The application states, "The decline in traditional enclosed shopping concept is reflected in other malls throughout the Atlanta area, including Gwinnett Place and Northlake Mall. These malls, similarly situated to North DeKalb Mall, are also the subject of potential redevelopment plans." The application goes on to state, "the North DeKalb Mall property offers a golden opportunity to transform the deteriorating mall into a modern, mixed-use development that offers the retail sought after by the community as well as the residential component needed for the area's continued growth."

The proposal to redevelop the Mall would involve the demolition of the existing buildings and construction of the following:

<u>Tract 1</u>

• A 152,221 square foot Costco Wholesale Warehouse retail store in a stand-alone building;

<u>Tract 2</u>

- A 115,000 square foot block of retail spaces that would include current Mall tenants Burlington Coat Factory and Marshalls;
- A cluster of buildings at the southeast portion of the site that appear to be grouped around a pedestrian plaza, consisting of
 - o 73,750 square feet of retail space in six buildings of various sizes;
 - A 14,500 square foot food hall; and
 - A 48,000 square foot theater.

Tract 3

- 12.45 acres at the southwest portion of the site consisting of
 - o approximately 405 units of multifamily residential with 516 surface parking spaces; and

• Fifty 3-story townhomes.

<u>Tract 6</u>

• A 150-room hotel located in an "outparcel" next to Lawerenceville Highway.

Tract 4, which is floodplain to the south of the development site, would remain undisturbed. Tract 5, labeled "Outparcel", is located at the southeast corner of the site.

The development would contain 1,176 surface parking spaces for the commercial and hotel uses, including the Costco store, and approximately 726 spaces in a parking deck next to the theater, which would be accessible from the commercial buildings around the pedestrian plaza.

LAND USE AND ZONING ANALYSIS

Section 27-873 of the DeKalb County Zoning Ordinance, "Special land use permit; criteria to be applied" states that the following criteria shall be applied in evaluating and deciding any application for a Special Land Use Permit. No application for a Special Land Use Permit shall be granted unless satisfactory provisions and arrangements have been made concerning each of the following factors, all of which are applicable to each application.

- A. Adequacy of the size of the site for the use contemplated and whether or not adequate land area is available for the proposed use including provision of all required yards, open space, off-street parking, and all other applicable requirements of the zoning district in which the use is proposed to be located: The size of the site is adequate for the proposed mixed use development and fuel pumps. The land area is adequate to provide all required yards, open space, and off-street parking.
- **B.** Compatibility of the proposed use with adjacent properties and land uses and with other properties and land uses in the district: The zoning proposal expands upon the character of the existing mall, which has established itself as an important part of the commercial node at North Druid Hills Road and Lawrenceville Highway. Adjacent and nearby commercial properties at this node support the mall as a regional shopping and entertainment destination and are, in turn, supported by the mall.
- **C.** Adequacy of public services, public facilities, and utilities to serve the contemplated use: There has been no indication that the proposed accessory fuel pumps will overburden surrounding street, utilities, or schools.
- D. Adequacy of the public street on which the use is proposed to be located and whether or not there is sufficient traffic carrying capacity for the proposed use, so as not to unduly increase traffic or create congestion in the area: A report by the Traffic Engineering Division states that Staff has not identified any problems that would interfere with traffic flow.
- E. Whether or not existing land uses located along access routes to the site would be adversely affected by the character of the vehicles or the volume of traffic to be generated by the proposed use: The property is located in a commercial node and land uses along access routes to the site are commercial. There is no reason to think that the proposed redevelopment project would adversely affect these nearby land uses.
- F. Ingress and egress to the subject property and to all proposed buildings, structures, and uses thereon, with particular reference to pedestrian and automotive safety and convenience, traffic flow and control, and access in the event of fire or other emergency: Pedestrian connections throughout the development need to be improved in order for the overall development to be considered pedestrian-oriented. The site plan does not depict enough detail to determine whether the development will include traffic calming features.

- **G.** Whether or not the proposed use would create adverse impacts upon any adjoining land use by reason of noise, smoke, odor, dust, or vibration that would be generated by the proposed use: The mall will continue to be separated from single-family residential neighborhoods to the southwest and south by the floodplain of the South Fork Peachtree Creek. A 50-foot buffer is proposed along the west property line to reduce impacts on the residential neighborhood to the west.
- H. Whether or not the proposed use would create adverse impacts upon any adjoining land use by reason of the hours of operation of the proposed use: It is not likely that activity at the Costco store would be any more noticeable to residents of adjoining land uses to the west than that which results from prior and current retail uses. However, in order to prevent detrimental off-site effects, zoning conditions should specify an evergreen screen in the 50-foot buffer and light fixtures that direct light away from the west property line.
- I. Whether or not the proposed use would create adverse impacts upon any adjoining land use by reason of the manner of operation of the proposed use: The proposed mixed use development is not expected to create adverse impacts upon any adjoining land use by the manner in which it is operated.
- J. Whether or not the proposed plan is otherwise consistent with the requirements of the zoning district classification in which the use is proposed to be located: The Costco parking lot does not comply with the requirements for parking lot landscaping. Tree islands will need to be reconfigured, or the applicant must obtain a variance.
- K. Whether or not the proposed use is consistent with the policies of the comprehensive plan: Redevelopment of the Mall to include a more diverse mix of uses is consistent with the policy of the 2035 Comprehensive Plan for Regional Center character areas to: "Create compact mixed use districts and reduce automobile dependency and travel to obtain basic services." (No. 5) The mixture of uses and density and intensity of development is consistent with Policy No. 21: "Each Regional Center shall include a very high-density mix of retail, office, services, and employment opportunities to serve several neighborhoods."

