



C H A T H A M C O U N T Y - S A V A N N A H

METROPOLITAN PLANNING COMMISSION

"Planning the Future - Respecting the Past"

M E M O R A N D U M

DATE: SEPTEMBER 18, 2018

TO: THE MAYOR AND ALDERMEN OF THE CITY OF SAVANNAH

FROM: METROPOLITAN PLANNING COMMISSION

SUBJECT: MPC RECOMMENDATION

PETITION REFERENCED:

Petition to Rezone Property
Holly Young, Petitioner
Victoria Guest, Owner
10602 White Bluff Road
Aldermanic District: 4 – Julian Miller
County Commission District: 1 – Helen L. Stone
Property Identification Number: 2-0587-01-003; -004; -005
File No. 18-004511-ZA

MPC ACTION:

Denial of the request to rezone the three subject parcels located at 10602 White Bluff Road (PINs 2-0587-01-003; 2-0587-01-004; and 2-0587-01-005) from the R-6 zoning classification to the B-N zoning classification.

MPC STAFF RECOMMENDATION:

Denial of the request to rezone the three subject parcels located at 10602 White Bluff Road (PINs 2-0587-01-003; 2-0587-01-004; and 2-0587-01-005) from the R-6 zoning classification to the B-N zoning classification.

MEMBERS PRESENT: 9 + Chairman

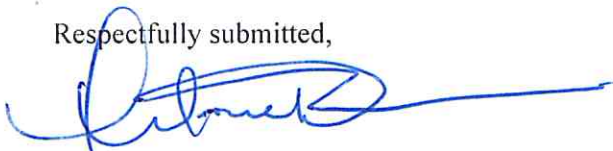
Joseph Ervin, Chairman
Thomas Branch
Travis Coles
Ellis Cook
Karen Jarrett
Tanya Milton
Lee Smith

Linder Suthers
Joseph Welch
Tom Woiwode

PLANNING COMMISSION VOTE: Approve Staff Recommendation (7-3)

APPROVAL Votes: 7	DENIAL Votes: 3	ABSENT
Ervin Coles Jarrett Milton Smith Suthers Woiwode	Branch Cook Welch	Hernandez Manigault

Respectfully submitted,



Melanie Wilson
Executive Director

/jh

Enclosure

cc Luciana Spracher, Interim Clerk of Council
Brooks Stillwell, City Attorney
Lester B. Johnson, Assistant City Attorney
Jennifer Herman, Assistant City Attorney
Beth Barnes, Department of Inspections





Chatham County - Savannah Metropolitan Planning Commission

September 18, 2018 Regular MPC Meeting

Title

REZONING MAP AMENDMENT | 10602 White Bluff Road | R-6 (One-Family Residential) to B-N (Neighborhood Business) | File no. 18-004511-ZA

Description

Petition to Rezone Property

Holly Young, Petitioner

Victoria Guest, Owner

10602 White Bluff Road

Aldermanic District: 4 – Julian Miller

County Commission District: 1 – Helen L. Stone

Property Identification Number: 2-0587-01-003; -004; -005

File No. 18-004511-ZA

Marcel Williams – MPC Development Services Planner

A request to rezone three parcels located on the east side of White Bluff Road approximately 300 feet south of Lorwood Drive from R-6 (one-family residential) to B-N (neighborhood business).

Recommendation

Staff recommends **denial** of the request to rezone the three subject parcels located at 10602 White Bluff Road (PINs 2-0587 -01-003; 2-0587 -01-004; and 2-0587 -01-005) from the R-6 zoning classification to the B-N zoning classification.

Contact

Financial Impact

Review Comments

Attachments

📎 [MAPS_zipped.pdf](#)

📎 [Application.pdf](#)

📎 [Staff Report 18-004511-ZA-MAP - 10602 White Bluff Road.pdf](#)



C H A T H A M C O U N T Y - S A V A N N A H

METROPOLITAN PLANNING COMMISSION

"Planning the Future - Respecting the Past"

M E M O R A N D U M

TO: The Mayor and Alderman

FROM: The Planning Commission

DATE: September 18th, 2018

SUBJECT: Petition to Rezone Property
Holly Young, Petitioner
Victoria Guest, Owner
10602 White Bluff Road
Aldermanic District: 4 – Julian Miller
County Commission District: 1 – Helen L. Stone
Property Identification Number: 2-0587-01-003; -004; -005
File No. 18-004511-ZA

Marcel Williams – MPC Development Services Planner

REPORT STATUS: Initial Report

ISSUE:

A request to rezone three parcels located on the east side of White Bluff Road approximately 300 feet south of Lorwood Drive from R-6 (one-family residential) to B-N (neighborhood business).

