

**PLANNED UNIT DEVELOPMENT &
PLANNING APPROVAL STAFF REPORT****Date: June 2, 2016****NAME**

Dunnaway Inc.

LOCATIONNorth side of Halls Mill Road, 3/10 mile± West of
Rochelle Street**CITY COUNCIL
DISTRICT**

District 4

PRESENT ZONING

R-1, Single-Family Residence District

AREA OF PROPERTY

1 Lot / 18 ± Acres

CONTEMPLATED USEPlanned Unit Development Approval to allow multiple
buildings on a single building site for a church school and
daycare in an R-1, Single-Family Residential District, and
Planning Approval to allow the use of a church school and
daycare in an R-1, Single-Family Residential District.**TIME SCHEDULE
FOR DEVELOPMENT**

Immediate

**ENGINEERING
COMMENTS**ADD THE FOLLOWING NOTES TO THE PUD AND PLANNING APPROVAL SITE
PLANS:

1. Any work performed in the existing ROW (right-of-way) such as driveways, sidewalks, utility connections, grading, drainage, irrigation, or landscaping will require a ROW permit from the City of Mobile Engineering Department (208-6070) and must comply with the City of Mobile Right-of-Way Construction and Administration Ordinance (Mobile City Code, Chapter 57, Article VIII).
2. A Land Disturbance Permit application shall be submitted for any proposed land disturbing activity with the property. A complete set of construction plans including, but not limited to, drainage, utilities, grading, storm water detention systems, paving, and all above ground structures, will need to be included with the Land Disturbance permit. This Permit must be submitted, approved, and issued prior to beginning any of the construction work.
3. Any and all proposed land disturbing activity within the property will need to be submitted for review and be in conformance with Mobile City Code, Chapter 17, Storm Water Management and Flood Control; the City of Mobile, Alabama Flood Plain Management Plan (1984); and, the Rules For Erosion and Sedimentation Control and Storm Water Runoff Control.
4. The approval of all applicable federal, state, and local agencies (including all storm water runoff, wetland and floodplain requirements) will be required prior to the issuance of a Land

Disturbance permit. The Owner/Developer is responsible for acquiring all of the necessary permits and approvals.

5. The proposed development must comply with all Engineering Department design requirements and Policy Letters.

TRAFFIC ENGINEERING

COMMENTS

Site is limited to its existing curb cuts with size, location and design to be approved by Traffic Engineering and conform to AASHTO standards. Required on-site parking, including ADA handicap spaces, shall meet the minimum standards as defined in Section 64-6 of the City's Zoning Ordinance.

URBAN FORESTRY

COMMENTS

Property to be developed in compliance with state and local laws that pertain to tree preservation and protection on both city and private properties (State Act 2015-116 and City Code Chapters 57 and 64).

FIRE DEPARTMENT

COMMENTS

All projects within the City Limits of Mobile shall comply with the requirements of the City of Mobile Fire Code Ordinance. (2012 International Fire Code) Projects outside the City Limits of Mobile, yet within the Planning Commission Jurisdiction fall under the State or County Fire Code. (2012 IFC)

REMARKS

The applicant is requesting Planned Unit Development Approval to allow multiple buildings on a single building site for a church school and daycare in an R-1, Single-Family Residential District, and Planning Approval to allow the use of a church school and daycare in an R-1, Single-Family Residential District. Planning Approval is required for private schools and associated daycares in R-1 districts.

The site appears to be depicted in two different Development Areas, per the recently adopted Map for Mobile Plan: A "Suburban Neighborhood" Development Area and an "Industrial" Development Area. The intent of each respective Development Area is as follows:

SUBURBAN NEIGHBORHOOD

Intent

- Emphasize connectivity to surrounding neighborhoods and close services and retail;
- Accommodation of pedestrian and bicycle traffic in addition to automobiles; and
- Appropriate scaled infill development to complement existing character of neighborhoods.

INDUSTRIAL

Intent

- Minimize impacts to adjacent properties;
- Connect to major infrastructure for ease of major industry;
- Better streetscaping and aesthetic improvements; and
- Connect to nearby areas through transit accommodation for ease of workers' access.