However, a functional compact mixed use development would have pedestrian connections between land uses and to nearby neighborhoods. Pedestrian connections throughout the development need to be improved so that the overall development to be considered pedestrian-oriented. In addition, the pedestrian character of the entire development would be improved by moving Costco store up to the interior north-south street to create a street presence, and by moving the fuel pumps to the northwest corner of the Costco parking lot, where they can be easily accessed via Sweet Briar Road. The Costco store should have a front façade facing the interior north-south street that allows pedestrian entry, even if a second customer entry is provided from the parking lot.

- L. Whether or not the proposed plan provides for all buffers and transitional buffer zones where required by the regulations of the district in which the use is proposed to be located: A 50-foot buffer would be maintained along the west property line to reduce impacts on the residential neighborhood to the west.
- **M.** Whether or not there is adequate provision of refuse and service areas: No details were provided about refuse and service areas. However, these components of the development are expected to be satisfactory, due to the long experience of the owners and operators of the existing mall.
- N. Whether the length of time for which the special land use permit is granted should be limited in duration: If the design of the Costco site were improved so that the Costco store would interrelate with the overall proposed mixed use development, there would not be any reason to limit the duration of the special land use permit.
- O. Whether or not the size, scale, and massing of proposed buildings are appropriate in relation to the size of the subject property and in relation to the size, scale, and massing of adjacent and nearby lots and buildings: No information was provided about whether there would be a canopy above the fuel pumps and, if so, the height and design of the canopy.

P. Whether the proposed plan would adversely affect historic building sites, districts, or archaeological resources:

No historic buildings, sites, districts, or archaeological resources are located on the property or in the surrounding area.

- **Q.** Whether the proposed use satisfies the requirements contained within the supplemental regulations for such special land use permit: Due to lack of information, it is not possible to determine compliance with all of the supplemental regulations. During the deferral period, Staff hopes to obtain the necessary information.
- **R.** Whether or not the proposed building as a result of its proposed height, would create a negative shadow impact on any adjoining lot or building: The fuel pumps and any canopy above them are expected to meet zoning requirements for height.
- S. Whether the proposed use would be consistent with the needs of the neighborhood or of the community as a whole, be compatible with the neighborhood, and would not be in conflict with the overall objectives of the comprehensive plan: Costco fuel pumps have been shown to be highly desirable at other locations in DeKalb County, and the proposed fuel pumps would be located within a commercial property without encroaching on surrounding land uses. Thus, it appears that they would be consistent with the needs of the neighborhood and of the community as a whole. They would not conflict with the overall objectives of the comprehensive plan, although the design of the site needs to be improved to enable the Costco store and its fuel pumps to be consistent with specific policies of the Comprehensive Plan.

| MU-4 STANDARD | REQUIRED/ALLOWED | PROVIDED/PROPOSED | COMPLIANCE |
|---|--|--|--|
| MIN. TRANSITIONAL BUFFER | 50 feet next to R district | 50 feet | Yes |
| TRANS'L HEIGHT PLANE | Applicable to proposed Costco Building | Information not provided | Info. not provided |
| PARKING | Parking for non-residential uses was provided as an aggregate number. Required/allowed: Min. 1,021 spaces Max. 2,341 spaces | Total non-residential spaces: 1,964 | Yes |
| PEDESTRIAN PATHS FROM SIDEWALKS TO BLDG. ENTRANCES (Sec. 5.4.3(B)(5)) | Min. 3 ft. wide | Not shown for Costco building | Not shown for Costco building |
| LANDSCAPE STRIPS ALONG PEDESTRIAN PATHS (Sec. 5.4.4(B)) | Min. 3 ft., planted | Shown along sidewalks except along part of internal drive immediately north of fuel pumps | Must be provided or a variance will be necessary. |
| TREE ISLANDS IN PARKING LOT | One island for every 10 parking spaces | Costco pkng. Lot: 1 island for every 6 – 15 spaces | Costco pkng. lot will need reconfiguration or variance will be necessary. |

Compliance with District Standards:

| DESIGN STANDARDS OF ARTICLE 5 | | Elevations not provided. | Elevations not provided. |
|---|--|--|--|
| CANOPY SETBACK | 15 feet from street R.O.W. | Canopy not indicated. | Canopy not indicated |
| CANOPY HEIGHT | The greater of 20 feet or the height of the Costco store | Elevations or measurements not provided. | Elevations or measurements not provided. |
| SUPPLEMENTAL REGULATION | S FOR FUEL PUMPS ACCESSORY | TO LARGE RETAIL | |
| CANOPY COLOR SCHEME AND MATERIALS | Shall be complementary to façade of Costco store | Information not provided | Information not provided |
| LIGHTING | No spillage beyond canopy; fixtures shall be recessed; cut off 30 minutes after facility closes | No information provided | No information provided |
| STORAGE CAPACITY | Storage space for one car in front of each fuel pump | Site plan is indecipherable. | Site plan is indecipherable. |
| DISTANCE BETWEEN GAS PUMP AND THE NEAREST PROPERTY LINE | Minimum 30 feet | 51.5 feet | Yes |
| DAILY LITTER CLEAN-UP | Property must be free from litter, trash, and debris | Information not provided | This is an on-going code enforcement issue. |
| PARKING FOR PRINCIPAL USE | Must be separate and distinct from that for the fuel pumps. | Parking for the Costco store is located in front of, and to the side of the bulding. | Yes |
| USE OF LIGHT-EMITTING DIODES, NEON LIGHTS, ILLUMINATED PANELS | Prohibited. | No information provided. | This is an on-going code enforcement issue. |

STAFF RECOMMENDATION:

The applicant has requested a deferral until January, 2019. The Department of Planning and Sustainability agrees with the request and recommends "Deferral to January, 2019".