FACTS AND FINDINGS:

1. **Public Notice:** As required by the City of Savannah Zoning Ordinance, all property owners within 300 feet of the subject property were sent notices of the proposed rezoning. Additionally, public notice signs were posted on the site.
2. **Site:** The subject site consists of three adjacent vacant lots with a total combined area of approximately 0.90 acres (39,204 sq. ft.) and a combined 195 feet of frontage on White Bluff Road. The subject site is 200 feet deep and has no lane access.
3. **Zoning:** The subject site is zoned R-6 (one-family residential), which is the predominant residential zoning classification in the city. Surrounding properties on three sides are also subject to R-6 zoning. Across White Bluff Road to the west is an area zoned PUD-IS-B, which accommodates mixed uses including residential at less than

24 units per acre. The subject site is not located within any local historic or conservation district.

4. **Existing Zoning and Development Pattern:** The land uses and zoning districts surrounding the subject site include:

<u>Location</u>	<u>Land Use</u>	<u>Zoning</u>
North	Single-family residence	R-6
South	White Bluff Presbyterian church	R-6
East	Single-family residences	R-6
West	Mixed uses (family dentistry, fire station)	PUD-IS-B

5. **Existing R-6 Zoning District:**

- a. **Intent of the R-6 District:** According to the city ordinance, the “purpose of this district shall be to maintain single-family dwelling density to not more than six single-family dwellings per net acre of residential land, in order to protect the property in this district from depreciating effects of more densely developed residential uses.” R-6 is by far the most common residential district, covering the majority of land in the city.
- c. **Allowed Uses:** See **table 2**, attached. In general, R-6 permits only low-intensity residential use, with limited provision for community uses such as schools, churches, nurseries and small day care facilities.
- d. **Development Standards:** See the **table 1** at the bottom of this report.

6. **Proposed B-N Zoning District:**

- a. **Intent of the B-N District:** “The purpose of this district shall be to provide convenient shopping facilities consisting of convenience goods and personal services in neighborhood market areas of from 3,000 to 5,000 people.”
- b. **Allowed Uses:** See **table 3**, attached. B-N permits a wide range of activities including restaurants, gas stations, retail, studios and personal services.

- c. **Development Standards:** See **table 1** at the bottom of this report. The district does not contain a maximum building coverage requirement.

7. **Future Land Use Map:** The Chatham County – Savannah Tricentennial Comprehensive Plan Future Land Use Map (FLUM) designates the subject property as “residential-suburban single family,” which is defined as, “*areas identified for single-family detached residential dwellings at a density not to exceed five (5) units per gross acre.*” This is the most common future residential classification south of DeRenne Avenue.

As a commercial classification, B-N zoning is *not* compatible with the intent of the FLUM designation.

8. **Public Services and Facilities:** The subject site is served by the Savannah Police Department, Savannah fire protection, and by Savannah water and sanitary sewer.
9. **Chatham Area Transit:** The subject site is served by CAT route 20 (Skidaway Island/Coffee Bluff), which runs directly along White Bluff and has northbound stop approximately 300 feet to the north and a southbound stop across White Bluff and about 100 feet to the north.
10. **Transportation Network:** The property has frontage along White Bluff Road. GDOT classifies this road as a minor arterial with annual average daily traffic (AADT) of approximately 16,600 vehicles.

ZONING MAP AMENDMENT STANDARDS

1. *Will the proposed zoning district permit uses that would create traffic volumes, noise level, odor, airborne particulate matter, visual blight, reduce light or increased density of development that would adversely impact the livability or quality of life in the surrounding neighborhood?*

Yes X No

The proposed neighborhood business (B-N) designation permits a wide range of uses including restaurants, convenience stores, auto service stations, clubs, dry cleaning facilities and gas stations that could create nuisance in the form of noise, pollution, odor or visual blight. As the B-N designation allows limited side and rear-yard setbacks, there is a clear possibility that uses could adversely affect multiple single-family residences and a church that directly abut the subject property.

2. *Will the proposed zoning district permit uses that would adversely impact adjacent and nearby properties by rendering such properties less desirable and therefore less marketable for the type of development permitted under the current zoning?*

Yes X No

It is possible that uses permitted under the proposed zoning and the subject site's proximity to adjacent single-family residences could reduce their desirability or marketability as part of the R-6 (one-family residential) designation.