It should be noted that the Map for Mobile Plan is meant to serve as a general guide, not a detailed lot and district plan or mandate for development. Moreover, the Plan allows the Planning Commission and City Council to consider individual cases based on additional information such as the classification request, the surrounding development, the timing of the request, and the appropriateness and compatibility of the proposed use and, where applicable, zoning classification.

The review required for Planning Approval examines the applicant's location and site plan with regard to transportation, parking and access, public utilities and facilities, traffic congestion and hazard, and to determine if the proposal is in harmony with the orderly and appropriate development of the district.

Planned Unit Development review examines the site with regard to its location to ensure that it is generally compatible with neighboring uses; that adequate access is provided without generating excess traffic along minor residential streets in residential districts outside the PUD; and that natural features of the site are taken into consideration. PUD review also examines the design of the development to provide for adequate circulation within the development; to ensure adequate access for emergency vehicles; and to consider and provide for protection from adverse effects of adjacent properties as well as provide protection of adjacent properties from adverse effects from the PUD. PUD approval is site plan specific, thus if any new construction is anticipated that will change an approved site plan, an application to amend an existing, approved PUD must be made prior to any construction activities.

It is very important to note that the Planning Approval and PUD review are site plan specific; therefore *any* future changes to the overall site plan must be submitted for PUD review. Additionally, if the scope of operations for the school or the site plan are changed from what is approved by the Planning Commission, a new application for Planning Approval will be required.

The applicant, acting on behalf of Rainbow Outreach Ministries, proposes to renovate the existing classroom and gym facilities to allow the establishment of a new faith-based school and daycare. The site contains four existing buildings containing classrooms and a gym, two out-buildings, and existing baseball and football fields. The football field includes a grandstand. The school site and the adjoining church were operated as a private faith-based school until some point in 2005, when the school was closed. The church and school facilities were divided via a Planning Commission approved subdivision, and the final plat was recorded in late 2006.

The applicant does not intend to make any changes to the site other than to renovate the existing buildings in phases. As the school buildings have been (apparently) unused since late 2005, there may be Building, Electrical, Mechanical, Plumbing and Fire Code concerns. Internal improvements may require the provision of accessible facilities, which will also trigger the requirement for accessible parking on the site.

Regarding Zoning Ordinance compliance, no information regarding the number of classrooms, teaching stations, hours of operation, students, etc. were provided with the applications. Parking for elementary and middle schools is based upon the number of teaching stations, while for high school it is based upon the number of students. It also appears that a portion of the area that may

be used for parking is surfaced with aggregate, and thus is a non-compliant parking surface: a variance request to the Board of Zoning Adjustment will be required in order to retain any aggregate parking areas, otherwise, all parking areas must be paved. Additionally, parking areas with more than 10 spaces must be illuminated if the parking area is used at night, in compliance with Section 64-6.A.3.c. of the Zoning Ordinance.

No dumpsters are indicated on the site plan. If a dumpster will be used, it must be placed in accordance with Section 64-4.D.9. of the Zoning Ordinance.

The site plan does not indicate if there is a buffer between the school site and adjacent residential uses, such as a 6-foot high wooden privacy fence or 10-foot wide evergreen vegetative buffer. The site plan should be revised to depict a fence or protection buffer strip where the school abuts residential uses, in accordance with Section 64-4.D.1. of the Zoning Ordinance.

No information was provided quantifying tree and landscape compliance. The site plan should be revised to include total landscape area, frontage landscape area, and tree compliance information.

While the site was used for many years as a school, any aspects of non-conformance with Zoning Ordinance requirements (grandfathered status) have been lost due to the vacancy of the school for approximately 10 years. Insufficient information was included with the application for staff to determine if the proposed re-use of the school would comply with the requirements of the Zoning Ordinance.

RECOMMENDATION

Planned Unit Development: Based upon the preceding, the application is recommended for Holdover until the July 7th meeting, so that the following can be undertaken, with revisions provided by June 13th:

- 1) Provision of information regarding the number of classrooms, teaching stations, and students by grade;
- 2) Provision of information regarding the hours of operation;
- 3) Revision of the site plan to identify which parking areas are paved and which are surfaced in aggregate;
- 4) Revision of the site plan to identify which buildings are classroom buildings versus the gym facility, and the proposed sequence of renovation;
- 5) Revision of the site plan to include total landscape area, frontage landscape area, and tree compliance information; and
- 6) Revision of the site plan to clearly depict a new fence or protection buffer strip along the boundaries of the site where it abuts residential uses, in accordance with Section 64-4.D.1. of the Zoning Ordinance.