Attachments:

- 1. Department and Division Comments
- 2. Board of Health Comments
- 3. Board of Education Comments
- 4. Application

- 5. Site Plan
- 6. Zoning Map
- 7. Land Use Plan Map
- 8. Aerial Photograph
- 9. Site Photographs

NEXT STEPS

Following an approval of this zoning action, one or several of the following may be required:



• Land Disturbance Permit (Required for of new building construction on non-residential properties, or land disturbance/improvement such as storm water detention, paving, digging, or landscaping.)

• **Building Permit** (New construction or renovation of a building (interior or exterior) may require full plan submittal or other documentation. Zoning, site development, watershed and health department standards will be checked for compliance.)



• **Certificate of Occupancy** (*Required prior to occupation of a commercial or residential space and for use of property for a business. Floor plans may be required for certain types of occupants.*)

- **Plat Approval** (*Required if any parcel is being subdivided, re-parceled, or combined. Issued "administratively"; no public hearing required.*)
- Sketch Plat Approval (Required for the subdivision of property into three lots or more. Requires a public hearing by the Planning Commission.)
- **Overlay Review** (*Required review of development and building plans for all new construction or exterior modification of building(s) located within a designated overlay district.*)
- **Historic Preservation** (A Certificate of Appropriateness *is required for any proposed changes to building exteriors or improvements to land when located within the Druid Hills or the Soapstone Geological Historic Districts. Historic Preservation Committee public hearing may be required.*)
- **Variance** (*Required to seek relief from any development standards of the Zoning Ordinance. A public hearing and action by the Board of Appeals are required for most variances.*)
- **Minor Modification** (*Required if there are any proposed minor changes to zoning conditions that were approved by the Board of Commissioners. The review is administrative if the changes are determined to be minor as described by Zoning Code.*)
- **Major Modification** (*Required submittal of a complete zoning application for a public hearing if there are any proposed major changes to zoning conditions that were approved by the Board of Commissioner for a prior rezoning.*)
- **Business License** (*Required for any business or non-residential enterprise operating in Unincorporated DeKalb County, including in-home occupations).*
 - Alcohol License (*Required permit to sell alcohol for consumption on-site or packaged for off-site consumption. Signed and sealed distance survey is required. Background checks will be performed.*)

Each of the approvals and permits listed above requires submittal of application and supporting documents, and payment of fees. Please consult with the appropriate department/division.



DEKALB COUNTY GOVERNMENT PLANNING DEPARTMENT **DISTRIBUTION FORM**

NOTE: PLEASE RETURN ALL COMMENTS VIA EMAIL OR FAX TO EXPEDITE THE PROCESS TO MADOLYN SPANN MSPANN@DEKALBCOUNTYGA.GOV OR JOHN REID JREID@DEKALBCOUNTYGA.GOV

COMMENTS FORM: PUBLIC WORKS TRAFFIC ENGINEERING

Case No.: <u>Z-18-22310</u> Parcel I.D. #: <u>18-100-02-005-041-040-049.057</u> And 18-100-04-014

Address: 2144,2054,2050, 2038 LAWFENCEVILLE High WAY

DECATUR, 64.

Adjacent Roadway (s):

(classification)

(classification)

| Capacity (TPD) | Capacity (TPD) |
|----------------------------------|----------------------------------|
| Latest Count (TPD) | Latest Count (TPD) |
| Hourly Capacity (VPH) | Hourly Capacity (VPH) |
| Peak Hour. Volume (VPH) | Peak Hour. Volume (VPH) |
| Existing number of traffic lanes | Existing number of traffic lanes |
| Existing right of way width | Existing right of way width |
| Proposed number of traffic lanes | Proposed number of traffic lanes |
| Proposed right of way width | Proposed right of way width |

Please provide additional information relating to the following statement.

According to studies conducted by the Institute of Traffic Engineers (ITE) 6/7711 Edition (whichever is applicable), churches generate an average of fifteen (15) vehicle trip end (VTE) per 1, 000 square feet of floor area, with an eight (8%) percent peak hour factor. Based on the above formula, the ______square foot place of worship building would generate ______ vehicle trip ends, with approximately ____ peak hour vehicle trip ends.

Single Family residence, on the other hand, would generate ten (10) VTE's per day per dwelling unit, with a ten (10%) percent peak hour factor. Based on the above referenced formula, the _____ (Single Family Residential) District designation which allows a maximum of _____units per acres, and the given fact that the project site is approximately _____ acres in land area, _____ daily vehicle trip end, and _____ peak hour vehicle trip end would be generated with residential development of the parcel.

COMMENTS:

Plan and Field REU: EWEd. No problem that would INTERFERE with TRAFFIC Flow

Signature: Jonny White



DEKALB COUNTY GOVERNMENT PLANNING DEPARTMENT DISTRIBUTION FORM

NOTE: PLEASE RETURN ALL COMMENTS VIA EMAIL OR FAX TO EXPEDITE THE PROCESS TO MICHELLE M ALEXANDER immalexander@dekalbcountyga.gog OR JOHN REID IRFID@DENALBCOUNTYGA.GOY