3. *Will the proposed zoning district permit uses that would generate a type or mix of vehicular traffic on a street or highway that is incompatible with the type of land use development along such street or highway?*

Yes No X

White Bluff Road is a divided four-lane minor arterial with extensive commercial and multifamily development along its western side. It is unlikely that uses permitted by the proposed neighborhood business (B-N) would generate traffic inconsistent with this character of development.

4. *Will the proposed zoning district permit uses that would generate greater traffic volumes at vehicular access points and cross streets than is generated by uses permitted under the current zoning district to the detriment of maintaining acceptable or current volume capacity (V/C) ratio for the streets that provide vehicular access to the proposed zoning district and adjacent and nearby properties?*

Yes No X

While the proposed zoning would permit uses that generate additional traffic beyond the current residential designation, GDOT traffic figures suggest that White Bluff Road has more than sufficient capacity to accommodate any foreseeable increase.

5. *Will the proposed zoning district permit uses or scale of development that would require a greater level of public services such as drainage facilities, utilities, or safety services above that required for uses permitted under the current zoning district such that the provision of these services will create financial burden to the public?*

Yes No X

Existing utilities and drainage are sufficient to accommodate uses permitted by the proposed B-N designation.

6. *Will the proposed zoning district permit uses or scale of development that would adversely impact the improvement or development of adjacent and nearby properties in accordance with existing zoning regulations and development controls deemed necessary to maintain the stability and livability of the surrounding neighborhood?*

Yes X No

Adjacent properties, including single-family residences and a church, are already developed as permitted by existing zoning. Uses permitted under the proposed B-N designation, however, could adversely impact backyard and side-yard improvements in these properties.

7. *Will the proposed zoning district permit development that is inconsistent with the comprehensive land use plan?*

Yes X No

The future land use designation is “residential suburban single family,” while the petitioner proposes a commercial B-N designation.

ALTERNATIVES:

1. Approve the petitioner’s request as presented.
2. Deny the petitioner’s request.
3. Deny the petitioner’s request and request an alternative classification.

POLICY ANALYSIS:

The proposed zoning is broadly incompatible with the broader neighborhood context. While the western side of White Bluff Road has seen a range of commercial and multifamily residential development, the eastern side remains almost exclusively residential with community institutions such as schools and churches. The width of the arterial street with its tree-lined median and intensity of traffic provides ample separation between these two predominant patterns of use.

Between the Vernon River Canal and the Truman Parkway (1.2 miles), a stretch containing the subject property, there is only a single instance of commercial zoning on the east side of White Bluff. This small cluster of shops at the Wilshire Boulevard intersection is zoned B-N, the same designation sought by the petitioner, but it is surrounded by a senior living facility and church properties with less of a possibility for direct impact on nearby residences. The Wilshire Boulevard site also benefits from a dedicated traffic light, which is not present at the subject property and is unlikely to be installed in the foreseeable future.

Rezoning, especially conversions from residential to commercial use, must be considered with the full scope of new permitted uses in mind. The neighborhood business designation (B-N) allows a broad range of activities with potential to adversely impact adjacent residences,

including gas stations, car washes and dry cleaners (see **table 3**). Furthermore, B-N development standards only require a 10-foot side yard and 25-foot rear yard setback from adjacent residential districts, meaning that such uses could be very close to adjacent single-family homes.

As the proposed zoning designation is incompatible with the future land use map, there should be a strong rationale for such a dramatic shift in land use, which staff finds lacking in this case. Although the property fronts a minor arterial road, the current single-family residential zoning does not represent an undue constraint. The lots in question are 200 feet deep and extensively wooded, which could provide ample screening for future homes; there is an existing single-family residence fronting White Bluff immediately to the north of the subject site.

RECOMMENDATION:

Staff recommends **denial** of the request to rezone the three subject parcels located at 10602 White Bluff Road (PINs 2-0587-01-003; 2-0587-01-004; and 2-0587-01-005) from the R-6 zoning classification to the B-N zoning classification.

**Table 1: Development Standards
R-6 and B-N**

	R-6 (Existing)	B-N (Proposed)
Min. Lot Area	6,000 sq. ft.	N/A
Min. Lot Width	60 ft.	N/A
Front Yard Setback	70 ft. (secondary arterial)	40 ft. (secondary arterial)
Min. Side Yard Setback	5 ft.	10 ft. (when adj. to R district)
Min. Rear Yard Setback	25 ft.	25 ft. (when adj. to R district)
Max. Height	50 ft.	35 ft.
Max. Bldg. Coverage	30%	N/A
Max. Density	N/A	N/A