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- 6) Revision of the site plan to clearly depict a new fence or protection buffer strip along the boundaries of the site where it abuts residential uses, in accordance with Section 64-4.D.1. of the Zoning Ordinance.

Revised for the July 7th meeting:

The applications were heldover from the June 2nd meeting to allow the applicant to address numerous informational deficiencies.

An expanded narrative and revised site plan were submitted.

For Phase One, the applicant initially proposes to use the existing gymnasium facility for an after school care program, serving up to 100 children, ages 6 to 12 years. Hours of operation will be from 6:30 AM to 6:30 PM during the summer months. A total of 12 teachers are proposed.

As also part of Phase One, the front building will be renovated to accommodate children in pre-K and Kindergarten, with up to 30 children and 6 teachers. The hours of operation will be from 6:30 AM to 6:30 PM, beginning in the fall with the commencement of school. The after school program will continue once the school year has begun.

For later phases, once approval has been received from the State for post Kindergarten education, the two remaining buildings will be renovated and grades levels 1 through 12 will be added over time, initially beginning with two 25 student first grade classes, with two teachers per class.

The applicant has no plans to use the existing athletic fields on the site at this time, however, it is requested that they be allowed to rent the fields to other organizations for day time use only. At some point in the future, the applicant may wish to use the football field at night, as lights are in place. Daytime use of the facilities would be in keeping with the previous school use of the site, however, to minimize impacts to adjacent residences, amplified sound systems should be prohibited.

The site has an existing paved parking lot. The applicant states that it appears to be able to accommodate up to 30 cars, however, measurements by staff show that it may only be able to accommodate 17 cars, including one accessible parking space. The parking ratio required for day care through 5th grade is 1.5 parking spaces per teaching station. The number of teaching stations has not been specified by the applicant, however, with a maximum of 12 teachers on site, it would appear that at least 18 parking spaces may be required. The gymnasium building and

the front building each are proposed to contain 9 classrooms each, for a total of 18 classrooms. If each classroom is considered one "teaching station," then 27 parking spaces are required. All other existing parking areas on the site are aggregate, thus either additional paved parking will be required as the services are expanded, or a parking surface variance must be obtained prior to the expansion of teaching stations. Therefore, it is recommended that any initial approval by the Planning Commission limit the operation of the site to 1) after school program with 12 teachers and up to 100 children, and 2) Pre-K through Kindergarten, with 6 teachers and up to 30 children.

Since the gymnasium will be the first building in use, and as up to 100 children will be in the beginning program, staff believes that vehicular traffic will be directed (or will self-direct) into the aggregate areas for pick-up and drop-off of children. The provision of a paved circular drive would facilitate access and allow fire access if necessary. The site plan should be revised to show the provision of paved vehicular access to the gym, and a circular drive through the aggregate parking area. Parking in the aggregate area, however, should be prohibited.

It should also be noted that once more than 25 paved parking spaces are provided, a photometric plan will be required to document site and parking area lighting, in compliance with Section 64-6.A.8. of the Zoning Ordinance.

The applicant has noted that buffering is missing in a few sections where the site abuts residences. A 6-foot high wooden privacy fence will be provided where there is insufficient buffering.

There is no information regarding if a dumpster will be used on the site. If a dumpster is provided, it must be placed and screened in compliance with Section 64-4.D.9. of the Zoning Ordinance.

The property, in addition to one curb-cut to Halls Mill Road, abuts a street stub of Knob Hill Drive. In order to minimize the impact of the reuse of this site as a school, access to Knob Hill Drive should be prohibited, with a fence provided to block vehicular access.

Finally, no quantitative information was provided regarding tree and landscaping compliance. The site is very large and mostly unpaved, thus there is likely sufficient room for landscape area and tree compliance. However, the provision of frontage trees along the front 25-feet of the property along Halls Mill Road should be required.

