

# **Rezoning Petition No. 23-01**

**(2700 Wildwood Drive)**

**Staff Report**

**John Hunter**

*Director*

*Planning, Development, & Codes*

**City of Brunswick**

**Planning & Appeals Commission**

**Public Hearing**

**January 11, 2023**

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# Requested Land Use Approvals

Riverside Realty-Brunswick, Inc., agent, is petitioning to rezone parcel #01—5237 from Medical (MED) to Office Commercial (OC).



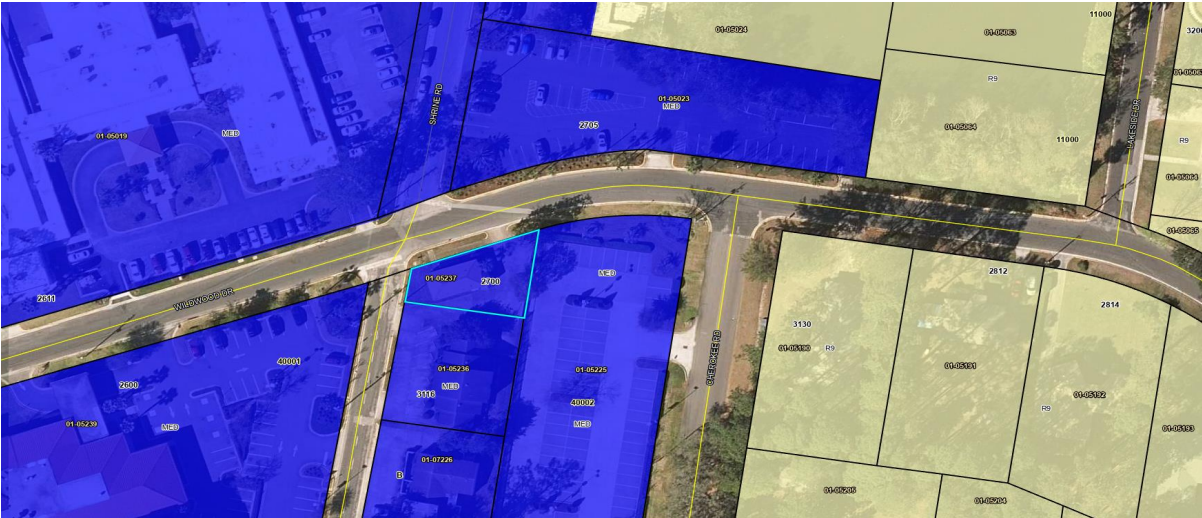
Location map

## Proposed Development

Riverside Realty-Brunswick, Inc. LLC proposes no new development on the parcel. The current structure and parking would remain. The location is outlined in blue in the map above.

## Proposed Rezoning

2700 Wildwood Drive is currently zoned for Medical uses (MED). The purpose of the rezoning to Office Commercial (OC) would be to allow the relocation of Riverside Reality. Properties adjacent to the site are all currently zoned MED.



## Staff Analysis

When considering a rezoning, we refer back to the Character Areas within our Comprehensive Plan:

### Character Area: Medical/Parkwood

The center of the Medical/ Parkwood Character Area is the Southeast Georgia Health Systems Brunswick Campus, which is surrounded by related medical uses, particularly east of Hampton Avenue. East, west, and south of the hospital are 1960's single-family neighborhoods with regular block patterns and predominantly single-story ranch style homes. These residences benefit from their central location within the City of Brunswick, with easy access to the hospital, the community college, and commercial services. There are also some 1970's era townhouses in this neighborhood south of Kaiser Avenue. The Medical/ Parkwood Character Area is bounded by the US Highway 17 Corridor on the east, the Hercules Plant on the south, and Altama Avenue on the west.

### Vision

The Medical/Parkwood Character Area should retain its single-family character while allowing the hospital to serve its important public service mission. In order to balance the competing needs of the neighborhood and the hospital, clear boundaries should be set on the hospital's future expansion to keep it from gradually eroding the stability of surrounding neighborhoods.