Table 2: Uses Permitted in the R-6 (One-Family Residential) District	
X = Allowed By-right B = Allowed with Zoning Board of Appeals Approval B1 = When 10 acres or less, requires Zoning Board of Appeals Approval	
Use	How Permitted
Residential Types:	
(1) One-family dwelling:	
a. Detached	X
Religious Facilities:	
(15) Church and other places of worship	B1
(15a) Temporary use	X
c. The use of public facilities or public parks for carnivals, rodeos, horse shows, shooting or athletic events, community fairs, or other events of public interest	X
(16) Convent or monastery	B1
Health and Welfare:	
(18) Eleemosynary or philanthropic institutions	B1
(18n) Family adult day care center	X
(18p) Family personal care home for the handicapped (six or fewer persons)	X
Education:	
(20) School, public or private (K-12)	B
(22a) Day nurseries and kindergartens	B
(22b) Child care center	B
Community Facilities:	
(23) Public use	B
(27) Public utilities	X
Recreation and Social:	
(30) Golf course	B
(32a) Private or residential community boat dock or pier	X
(38) Agriculture personal	X
Retail Sales and Services:	
(48) Administrative office for city-sponsored neighborhood housing service district	X
(52) Home occupation	X
(53) Accessory use	X
(53a) Satellite dish	X
Sign:	
(54) Sign, incidental	X
(55c) Announcement sign	(See section 8-3112 or

	Special Sign Districts provisions)
(55d) Portable sign	(See section 8- 3112 or Special Sign Districts provisions)
(56a) Sign, bus stop benches	X

Table 3: Uses Permitted in the B-N (Neighborhood Business) District <i>(Use Conditions Not Included)</i>	
X = Allowed By-right B = Allowed with Zoning Board of Appeal Approval	
Use	How Permitted
10. Caretaker quarters	X
13. Incidental or accessory uses and buildings	X
14. Public uses	X
16. Churches and other places of worship	X
20. Nursery schools, kindergartens	X
20a. Child care center	X
20b. Adult day care center	X
20c. Women's Shelter	X
21. School, public or private (K-12)	X
26. Cultural facilities	X
27. Club or lodge	X
28. Public utility facilities, such as distribution lines, and transmission lines, and railroad tracks	X
29. Telephone exchange, gas and electrical regulator stations	X
29a. Telephone service center	B
30. Private sewage treatment facility	X
32. Agriculture - personal	X
33. Agricultural produce stands	X
34. Greenhouse and plant nursery	X
35. Shrubbery sales	X
36. Reserved.	X
37. Signs, incidental	X
38. Signs, principal use	X
38a. Signs, announcement	X
39. Signs, separate use	X
50. Restaurants which serve alcoholic beverages, malt beer, or wine by the drink.	B
50a. Restaurants which do not serve alcoholic beverages by the drink	X
51. Drive-in restaurants; provided such use may serve alcoholic beverages in conjunction with a meal	B
52. Specialty shops	X
52a. Carpet display and sales	X
53. Automobile service station, including automobile washeteria	X
60. Amusement or recreational activities carried on wholly within a building	X
60a. Teaching of dancing and studios for music, voice, and instruments	X
61. Food and drug stores	X
61a. Sale of beer and wine by package when incidental to other principal retail uses	X
61b. Sale of gasoline or diesel fuel as a principal or secondary use	X

Table 3: Uses Permitted in the B-N (Neighborhood Business) District <i>(Use Conditions Not Included)</i> X = Allowed By-right B = Allowed with Zoning Board of Appeal Approval	
Use	How Permitted
61c. Cocktail lounges, nightclubs, taverns and package stores	B
62. Personal service shops	X
63. Clothing store and dry goods	X
64. Home furnishings and hardware	X
64a. Interior decorating	X
65. Department store	X
66. Banks and offices	X
68. Neighborhood dry-cleaning plants	X
70. Automobile parking lot or parking garage (may include gasoline pumps except within the B-N-1 district.)	X
71. Medical, dental, optical, or environmental laboratories	X
72. Radio or television studio	X
73. Telegraph or messenger service	X
74. Photography studio	X
78. Taxi stand	X
80. Coin machines other than laundry machines	X
82. Printing or letter shop	X
84a. Marine engine and boat repair shops, minor	X
87. Retail automobile parts and tie stores	X
95a. Animal hospital, veterinary clinic, or animal boarding place	B
101. Retail sale of building, heating, plumbing, electrical, and related supplies and materials	X
105a. Feed and seed retail sales	X
107b. Self-storage mini-warehouse	X
114. Other use	X
116. Heliport/helistop	B
117. Air curtain destructors, temporary	X