COMMENTS FORM: PUBLIC WORKS WATER AND SEWER

| Case No.: |
|--|
| Parcel 1.D. #: 18-100-02-005, -040, -041, -049, -057 and 18-100-04-014 |
| Address: 2144, 2054, 2050 and 2038 Lawrenceville Highway, 1086 Birch Road and 2692 Sweet Briar Road |
| Decatur, Georgia |
| |
| WATER: |
| Size of existing water main: 6" Cl. 6" AC, 8" DI, 30" CS Water Main (adequate/inadequate) |
| Distance from property to nearest main: Adjacent to Property |
| Size of line required, if inadequate: <u>N/A</u> |
| SEWER: |
| |
| Outfall Servicing Project: South Fork Peachtree Creek Basin |
| is server aujacent to property: Yes (X) No (). If no distance to prove the |
| Is sewer adjacent to property: Yes (X) No (_) If no, distance to nearest line: |
| Water Treatment Facility: <u>RM Clayton WTF</u> () adequate () inadequate |
| Water Treatment Facility: <u>RM Clayton WTF</u> () adequate () inadequate Sewage Capacity; * (MGPD) Current Flow: 122 (MGPD) |
| Water Treatment Facility: RM Clayton WTF () adequate () inadequate Sewage Capacity; * (MGPD) Current Flow: 122 (MGPD) COMMENTS: |
| Water Treatment Facility: (MGPD) O adequate () inadequate Sewage Capacity; * (MGPD) Current Flow: 122 (MGPD) |
| Water Treatment Facility: <u>RM Clayton WTF</u> () adequate () inadequate Sewage Capacity; <u>* (MGPD)</u> Current Flow: <u>122</u> (MGPD) COMMENTS: * Please note that the sewer capacity has not been used to be a set been uset been use |
| Water Treatment Facility: <u>RM Clayton WTF</u> () adequate () inadequate Sewage Capacity; <u>* (MGPD)</u> Current Flow: <u>122</u> (MGPD) COMMENTS: * Please note that the sewer capacity has not been used to be a set been uset been use |
| Water Treatment Facility: <u>RM Clayton WTF</u> () adequate () inadequate Sewage Capacity; <u>* (MGPD)</u> Current Flow: <u>122</u> (MGPD) COMMENTS: * Please note that the sewer capacity has not been used to be a set been uset been use |
| Water Treatment Facility: <u>RM Clayton WTF</u> () adequate () inadequate Sewage Capacity; <u>* (MGPD)</u> Current Flow: <u>122</u> (MGPD) COMMENTS: * Please note that the sewer capacity has not been used to be a set been uset been use |

| | DeKalb County School District Zoning Review Comments | Analysis Da | te: | 6/11/2018 |
|----------------------|---|----------------------|-----------|-----------|
| Submitted to: | Dekalb County | Case #: Parcel #: | Z-18-2231 | 0 |
| Name of Development: | Decatur Landing | | | |
| Location: | Current North DeKalb Mall | | | |
| Description: | Mixed-use redevelopment of the mall including 500 housing | ig units | | |

Impact of Development: If approved, this development is expected to generate 49 students: 21 students at Laurel Ridge ES, 7 students at Druid Hills MS, 8 students at Druid Hills HS, 8 students in another DCSD school, and 5 in private school. The additional students at Laurel Ridge would result in more overcrowding and may require additional portable classrooms.

| | Laurel Ridge | Druid Hills | | Other DCSD | Private | |
|-------------------------------|--------------|-------------|----------------|---------------|---------|-------|
| Current Condition of Schools | ES | MS | Druid Hills HS | Schools | Schools | Total |
| Capacity | 435 | 1,182 | 1,405 | | | |
| Portables | 6 | 0 | 0 | | | |
| Enrollment (Fcst. Oct. 2018) | 495 | 947 | 1,302 | | | |
| Seats Available | -60 | 235 | 103 | | | |
| Utilization (%) | 113.8% | 80.1% | 92.7% | | | |
| New students from development | 21 | 7 | 8 | 8 | 5 | 49 |
| New Enrollment | 516 | 954 | 1,310 | | | |
| New Seats Available | -81 | 228 | 95 | | | |
| New Utilization | 118.6% | 80.7% | 93.2% | | | |

| Summary of Student Calculations | | | |
|---------------------------------|-----------|---------|-------|
| | APT (450) | TH (50) | TOTAL |
| Laurel Ridge ES | 18 | 3 | 21 |
| Druid Hills MS | 6 | 1 | 7 |
| Other DCSD Schools | 7 | 1 | 8 |
| Other DSCD Schools | 8 | 0 | 8 |
| Private Schools | 2 | 3 | 5 |
| Total | 41 | 8 | 49 |

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|-----------|---|--|------------|
| (AN) | DeKalb County Departm | ent of Planning & Sustainability | 0 |
| | Michael L. Thurmond Chief Executive Officer | Andrew A. Baker, AICP Director | |
| | APPLICATION TO A OF DEKAL | MEND OFFICIAL ZONING MAP B COUNTY, GEORGIA | |
| Det | MAY 0 3 2018 | Z/CZ No. 22310 Filing Fee: | |
| Apr | LCI-SVAP NDM JV, LP | E-Mail: kmzickert@sgrlaw.com | <u> </u> |
| <u>^p</u> | 230 Peachtree St., NE, Ste. 310(| 0, Atlanta, GA 30309 | |
| App | licant Phone: 404-815-3704 | Fax:404-685-7004 | |
| Ow | ner(s): See attachment A. (If more than one owner, attach as E | E-Mail: | |
| Own | ner's Mailing Address: | | |
| | | Fax: | |
| Add | ress/Location of Subject Property: See A | ttachment A | |
| Dist | rict(s): <u>18</u> Land Lot(s): <u>100, 10</u> | 1 Block: 02, 04 Parcel(s: See Att. A | · |
| Acre | age: 78.09 Cor | mmission District(s): 2 / 6 | |
| Pres | sent Zoning Category: | Proposed Zoning Category:MU-4 | |
| Pres | ent Land Use Category: TC & COS | | _ |
| | | FOLLOWING BEFORE SIGNING | 1### |
| allal | form must be completed in its entirety befor chments and filing fees identified on the att chments, shall be determined as incomplete a | ore the Planning Department accepts it. It must include achments. An application, which lacks any of the requi and shall not be accepted. | the red |
| nus | cordance with the Conflict of Interest in Zon the answered: | Campaign Contributions hing Act, O.C.G.A., Chapter 36-67A, the following question campaign contributions to a local government official wit | |
| two j | rears inimediately preceding the filling of this | application?YesNoLet a | ttacked |
| show | any, | re report with the governing authority of DeKalb Cou of the local government official to whom the campa | |
| | 2. The dollar amount and description | of each campaign contribution made during the two year his application and the date of each such contribution. | - |
| The C.E.C | disclosure must be filed within 10 days after t D. and the Board of Commissioners, DeKalb | the application is first filed and must be submitted to the County 1300 Commerce Drive, Decatur, Ga. 30030. | |
| NOT | ARY | SIGNATURE OF APPLICANT / DATE | |
| EXPI | RATION DATE SEAD AR | Check One: Owner Agent | |
| Page | March 16/080Address http://www | - Suites 100-500 - Decatur, Georgia - 30030 404) 371-4556 [Development Fax] (404) 371-3007 ww.dekalbcountyga.gov/planning Iddevelopment@dekalbcountyga.gov Revised 1/1/1 | 17 |