RECOMMENDATION

Planned Unit Development: Based upon the revised information, the application is recommended for Approval, subject to the following conditions:

- 1) Provision of frontage trees along the Halls Mill Road frontage;
- 2) Provision of a paved circular driveway from the existing paved drive through the aggregate parking area by the gymnasium with, however, provisions to prevent parking on the aggregate surface;
- 3) Blocking of vehicular access to Knob Hill Drive with a wooden privacy fence;

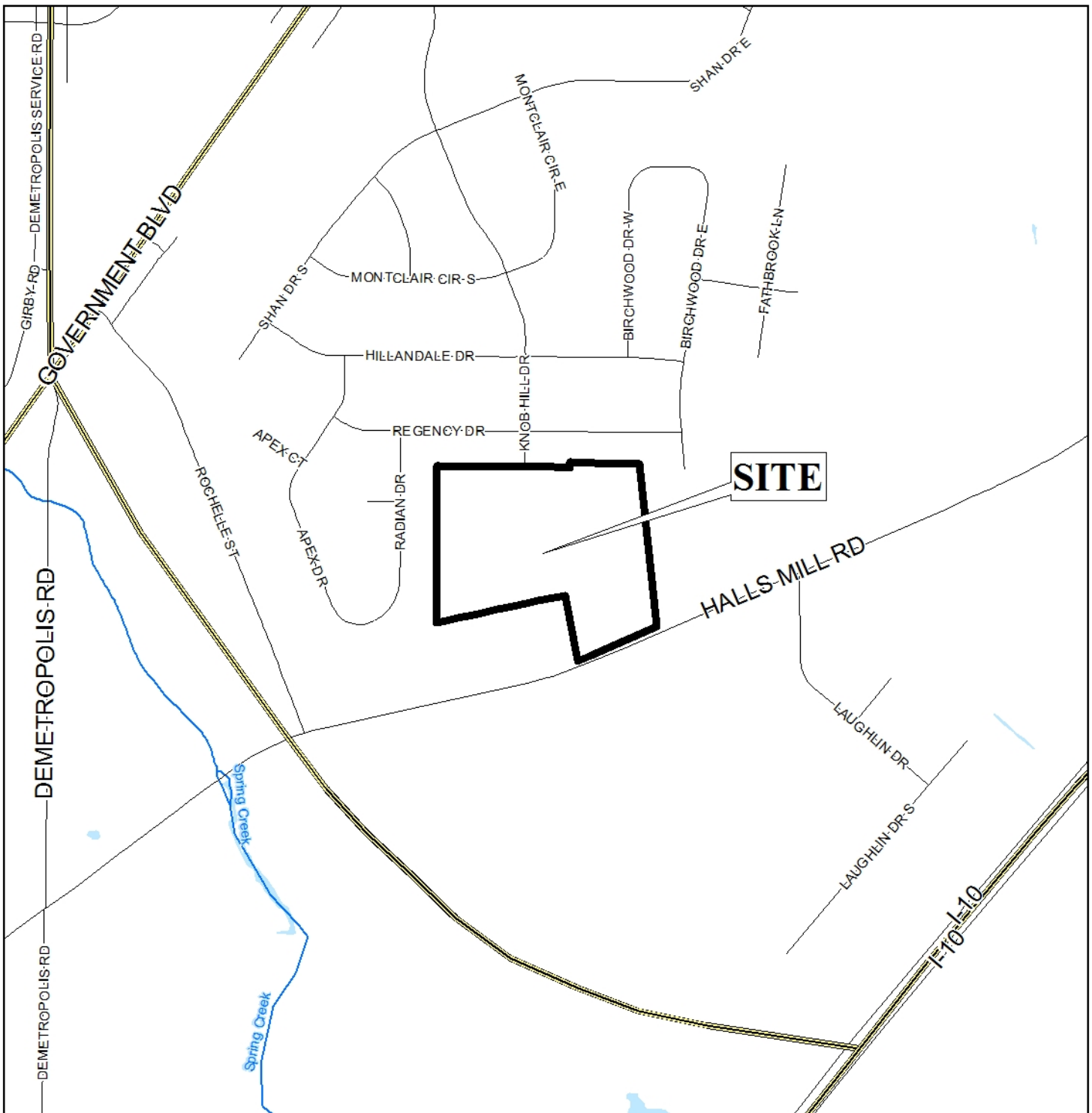
- 4) Provision of a 6-foot high wooden privacy fence where there is insufficient buffering adjacent to residential uses;
- 5) Placement of a note on the site plan stating that if a dumpster is placed on the site, it must be located in compliance with Section 64-4.D.9. of the Zoning Ordinance;
- 6) Parking limited to the existing paved parking area;
- 7) Compliance with Engineering comments (*ADD THE FOLLOWING NOTES TO THE PUD AND PLANNING APPROVAL SITE PLANS: 1. Any work performed in the existing ROW (right-of-way) such as driveways, sidewalks, utility connections, grading, drainage, irrigation, or landscaping will require a ROW permit from the City of Mobile Engineering Department (208-6070) and must comply with the City of Mobile Right-of-Way Construction and Administration Ordinance (Mobile City Code, Chapter 57, Article VIII). 2. A Land Disturbance Permit application shall be submitted for any proposed land disturbing activity with the property. A complete set of construction plans including, but not limited to, drainage, utilities, grading, storm water detention systems, paving, and all above ground structures, will need to be included with the Land Disturbance permit. This Permit must be submitted, approved, and issued prior to beginning any of the construction work. 3. Any and all proposed land disturbing activity within the property will need to be submitted for review and be in conformance with Mobile City Code, Chapter 17, Storm Water Management and Flood Control; the City of Mobile, Alabama Flood Plain Management Plan (1984); and, the Rules For Erosion and Sedimentation Control and Storm Water Runoff Control. 4. The approval of all applicable federal, state, and local agencies (including all storm water runoff, wetland and floodplain requirements) will be required prior to the issuance of a Land Disturbance permit. The Owner/Developer is responsible for acquiring all of the necessary permits and approvals. 5. The proposed development must comply with all Engineering Department design requirements and Policy Letters.*);
- 8) Compliance with Traffic Engineering comments (*Site is limited to its existing curb cuts with size, location and design to be approved by Traffic Engineering and conform to AASHTO standards. Required on-site parking, including ADA handicap spaces, shall meet the minimum standards as defined in Section 64-6 of the City's Zoning Ordinance.*);
- 9) Compliance with Urban Forestry comments (*Property to be developed in compliance with state and local laws that pertain to tree preservation and protection on both city and private properties (State Act 2015-116 and City Code Chapters 57 and 64).*);
- 10) Compliance with Fire comments (*All projects within the City Limits of Mobile shall comply with the requirements of the City of Mobile Fire Code Ordinance. (2012 International Fire Code)*);
- 11) Provision of a revised site plan reflecting these conditions; and
- 12) Full compliance with all municipal codes and ordinances, including obtaining all necessary permits for building renovation.