### Appropriate Land Uses

- Single-family residential
- Medical related commercial development and parking areas east of Hampton and along parts of Shine Road in the area south of the Hospital and north of Hercules and in the area between the park and the Hospital
- Multifamily development in existing locations of multifamily
- Mixed-use and multifamily development at the intersection of Parkwood Drive and Altama Avenue

### Recommended Development Patterns

- Single-family houses in residential neighborhoods with off-street parking
- Medical-related commercial development and parking areas east of Hampton and along parts of Shrine Road – in the area south of the Hospital and north of Hercules and in the area between the park and the Hospital
- Existing multifamily developments should be permitted to redevelop into configurations that better support Brunswick's traditional urban forms and block patterns
- Mixed-use and multifamily development at the intersection of Parkwood Drive and Altama; this is an important intersection for the community and should have a quality appearance
- Suburban-style single-family residential areas with strong boundaries and consistent massing, setbacks, and front yards
- Clustered high-density development at nodes along major corridors
- Greyfield redevelopment that converts vacant or underutilized commercial strips to mixed-use assets

Under OCGA 36-66-5(b), rezoning requests should be considered with the following questions in mind:

*A. A PROPOSED ZONING CLASSIFICATION OR CONDITIONAL USE REQUEST SHOULD BE COMPATIBLE WITH EXISTING USES AND ZONING OF ADJACENT AND NEARBY PROPERTY, AND "SPOT ZONING" SHOULD ALMOST ALWAYS BE REJECTED.*

Because all surrounding properties are zoned Medical (MED), the proposed rezoning would create "Spot Zoning". MED zoning allowed very limited commercial uses outside of medical related fields.

*B. A PROPOSED ZONING CLASSIFICATION SHOULD NOT DESTABILIZE THE SURROUNDING NEIGHBORHOOD.*

-The surrounding area is all zoned MED. OC uses are not all compatible with uses outlined in MED.

*C. A PROPOSED ZONING CLASSIFICATION SHOULD MAXIMIZE THE ECONOMIC VALUE OF THE SUBJECT PROPERTY WITHOUT DEPRECIATING THE VALUE OF ADJACENT AND NEARBY PROPERTY.*

*D. A PROPOSED ZONING CLASSIFICATION SHOULD NOT HAVE AN ADVERSE EFFECT ON TRAFFIC FLOW, TRAFFIC SAFETY OR POPULATION DENSITY.*

- OC uses

*E. A PROPOSED ZONING CLASSIFICATION SHOULD NOT HAVE ADVERSE ENVIRONMENTAL IMPACT.*

- N/A

*F. A PROPOSED ZONING CLASSIFICATION SHOULD NOT HAVE ADVERSE AESTHETIC EFFECTS.*

The zoning would not impact aesthetics.

*G. A REZONING SHOULD NOT RESULT IN COSTS TO THE PUBLIC DISPROPORTIONATE TO TAX REVENUES GENERATED BY THE PROPOSED USE.*

N/A

*H. THE SUBJECT PROPERTY SHOULD BE SUITABLE FOR THE ZONED PURPOSES.*

- OC Zoning would allow a number of uses that would not be suitable for the property such as hotels, funeral homes, and churches.

## **Staff Recommendation**

In review of the Comprehensive Plan, MED & OC zoning uses, and the surrounding area, staff believes that the requested zoning of Office Commercial would create “Spot Zoning” and the potential for incompatible uses within an area typically dedicated to Medical uses and the support of the Hospital. Because of this, staff recommends denial of the rezoning request.

# Appendix A – zoning standards and policies

## ZONING STANDARDS AND POLICIES AND PROCEDURES FOR ZONING HEARINGS

Approved by the Commission City of Brunswick, Georgia  
April 5, 1989

### Part I. Standards

The current Georgia statutory law, O.C.G.A. ;s; 36-66-5(b) expressly mandates that each local government exercising zoning power establish and consider such factors in the form of substantive standards for zoning decisions. That subsection provides:

[E]ach local government shall adopt standards governing the exercise of the zoning power, and such standards may include any factors which the local government finds relevant in balancing the interest in promoting the public health, safety, morality, or general welfare against the right to the unrestricted use of property. Such standards shall be printed and copies thereof shall be available for distribution to the general public.

In keeping with the foregoing statutory requirement, the City of Brunswick has adopted the following substantive standards to govern its zoning decisions:

**A. A PROPOSED ZONING CLASSIFICATION OR CONDITIONAL USE REQUEST SHOULD BE COMPATIBLE WITH EXISTING USES AND ZONING OF ADJACENT AND NEARBY PROPERTY, AND ``SPOT ZONING'' SHOULD ALMOST ALWAYS BE REJECTED.**

(1) Would the proposed rezoning create an isolated district unrelated to adjacent and nearby districts?