ATTACHMENT A To LCI-SVAP NDM JV, LP Rezone and SLUP Applications

18-100-020-040; 2144 Lawrenceville Hwy. 18-100-02-041; 2054 Lawrenceville Hwy. LCI SVAP NDM MCY LLC c/o Christopher Kapper Sterling Organization 340 Royal Poinciana Way, Ste. 316 Palm Beach, Florida 33480

18-100-02-005; 2050 Lawrenceville Hwy. 18-100-02-049; 1086 Birch Road 18-100-02-014; 2692 Sweet Briar Road 18-100-02-057; 2038 Lawrenceville Hwy. LCI SVAP NDM JV LP c/o Christopher Kapper Sterling Organization 340 Royal Poinciana Way, Ste. 316 Palm Beach, Florida 33480

Sign in Sheet

<u>ALL VISITORS</u> must sign in using the visitor sign in sheet before entering the North DeKalb Mall office.

Thanks Management!

| Date: 3/7/2018 Time In: Name: Reason for visit: Mall Kedevelopment |
|--|
| Te dans |
| 3/7 Dawn Laner Abritoria Mall sellippier |
| 3/7 Themes Some - Medlack mill development |
| 3-7 MARY SHELLMAN-GOOD GROWTH DEXALTS 11 11 |
| 3-7 Marulee Mitran-Laurel Ridge Ammrek |
| 317 Erik Soal whe |
| 5/7 Distin Houston |
| 3/7 Emily Flood |

| 31718 | Michael Dowling / Clairmont Heights Civic Assn. |
|--------|---|
| 3-7-18 | Jim Smith I CHCA |
| 3-7-18 | Der webb, |
| 3-7-18 | Chris Beil / Clycle Skynhed Nature Preserve |
| 317/15 | Elizabeth Roberts Willey Brook Con Assoc |
| | 3 |
| | |
| | |

April 26, 2017 @ 7:00 p.m. COMMUNITY MEETING

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Sign in Sheet

<u>ALL VISITORS</u> must sign in using the visitor sign in sheet before entering the North DeKalb Mall office.

Thanks Management!

| Date: 3/7/2018 Time In: Name: Reason for visit: Mall Kedevelopment |
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I. INTRODUCTION

This Application seeks to rezone \pm 78.09 acres of land located approximately 415 feet south of the intersection of Lawrenceville Highway and North Druid Hills Road ("Subject Property") from C-1 (Local Commercial) to MU-4 (Mixed Use High Density). The Subject Property is comprised of four parcels that form the existing North DeKalb Shopping Mall. The Applicant plans to redevelop the Subject Property as a high-end, walkable, mixed-use development.

The existing North DeKalb Mall opened in 1965 and served as the principal shopping mall for the central DeKalb region for several decades. In more recent times, however, the mall has experienced the loss of a number of its anchor tenants, as well as many smaller merchants, as more and more customers have abandoned the traditional enclosed mall shopping experience for that of open air malls and mixed-use developments. The decline in traditional enclosed shopping concept is reflected in other malls throughout the Atlanta area, including Gwinnett Place and Northlake Mall. These malls, similarly situated to North DeKalb Mall, are also the subject of potential redevelopment plans. As a result, North DeKalb Mall is poised to be the model for the revitalization of distressed and underutilized shopping mall property throughout the region.

The Subject Property is ideally located for the type of mixed-use facility sought after by contemporary consumers and residents. The existing mall's early success is due in part to its location at near two major roadways and its quick access to Highway 78, a U.S. freeway. In addition, the Subject Property is located within quick walking or diving distance from numerous residential neighborhoods that would utilize the modern commercial retail brought through redevelopment. Indeed, it is not the location, but the outdated enclosed mall concept and the incompatible tenants that have deterred the existing customers from shopping at the mall. This is

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a fact that DeKalb County has recognized in several of its planning studies. See *DeKalb County Lawrenceville Highway Corridor Existing Conditions and Recommendations*, November 2016 ("In this report, the commercial area around the mall was listed as an area needing Retail Re-Tenanting. That is, the retailers present no longer fit the service area demographics adequately."), citing *DeKalb County Transportation Plan 2014*.

In addition, the site is located in close proximity to a number of major employers, such as Emory University, the Centers for Disease Control, the Atlanta Veterans Administration Medical Center, the DeKalb Medical Center and many smaller employers along Lawrenceville Highway and in in nearby downtown Decatur. The centralized location to employers lends itself to upscale, higher-density housing options that attract the young professionals employed in the area. The housing preference from many younger professionals is one that offers walkability to commercial retail, restaurant, and recreational uses, integral to the mixed-use concept. The North DeKalb Mall property offers a golden opportunity to transform the deteriorating mall into a modern, mixed-use development that offers the retail sought after by the community as well as the residential component needed for the area's continued growth. Taking this into consideration, the Applicant/Owner of the North DeKalb Mall property now seeks to transform the Subject Property for this exact purpose.