Planning Approval: Based upon the revised information, the application is recommended for Approval, subject to the following conditions:

- 1) Use of the site limited to A) after school program with 12 teachers and up to 100 children, and B) Pre-K through Kindergarten, with 6 teachers and up to 30 children, with any increase to more teachers, children, or grades levels to require new Planning Approval and Planned Unit Development applications;
- 2) Hours of operation limited to 6:30 AM to 6:30 PM;

- 3) Daytime use of athletic fields by other entities allowed, subject to no sound amplification or speaker systems;
- 4) Provision of frontage trees along the Halls Mill Road frontage;
- 5) Blocking of vehicular access to Knob Hill Drive with a wooden privacy fence;
- 6) Provision of a paved circular driveway from the existing paved drive through the aggregate parking area by the gymnasium with, however, provisions to prevent parking on the aggregate surface;
- 7) Provision of a 6-foot high wooden privacy fence where there is insufficient buffering adjacent to residential uses;
- 8) Placement of a note on the site plan stating that if a dumpster is placed on the site, it must be located in compliance with Section 64-4.D.9. of the Zoning Ordinance;
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- 14) Provision of a revised site plan reflecting these conditions; and
- 15) Full compliance with all municipal codes and ordinances, including obtaining all necessary permits for building renovation.

LOCATOR MAP



APPLICATION NUMBER 3 DATE July 7, 2016
 APPLICANT Dunnaway Inc.
 REQUEST Planning Approval, Planned Unit Development



PLANNING COMMISSION VICINITY MAP - EXISTING ZONING



The site is surrounded by residential units to the west and north, and commercial units to the south.

APPLICATION NUMBER 3 DATE July 7, 2016

APPLICANT Dunnaway Inc.