(2) Is the proposed rezoning a logical extension of a zoning boundary which would improve the pattern of uses in the general area?

**B. A PROPOSED ZONING CLASSIFICATION SHOULD NOT DESTABILIZE THE SURROUNDING NEIGHBORHOOD.**

(1) Is the proposed zoning classification one which would promote integrity of the neighborhood and preserve its general character?

(2) Would the proposed rezoning precipitate similar rezoning requests which would generate or accelerate adverse land use changes in the neighborhood?

**C. A PROPOSED ZONING CLASSIFICATION SHOULD MAXIMIZE THE ECONOMIC VALUE OF THE SUBJECT PROPERTY WITHOUT DEPRECIATING THE VALUE OF ADJACENT AND NEARBY PROPERTY.**

(1) To what extent does the existing zoning classification depress the value of the subject property?

(2) To what extent would the proposed zoning classification result in appreciation of the value of the property?

(3) What effect does the existing zoning classification have on the values of adjacent and nearby property?

(4) What effect would the proposed zoning classification have on the values of adjacent and nearby property?

**D. A PROPOSED ZONING CLASSIFICATION SHOULD NOT HAVE AN ADVERSE EFFECT ON TRAFFIC FLOW, TRAFFIC SAFETY OR POPULATION DENSITY.**

(1) Is there adequate public or private parking for the proposed use and other uses permitted within the classification?

(2) Would such uses create any problem of traffic congestion in the area?

(3) Would such uses create any traffic safety problem with regard to ingress and egress, visibility or otherwise?

(4) Would such uses necessitate changes in streets or sidewalks or traffic signage or signalization?

(5) Would such uses contribute to an undesirable level of population density?

(6) Would such uses substantially conflict with existing density patterns in the neighborhood?

**E. A PROPOSED ZONING CLASSIFICATION SHOULD NOT HAVE ADVERSE ENVIRONMENTAL IMPACT.**

(1) Would the proposed use or other uses permitted within the classification create noise, dust, smoke or odors?

(2) Would such uses affect air quality or water quality and quantity?

(3) Would such uses create problems with drainage or soil erosion and sedimentation?

(4) Would such uses aggravate problems with flood damage control?

(5) Would such uses aggravate waste disposal problems?

**F. A PROPOSED ZONING CLASSIFICATION SHOULD NOT HAVE ADVERSE AESTHETIC EFFECTS.**

(1) Would the proposed rezoning lead to removal of existing vegetation?

(2) Would the proposed use incorporate new planting?

(3) Would the proposed use necessitate unattractive structures or result in removal or alteration of historic structures?

(4) Would the proposed use be visually compatible with the surrounding neighborhood?

(5) Would the proposed use include machinery or work visible from the street or neighboring property?



(6) Would the proposed use be adequately separated from conflicting uses by an appropriate buffer?

**G. A REZONING SHOULD NOT RESULT IN COSTS TO THE PUBLIC DISPROPORTIONATE TO TAX REVENUES GENERATED BY THE PROPOSED USE.**

(1) Would the rezoning increase the cost of government in providing public utilities, schools, streets, police and fire protection, etc.?

(2) What additional public facilities would be required?

(3) To what extent would such increased costs be offset by increased tax revenues?

**H. THE SUBJECT PROPERTY SHOULD BE SUITABLE FOR THE ZONED PURPOSES.**

(1) Is the property suitable for uses within the existing zoning classification?

(2) Has the property been vacant as zoned, and if so, for what period or periods of time?

(3) Are there substantial reasons why the property cannot be economically used in accordance with existing zoning?

(4) Would the proposed rezoning benefit the general public in any way?

(5) Would the proposed rezoning conform to or diverge from the comprehensive land use plan?

\* \* \*

It is obvious that the foregoing standards are very general, not at all specific, and that the public and private interests cannot be balanced with mathematical certainty in a zoning decision. Moreover, particular zoning issues which may arise, considered in context, may suggest concerns in addition to the foregoing standards and further questions which will need to be addressed by the Commission. It can only be said that any zoning decision, to be lawful, must be based on a relative gain to the public, as compared to the hardship imposed upon private parties. Such decisions must never be based simply upon the numbers of supporters or opponents or other political factors without consideration of the standards.