Specifically, the Applicant proposes the development of a 152,221 square foot Costco Wholesale Warehouse retail store; 148,900 square feet of shopping and retail space; a 14,500 square foot food hall; 45,850 square feet of restaurant and food service; the relocation of the existing AMC Theater to a new 48,000 square foot building; 50,400 square feet of office space; a 150-room hotel; approximately 450 units of multifamily residential; and 50 townhomes (the "Proposed Development"). The Applicant's plans incorporate some of the existing tenants, including Marshall's, Burlington Coat Factory and others, into the retail component of the Proposed Development. The Proposed Development will enhance shopping experience through the introduction of new retailers, food options, and open space for pedestrian gathering.

Furthermore, the Applicant intends to promote walkability into and within the development through a network of sidewalks, plazas and other pedestrian oriented amenities allowing easy access. The interior drives will provide a streetscape with sidewalks as well as a landscaped area with street trees, adding to the pedestrian experience. Additionally, many of the retail shops and restaurants, including the Food Hall, will have a direct connection to the sidewalk and opportunities for outdoor dining, activating the sidewalks and promoting the pedestrian flow through the development. To add to its pedestrian connectivity, the Proposed Development is also located adjacent to the South Fork of Peachtree Creek which will allow a future connection to the PATH system of walkways as it is extended eastwards.

The site will be supported by revised access drives interior to the site, along with a parking deck and new surface parking. Parking for the commercial and hotel development will be provided through a combination of surface parking lots and the multi-level parking structure. The residential development will be served by its own internal parking spaces and garages for its residents and guests. The Proposed Development will incorporate a proposed network of internal drives that connect to the existing access points on North Druid Hills Road via Sweet Briar Road, Birch Road and Mistletoe Road, as well as maintaining access to the signalized intersection at Lawrenceville Highway and Orion Drive.

Concurrent with this Application, the Applicant filed an application for a Special Land Use Permit to allow fuel pumps associated with the Costco Wholesale Warehouse. This document is submitted as a Statement of Intent with regard to this Application, a preservation of

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the Applicant's constitutional rights, a Written Justification for the Application as required by the DeKalb County Zoning Ordinance §27-832, and a Written Statement as required by §27-649.3(2).

II. HISTORY

The Subject Property is zoned C-1 and designated as "Town Center" on the County's Future Land Use Map. The North DeKalb Mall property was zoned subject to ordinances Z-73054, CZ-85160, CZ-08-14806 and CZ-08-14809. The site was rezoned to C-1 under Ordinance Z-73054¹. The 25.176 acre parcel to the south of the Proposed Development was rezoned from R-75 to C-1 under Ordinance CZ-85160 to allow for renovations to North DeKalb Mall. Ordinances CZ-08-14806 and CZ-08-14809 rezoned a portion of the Subject Property located in its northwest corner, along Sweet Briar Road, from Neighborhood Shopping (NS) to Local Commercial (C-1) to be consistent with the remainder of the North DeKalb Mall property and to allow for the construction of a then anticipated Costco gas station. However, that plan was not approved.

III. IMPACT ANALYSIS

Α.

THE ZONING PROPOSAL IS IN CONFORMITY WITH THE POLICY AND INTENT OF THE COMPREHENSIVE PLAN

The Subject Property is designated as "Town Center" (TC) and Conservation and Open Space (COS) by the County's Comprehensive Land Use Plan.² The TC and the COS character

¹ DeKalb County's records for Ordinance Z-73054 do not indicate the exact area to be rezoned and a site plan is not attached to the rezoning. Consequently, the Applicant is unable to identify the extent of Z-73054.

² The COS character area is entirely confined to the 25.176 acre parcel to the south of the Proposed Development and no portion of the Proposed Development lies within the COS character area. Since the floodplain property will not be utilized in the development no additional analysis is required. However, the Applicant's proposed reservation of an easement area for a future PATH trail is fully consistent with the COS character area.

areas both allow the MU-4 zoning. The TC character area promotes the concentration of residential and commercial structures, which serve many communities in order to reduce automobile travel, promote walkability and increased transit usage. The areas consist of a focal point for several neighborhoods with a variety of activities such as general retail, commercial, professional office, higher-density housing, and appropriate public and open space uses that are easily accessible by pedestrians.

This proposal fosters a number of general policies and strategies for Town Centers in the County's Comprehensive Plan, including:

- Pedestrian Scale Development Create pedestrian scale communities that focus on the relationship between the street, buildings, streetscaping and people.
- Mixed Use Development Create compact mixed use districts and reduce automobile dependency and travel to obtain basic services.
- Parking Clearly define road edges by locating buildings near the road-side with parking in the rear.
- Open Space and Linkages Encourage development and redevelopment in activity centers to provide open space and/or contribute to the public realm with wider public sidewalks, pedestrian linkages, and other design features.
- Healthy Neighborhoods Promote healthy living in neighborhoods by incorporating a
 pedestrian environment that encourages socialization, walking, biking and
 connectivity.
- High Density Residential Residential development shall reinforce the center by locating higher density housing options adjacent to the center.

- Pedestrian Enhancements Create pedestrian-friendly environment, by adding sidewalks that link neighborhood amenities.
- Traffic Calming Organize circulation patterns through traffic calming techniques and access management. Add traffic calming improvements, sidewalks, and increased street interconnections to increase safety and improve walkability.
- Pedestrian Oriented Design Design shall be pedestrian-oriented with walkable connections between different uses.
- Preferred Uses Each Town Center shall include a high-density mix of residential, retail, office, services, and employment to serve several neighborhoods.