REQUEST Planning Approval, Planned Unit Development

R-A	R-3	T-B	B-2	B-5	MUN	SD-WH	T5.1
R-1	R-B	B-1	B-3	I-1	OPEN	T3	T5.2
R-2	H-B	LB-2	B-4	I-2	SD	T4	T6



PLANNING COMMISSION VICINITY MAP - EXISTING AERIAL



The site is surrounded by residential units to the west and north, and commercial units to the south.

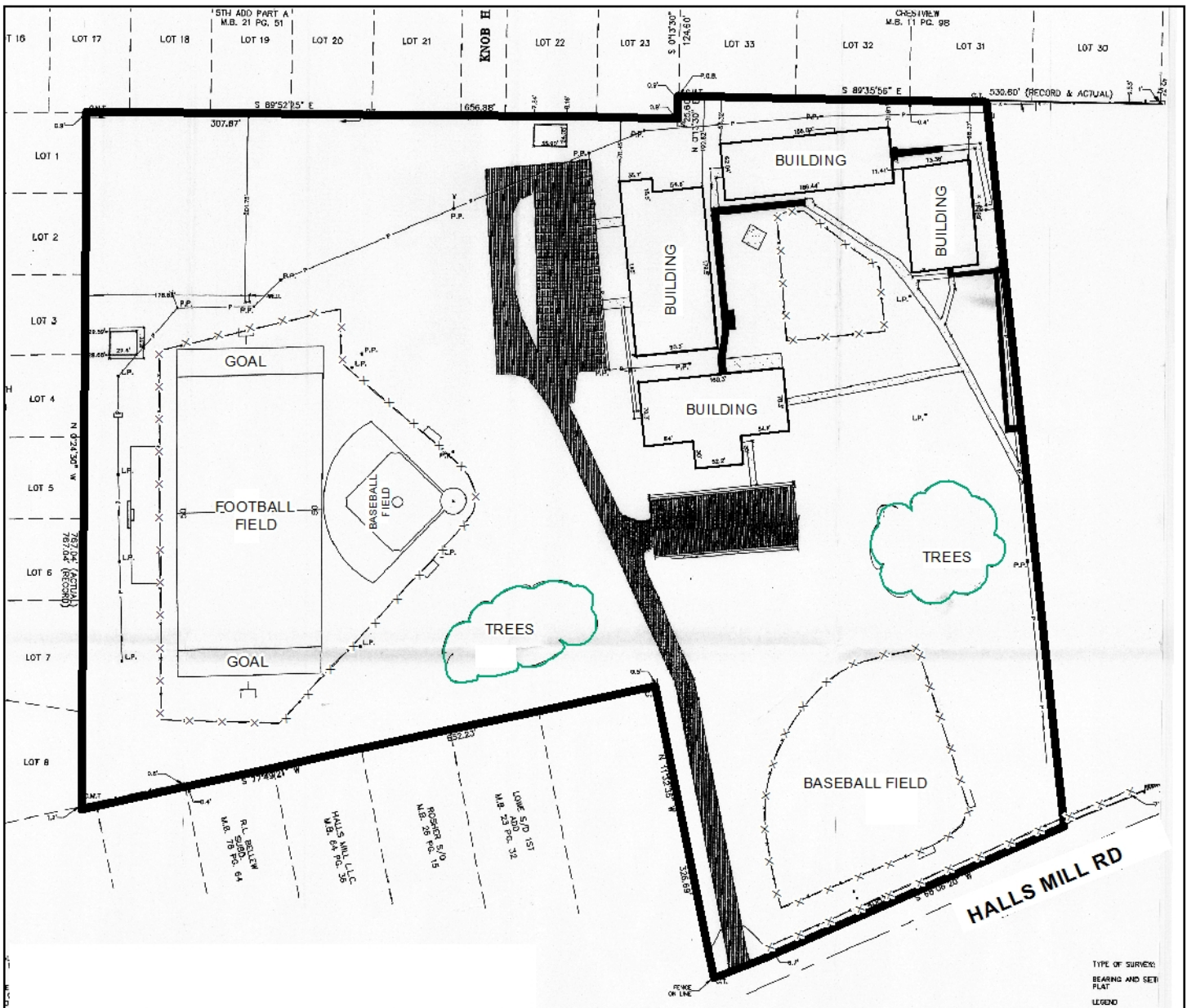
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SITE PLAN



The site plan illustrates the existing buildings, fields, fences, and trees.

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