*(excerpt from addendum that was added to the zoning ordinance by the City Commission on April 5, 1989)*

## **Appendix B – MED And OC Zoning Uses**

## ARTICLE XVIII. - MED MEDICAL DISTRICT

### Sec. 23-18-1. - Intent of district.

In view of the unique nature of hospitals, their land needs, and their effect on surrounding properties, it is the intent of the MED district that specific areas be set aside to permit hospitals and allied services, that such areas be protected against encroachment from nonrelated and incompatible uses, that provisions be made for the possible expansion of hospitals and allied services and that to the greatest possible extent, surrounding land uses and properties be stabilized against any possible detrimental effects that might be created by the proximity of the hospital and allied services.

(Ord. No. 1006, § 1, 11-19-2008)

### Sec. 23-18-2. - Permitted uses.

The following uses shall be permitted in any MED zoning district:

- (a) Community hospitals or clinics, including any functions such as cafeterias and laundries which relate directly to the operation of the hospitals or clinics and are contained within the confines thereof.
- (b) Any health center, clinic and/or medical laboratory.
- (c) Any educational facilities directly related to an authorized hospital or the Glynn County Board of Health, and under the supervision and control of an authorized hospital or the Glynn County Board of Health.
- (d) Single- or multi-story, dormitories or living quarters for the staff and/or student body of an authorized hospital or its related activities, including dining and laundry facilities, provided such dormitories and sleeping quarters are under the supervision and control of an authorized hospital.
- (e) Any other publicly owned building, facility or land.
- (f) Public utility installation, including water or fire towers, except those installations directly relating to railroads and their operation.
- (g) Private or public care homes, provided such facilities conform with the requirements of the Georgia State Board of Health and provided plans for such facilities receive the written approval of the Glynn County Board of Health prior to the issuance of any permits for construction and operation, copies of such approval to be retained in the files of the building official.
- (h) Multi-family dwelling.
- (i) One- or two-family dwellings.
- (j) Townhouse dwellings.
- (k) Professional offices or office buildings restricted to the use of recognized medical professions including but not limited to the following:
  - (1) Physicians and surgeons.
  - (2) Dentists.
  - (3) Optometrists and oculists.
  - (4) Chiropractors and podiatrists.
  - (5) Osteopaths.
  - (6) Chiropractors.
- (l) The following retail uses:
  - (1) Pharmacies, apothecaries, and/or drug stores.

- (2) Restaurants and snack bars, but not drive-in establishments.
- (3) Flowers and/or gift shops.
- (m) The following uses as accessory uses to a previously listed permitted use:
  - (1) Any use accessory for a dwelling, as shown in subsection 23-3-17(a) of this chapter.
  - (2) Off-street parking or storage space for vehicular parking and loading, under the provisions set forth in subsection 23-3-17(c).
  - (3) Structures designed and used for purposes of shelter for protection from man-made or natural catastrophes.

(Ord. No. 1006, § 1, 11-19-2008)

**Sec. 23-18-3. - Prohibited uses.**

The following uses are specifically prohibited in any MED zoning district:

- (a) Package liquor stores, bars or any other outlet involved in the wholesale or retail sale of package liquor, beer, wine, or any alcoholic beverages for consumption on or off the premises.
- (b) Privately operated commercial garages or repair shops.
- (c) Gasoline service stations.
- (d) Night clubs or cabarets.
- (e) Bowling alleys, skating rinks, or other commercial recreational or entertainment facilities.

(Ord. No. 1006, § 1, 11-19-2008)

## ARTICLE VII. - OC OFFICE COMMERCIAL DISTRICT

### Sec. 23-7-1. - Intent of district.

It is the intent of this section that the OC zoning district be developed and reserved for business, office, institutional, specified public, semi-public and residential purposes. The regulations which apply within this district are designed to encourage the formation and continuance of a quiet, compatible and uncongested environment for office-type business or professional firms intermingled with dwellings and certain public or semi-public uses and to discourage any encroachment by unrestricted retail and/or wholesale business establishments, industrial concerns or other uses capable of adversely affecting the specialized commercial institutional and housing character of the district.