Β.

THE PROPOSED REZONING PERMITS A USE THAT IS SUITABLE IN VIEW OF THE USE AND DEVELOPMENT OF ADJACENT AND NEARBY PROPERTY

The Subject Property is immediately adjacent to a number of commercial uses and in the nearby vicinity of several residential neighborhoods. However, it actually adjoins only seventeen residential lots on Homewood Court and Latham Road and only two of which touch that portion of the existing mall which is to be redeveloped. Moreover, the vast majority of the adjoining residential lots, fifteen lots, abut the Applicant's property within the floodplain, which will remain undeveloped. To the north of the Subject Property are various commercial properties along North Druid Hills Road, zoned C-1 and NS; to the east is the right-of-way of Lawrenceville Hwy and US-78; to the south the property is bounded by the South Fork of Peachtree Creek and beyond that are properties owned by the Shepherd Nature Center and one zoned General Commercial (C-2), Stivers Decatur Subaru. To the west are other properties zoned R-75 as referenced above.

The proposed uses will be in harmony with the current character of the property, as well as with the character of the adjacent properties. Redevelopment of North DeKalb Mall will add much needed new retail to support the existing residential in the area and the multi-family component will offer an infusion of upscale housing to support the surrounding businesses.

In addition, DeKalb County has identified North DeKalb Mall as an area for potential redevelopment in several of its studies. The Lawrenceville Highway Corridor Study identifies North DeKalb Mall as an issue area and notes that it is "currently a missed opportunity". *See DeKalb County Lawrenceville Highway Corridor Existing Conditions and Recommendations*, November 2016, pg. 14. Furthermore, the *DeKalb County Transportation Plan 2014* explicitly states the North DeKalb Mall is one of its identified redevelopment opportunities:

"Promote and coordinate the bundling of redevelopment sites and deals for potential developers and investors. This bundling could expedite investment in key redevelopment areas, including the Northlake area, the Buford Highway corridor, the North DeKalb Mall area, the Memorial Drive corridor, and other areas that have aging assets with potential redevelopment market opportunities."

The proposed development is therefore consistent with and suitable in light of the current and future development patterns; in fact, the Applicant hopes that the intended final appearance of this development will serve as a model for future development in the area. Appropriate attention to scale, buffering, setbacks, landscaping, and tree preservation has been given by the Applicant to ensure that this Project will blend harmoniously with its surroundings.

C.

<u>THE SUBJECT PROPERTY DOES NOT HAVE A</u> <u>REASONABLE ECONOMIC USE AS PRESENTLY ZONED.</u>

As stated in earlier paragraphs, North DeKalb Mall has failed to remain economically viable as consumer preferences have moved away from smaller, traditional enclosed malls in favor of walkable mixed-use developments. The C-1 zoning will allow redevelopment of the

property into a number of smaller commercial developments, but prohibits the type of large-scale mixed-use redevelopment that the Applicant envisions. The small-scale development allowed under the C-1 zoning will not spur the growth and revitalization of the area and the Lawrenceville Highway Corridor that DeKalb County has envisioned in its 2035 Comprehensive Plan, DeKalb County Lawrenceville Highway Corridor Existing Conditions and Recommendations, and DeKalb County Transportation Plan 2014. In fact, DeKalb County states as one of its economic development policies that "[t]o ensure economic relevance, DeKalb County must encourage redevelopment." See DeKalb County 2035 Comprehensive Plan, pg 48. There is no better catalyst to the economic growth of the region than to rezone a dysfunctional and underutilized property in a prime location to allow a large-scale redevelopment.

D.

THE PROPOSED REZONING WILL NOT ADVERSELY AFFECT THE EXISTING USE OR USABILITY OF ADJACENT OR NEARBY PROPERTY

In advance of filing this Application, the Applicant has engaged and will continue to engage in discussions with the community in the vicinity to make sure its proposal is acceptable to these neighbors. As stated in earlier paragraphs, the Proposed Development will result in a use that will be compatible and complementary to the existing surrounding uses.

The primary goal of land use planning is to eliminate or minimize the potential adverse effect of the dissimilar uses of adjacent tracts of land by establishing a harmonious transition between them. The traditional method of achieving this goal is through both "off-site" and "onsite" transition. Off-site transition consists of avoiding the placement of dissimilar uses next to each other by placing uses of intermediate density between them. On-site transition, which might either supplement or replace off-site transition, consists of measures imposed on or adjacent to the more intensive use to protect neighborhoods from adverse effects. Thus, this method of land use planning includes measures such as maintenance of buffers; walls, fences or berms; lighting control; noise control; aesthetic control; limitations on building location and orientation; location of or restrictions upon accessory uses; and prohibition of certain uses or hours of use normally permitted for that district. All of these devices have been utilized in this Application.

E.

THERE ARE OTHER EXISTING OR CHANGING CONDITIONS AFFECTING THE USE AND DEVELOPMENT OF THE PROPERTY

The Applicant's proposal will result in a practical, useful, and marketable development, revitalizing a deteriorating shopping mall, creating an asset for the immediate area and the county as a whole. The development will blend in with the commercial and residential sites in the surrounding area. Moreover, this type of mixed-use development should be encouraged so as to create walkability, minimize sprawl and encourage less use of automobiles.

F.

THE ZONING PROPOSAL WILL NOT ADVERSELY AFFECT HISTORIC BUILDINGS, SITES, DISTRICTS OR ARCHAEOLOGICAL RESOURCES

No such sites, buildings, or resources are on or near the Parcel.

G.