(Ord. No. 1006, § 1, 11-19-2008)

### Sec. 23-7-2. - Permitted uses.

The following uses shall be permitted in any OC zoning district:

- (a) Business involving the rendering of a personal service, specifically including:
  - (1) Barber shop, beauty shop or combination thereof.
  - (2) Business school or college.
  - (3) Dressmaker, seamstress, tailor.
  - (4) Funeral home or mortuary.
  - (5) Insurance agency.
  - (6) Jewelry and watch repair shop.
  - (7) Medical, dental or chiropractic or other medically oriented office, clinic and/or laboratory.
  - (8) Office building and office for governmental, business, professional or general purposes, but not including any storage, sale, rental or servicing of goods on the premises.
  - (9) Photographic studio.
  - (10) Radio and/or television studio.
  - (11) Real estate agency.
  - (12) School offering instruction in art, music, dancing, drama or similar cultural activity.
  - (13) Secretarial and/or telephone-answering service.
  - (14) Shoe repair shop.
- (b) Any use permitted in a GR residential district under the conditions and requirements set forth in sections 23-6-4 and 23-6-5.
- (c) Hotel, tourist home and motel.
- (d) Private or semi-private club, lodge, union hall or social center.
- (e) Church.
- (f) Accessory use in compliance with the provisions of section 23-3-17.
- (g) Two-family dwelling, including patio dwelling in compliance with section 23-6-4.
- (h) Multi-family dwelling in compliance with section 23-6-4.
- (i) Townhouse dwelling in compliance with section 23-6-4.
- (j) Group dwelling in compliance with section 23-6-4.
- (k) Boarding house in compliance with section 23-6-4.

Sec. 23-7-3. - Conditional use.

The following uses shall be permitted on a conditional use basis in any OC zoning district, subject to the conditions as set forth in section 23-25-4.

- (a) Pharmacy, apothecary, drug store, book, cigar and/or magazine shop, florist shop, gift shop, and restaurant other than a drive-in, provided that such businesses are located and operated so as to serve primarily nearby offices, tourist homes, apartment buildings and other permitted uses, no outside loud speaker systems are utilized and all lights or lighting arrangements used for purposes of advertising or night operations are directed away from adjoining or nearby residential properties.
- (b) Community hospitals or clinics, including any function such as cafeterias and laundries which relate directly to the operation of the hospitals or clinics and are contained within the confines of said hospital or clinic, provided such uses are in compliance with the provisions of section 23-17-4.
- (c) Any educational facilities directly related to an authorized hospital or the Glynn County Board of Health, and under the supervision and control of an authorized hospital or the Glynn County Board of Health, provided such uses are in compliance with the provisions of section 23-17-4.
- (d) Single or multi-story dormitories or living quarters for the staff and/or student body of an authorized hospital or its related activities, including eating and laundry facilities, provided such dormitories and sleeping quarters are under the supervision and control of an authorized hospital, and provided such uses are in compliance with the provisions of section 23-17-4.
- (e) Automobile service station provided that operations involving major repairs, body and fender work, painting or the sale or rental of new or used cars or trucks, trailers of any type, or boats, are not conducted on the premises, the stations are located on property fronting on major streets, as designated on the zoning map, all pumps are set back at least 25 feet from the right-of-way line of abutting streets and parking and/or service areas are separated from adjoining residential properties by a suitable planting screen, fence or wall at least six feet in height above finished grade.
- (f) All conditional uses permitted in the GR zoning district, as set forth in section 23-4-3 and subject to all requirements pertaining to that district.
- (g) Temporary use in compliance with the provisions of section 23-23-5.

## **Appendix C – Application**



# CITY OF BRUNSWICK, GEORGIA

## APPLICATION FOR REZONING

# RZ

**APPLICANT:** After completely reading this form, the applicant will answer each item as completely as possible. Please print or type. The Planning Staff will assist you if necessary.

This is a request for a **REZONING** to the Official Zoning Ordinances of the City of Brunswick. Please read Article XXIII of Zoning Ordinance which applies to your proposal.