THE REQUESTED REZONING WILL NOT RESULT IN A USE WHICH WILL OR COULD CAUSE EXCESSIVE OR BURDENSOME USE OF EXISTING STREETS, TRANSPORTATION FACILITIES, UTILITIES, OR SCHOOLS

This Project, if approved, certainly will not affect existing transportation facilities. Requisite parking is provided incidental to this development. As indicated above, the Subject Property has direct access to North Druid Hills Road and Lawrenceville Highway, both classified as major arterial roadways and has a quick access to US 78, classified as a freeway. *See DeKalb* *County 2014 Transportation Plan*, Figure 5-2, Functional Classification Map: DeKalb County. The traffic to be generated by the proposed Project should not significantly affect traffic capacities along these roadways and surrounding streets, even at peak hours, and can be accommodated.

This Application is a Development of Regional Impact (DRI) and Kimley-Horn and Associates, Inc. has been engaged to perform the voluminous traffic study required by the Atlanta Regional Commission and the Georgia Regional Transportation Authority. However preliminarily, the Applicant used the Institute of Traffic Engineers (ITE) Trip Generation Manual (Ninth Edition) to calculate vehicle trips for (a) a Shopping Center (ITE 820)³; (b) Discount Club, i.e. Costco (ITE 857); (c) Hotel (ITE 310); (d) Mid-Rise Apartments (ITE 386); and (e)Low-Rise Townhomes (ITE 231). According to ITE, the Proposed Development will result in a net increase of 431 trips during a weekday a.m. peak hour and a net reduction of 493 trips during a weekday p.m. peak hour. The proposed trips generated will actually be even less when one accounts for internal capture trips, such as on-site residents walking or driving from their homes to the adjacent retail, restaurants, and office without entering the public roadway.

The school children living in the residential portion of the development will attend Laurel Ridge Elementary School; Druid Hills Middle School; and Druid Hills High School.⁴ All three schools are listed as under capacity according to DeKalb County Schools' FTE Enrolment Report, dated October 3, 2017. As a result, the proposed development is not anticipated to have

³ The Institute of Transportation Engineers Manual Trip Generation Manual (Ninth Edition) defines shopping centers as neighborhood or retail centers that may contain non-merchandising facilities, such as office buildings, movie theaters, and restaurants, among others. As a result, the trips generated by the commercial portion of the development were considered as part of the shopping center. The Costco Wholesale Warehouse and hotel were taken as separate and distinct uses and their trips were calculated independent of the remaining commercial use. ⁴ Historically, mixed-use developments like that proposed do not attract families. They are designed for young professionals and "empty-nesters." The Applicant expects that to be the case on the Subject Property. Hence, any impact on schools should be minimal, at best.

a significant impact on local schools.

As for utilities, the Subject Property has access to water and sewer.

IV. NOTICE OF CONSTITUTIONAL CHALLENGE TO UNDERLYING ZONING AND PRESERVATION OF CONSTITUTIONAL RIGHTS

The Applicant respectfully submits that the current zoning classification of and rules relative to the Subject Property owner's right to use the Property established in the DeKalb County Zoning Ordinance, to the extent they prohibit this use, constitute an arbitrary, irrational abuse of discretion and unreasonable use of the zoning power because they bear no substantial relationship to the public health, safety, morality or general welfare of the public and substantially harm the Applicant in violation of the due process and equal protection rights guaranteed by the Fifth Amendment and Fourteenth Amendment of the Constitution of the United States, and Article I, Section I, Paragraph I and Article I, Section III, Paragraph I of the Fifth Amendment and Fourteenth Amendment due process in violation of the Fifth Amendment and Fourteenth Amendment of the Constitute a taking of private property without just compensation and without due process in violation of the Fifth Amendment and Fourteenth Amendment of the United States, and Article I, Section I, Paragraph I and Article I, Section I, Paragraph I of the State of Georgia. Further, the failure to allow this use would constitute a taking of private property without just compensation and without due process in violation of the States, and Article I, Section I, Paragraph I and Article I, Section III, Paragraph I of the Constitution of the United States, and Article I, Section I, Paragraph I and Article I, Section III, Paragraph I of the Constitution of the State of Georgia, and would be in violation of the Commerce Clause, Article I, Section 8, Clause 3 of the Constitution of the United States.

The Applicant respectfully submits that the Board of Commissioners' failure to approve the requested rezoning would be unconstitutional and would discriminate in an arbitrary, capricious and unreasonable manner between the Subject Property's owner and owners of similarly situated property in violation of Article I, Section III, Paragraph I of the Constitution of the State of Georgia and the Equal Protection Clause of the Fourteenth Amendment of the Constitution of the United States. A refusal to allow the rezoning in question would be unjustified from a fact-based standpoint and instead would result only from constituent opposition, which would be an unlawful delegation of authority in violation of Article IX, Section II, Paragraph IV of the Georgia Constitution.

A refusal to allow the rezoning in question would be invalid inasmuch as it would be denied pursuant to an ordinance which is not in compliance with the Zoning Procedures Law, O.C.G.A. § 36-66-1 et seq., due to the manner in which the Ordinance as a whole and its map(s) have been adopted.

V. CONCLUSION

For the foregoing reasons, the Applicant respectfully requests that the Rezoning Application at issue be approved. The Applicant also invites and welcomes any comments from Staff or other officials of DeKalb County so that such recommendations or input might be incorporated as conditions of approval of this Application.

This 3rd day of May, 2018.

Respectfully Submitted,

Kathryn M. Zickert Dennis J. Webb, Jr. J. Alexander Brock Smith, Gambrell & Russell, L.L.P.

Promenade II, Suite 3100 1230 Peachtree Street, NE Atlanta, GA 30309 404-815-3704

Site Plan



Zoning Map



Land Use Map



Aerial Photo



Site Photos



View from Lawrenceville Highway entrance, looking northwest.

View from Lawrenceville Highway entrance, looking southwest.