- Applicant (Your Name): Riverside Realty-Brunswick, Inc. Daytime Phone: 912-266-1001 Email: Rob@RiversideRealty.comcastbiz.net  
Mailing Address 1200 Glynn Avenue, Suite 7, Brunswick, Georgia 31520 Zip: \_\_\_\_\_
- Location of Property forming the basis for this text amendment: \_\_\_\_\_  
Street 2700 Wildwood Drive Tax Map and Parcel Number: 01-05237
- Is this rezoning due to annexation? YES  NO
- Total Parcel area (indicate square feet or acres): .11 Acres Square Feet/Acres
- Present Zoning: MED Abutting zones (list all zones that touch the parcel): MED
- Proposed Zoning: OC
- Are any special use(s), variance(s), covenant(s), or prior rezoning(s) present on the parcel?  
 YES  NO If 'YES', list ALL and date: \_\_\_\_\_
- The following data shall be attached as applicable:  
 Petition signed by Property Owner or agent requesting the Rezoning.  
 Full text of the proposed amendment in the format of the ordinance it is intended to amend.
- Reasons for the rezoning request: \_\_\_\_\_  
I would like to relocate my real estate business to an area in the city with less potential for flooding.  
My current location on Glynn Avenue has flooded during hurricanes Mathew, Irma & Nicole.
- Do you have legal possession of the parcel(s) proposed for this zoning text amendment?  YES  NO  
(If 'NO' then this application cannot be processed until an application is received for all parcels intended to be affected by the text amendment and legal authorization provided.)
- Owner's Name (If different from Applicant\*): Patricia Brown Walker  
Address: 132 Saint Clair Drive, SSI, GA Zip: 31522 Daytime Phone: 912-230-0530 (\*If applicant is different from Owner, a legal authorization to represent the Owner must be attached to this application.)

I understand that the City of Brunswick will not process this application until I have submitted ALL required materials on or before the date of the approved schedule, which shall be **not less than 20 days prior to the regularly scheduled and advertised monthly meeting of the Planning and Appeals Commission**. The PAC meets on the Second Wednesday of each month at 5:15 PM in Commission Chambers, Old City Hall. The recommendation of the Planning Commission is forwarded to City Commission for their review at the next regularly scheduled meeting following the PAC meeting.

Signed: \_\_\_\_\_ Date: 12/09/2022

(Printed Name: Robert Clark (Riverside Realty-Brunswick, Inc.))



# RIVERSIDE REALTY-BRUNSWICK, INC.

1200 GLYNN AVENUE, SUITE 7  
BRUNSWICK, GEORGIA 31520  
(912) 265-4951

December 9, 2022

RE: Request To Rezone 2700 Wildwood Drive

To Whom It May Concern:

My name is Robert Clark and I own Riverside Realty-Brunswick, Inc. My office opened at its current location, 1200 Glynn Avenue, Suite 7, over 22 years ago. I have been very happy at this location except for the threat of flooding. My office has flooded three times over the past few years with hurricanes Mathew, Irma, & most recently, Nicole.

I am a true local, born and raised in Brunswick. My home is in the City of Brunswick and I would like to keep my business in the city.

I found the 2700 Wildwood Drive property by chance while driving near the hospital and I've made an agreement with the owner to purchase the property if it can be rezoned. This property is currently zoned Medical and I am requesting that it be rezoned to Office Commercial to allow my real estate office. If it would help matters, I would be open to some sort of restriction such as the property having to remain a real estate business or revert back to medical if it ever changes hands.

The building is very small, less than 800 square feet, and despite the current owner's best efforts, she has not been able to keep the property occupied. With the building being empty & unattended there has been unwanted loitering on the property. Currently the landscaping is not well maintained, the windows have bars, and some of the hospital employees use the parking area as a smoking lounge and ashtray.

I believe this building is too small to suit any type of medical business in today's world but its size suits my needs perfectly. I believe the business owners located around this property would appreciate someone coming in with a quiet & established business that will improve, maintain, and take pride in the property.

I appreciate your consideration,



Robert Clark

**From:** Pat Walker <[pb78walk@yahoo.com](mailto:pb78walk@yahoo.com)>  
**Sent:** Friday, December 16, 2022 9:11:59 AM  
**To:** Robert Clark <[rob@riversiderealty.comcastbiz.net](mailto:rob@riversiderealty.comcastbiz.net)>  
**Subject:** Re: 2700 Wildwood Property

Sent from my iPhone

On Dec 15, 2022, at 8:45 PM, Pat Walker <[pb78walk@yahoo.com](mailto:pb78walk@yahoo.com)> wrote:

December 15, 2022

To whom it might concern,

Re: 2700 Wildwood Drive  
Brunswick, Georgia 31520

My husband, the late Dr. William Burgess Walker purchased this property in the early 1980s as a rental investment. Prior to his death Dr. Walker created a trust which included this property and named me the sole trustee.

Over the past forty years, the building, which is quite small, has outlived its viability as any kind of medical or dental facility. With that in mind, I fully support and approve Rob Clark's application to have the property at 2700 Wildwood Drive, Brunswick, Georgia, 31520 rezoned to commercial office.

Respectfully,  
Patricia B. Walker, Trustee

Sent from my iPhone

## **Appendix D – Correspondence from the Public**