



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: MARCH 12, 2019

TO: THE MAYOR AND ALDERMEN OF THE CITY OF SAVANNAH

FROM: METROPOLITAN PLANNING COMMISSION

SUBJECT: MPC RECOMMENDATION

PETITION REFERENCED:

Petition to Rezone Property

Teresa Coleman, Petitioner

Barry L. Coleman, Owner

3811 and 3813 Bull Street

Aldermanic District: 5, Dr. Estella Shabazz County Commission District: 5,

Tabitha Odell Property Identification Number: 2-0093-10-016

File No. 18-006285-ZA

MPC ACTION:

Deny of the request to rezone the subject property from the B-G-1 district to the R-I-P district.

MPC STAFF RECOMMENDATION:

Approval of the request to rezone the subject property from the B-G-1 district to the R-I-P district.

MEMBERS PRESENT: 13 + Chairman

Joseph Ervin, Chairman
Thomas Branch
Travis Coles
Ellis Cook
Karen Jarrett
Roberto Hernandez
Lacy Manigault
Tanya Milton
Wayne Noha
Eula Parker
Lee Smith

Linder Suthers
Joseph Welch
Tom Woiwode

PLANNING COMMISSION VOTE: Deny Staff Recommendation (9-5)

APPROVAL Votes: 9	DENIAL Votes: 5	ABSENT
Branch Coles Cook Jarrett Hernandez Manigault Milton Suthers Woiwode	Ervin Noha Parker Smith Welch	

Respectfully submitted,



Melanie Wilson
Executive Director

/jh

Enclosure

cc Mark Massey, Clerk of Council
Lester B. Johnson, Assistant City Attorney
Jennifer Herman, Assistant City Attorney
Beth Barnes, Department of Inspections





Chatham County - Savannah Metropolitan Planning Commission

March 12, 2019 Regular MPC Meeting

Title

REZONING MAP AMENDMENT | 3811 and 3813 Bull Street | B-G-1 (General Business, Transition) to R-I-P (Residential Institutional Professional) | File no. 18-006285-ZA

Description

A request to rezone two parcels totaling 0.234 acres at 3811 and 3813 Bull Street north of the intersection with West 56th Street from BG-1 (General Business, Transition) to R-I-P (Residential-Institutional-Professional).

Recommendation

Staff recommends **approval** of the request to rezone the subject properties from the B-G-1 district to the R-I-P district.

Contact

Financial Impact

Review Comments

Attachments

📎 [MAPS_COMBINED.pdf](#)

📎 [Staff-Report-18-006285-ZA-MAP_updated.pdf](#)

📎 [Mitchell_materials.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 Aldermen of the City of Savannah

FROM: The Planning Commission

DATE: March 12, 2019

SUBJECT: Petition to Rezone Property
Teresa Coleman, Petitioner
Barry L. Coleman, Owner
3811 and 3813 Bull Street
Aldermanic District: 5, Dr. Estella Shabazz
County Commission District: 5, Tabitha Odell
Property Identification Numbers: 2-0093-10-016; -018
File No. 18-006285-ZA

REPORT STATUS: MPC Recommendation

Issue:

A request to rezone 2 parcels totaling 0.234-acres at 3811 and 3813 Bull Street, north of the intersection with West 56th Street from BG-1 (General Business, Transition) to R-I-P (Residential-Institutional-Professional).

Background:

Teresa Coleman, the petitioner, first applied to rezone the subject properties for the December 2018 MPC meeting. Upon learning that she lacked documentation to demonstrate that she could act as the legal agent for the property owner—her son—MPC staff continued the application to the subsequent meeting. Ms. Coleman subsequently provided this documentation and the Planning Commission heard the case at the January 8th meeting, recommending approval of the rezoning request.

At the City Council hearing on February 14th, adjacent property owners informed Council that the required public notice sign had not been modified to reflect the adjusted MPC hearing date and cited a lack of public notice for Council hearing. City Council elected to remand the matter back to the MPC for a re-hearing. New notices were sent to nearby property owners and the sign was modified to reflect the new MPC meeting time, scheduled for March 12th, 2019.

Properties:

The properties in question are two adjacent parcels totaling 0.234 acres, together measuring 98 by 105 feet. They are presently occupied by two multifamily residential buildings. This use is nonconforming under the current BG-1 zoning, which prohibits residential uses of any kind.

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 on November 21, 2018. Public notice was also posted in various locations around the site. After City Council remanded the matter to the MPC, an additional, corrected public notice was sent to neighboring property owners on February 22, 2019. The sign was also updated to reflect the new meeting date.

Both the initial and subsequent public notices indicated that only parcel 2-0093-10-016 was under consideration for rezoning. This parcel ID originally referred to the entire property but following a subdivision in late 2018 an additional parcel with a PIN ending in -018 was split from the southern portion of the property. The boundaries indicated on the parcel map were not immediately updated to reflect this change, so notices still indicated the single PIN. However, the maps and addresses included in public notices consistently referred to the entire area of the property under consideration and therefore meet the standards of the Georgia Zoning Procedures Act.

2. **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	Commercial Office	B-G-1
South	Two-Family Residential & Office	B-G-1
East	Church	R-6
West	Single-Family Residential	B-G-1

3. **Existing BG-1 Zoning District:**

- a. **Intent of the BG-1 District:** *“The purpose of this district shall be to*

recognize general business areas which are developed commercially but which, because of their proximity to residential areas, require greater attention to the array of uses permitted in order to ensure that the quality of life in the surrounding area is not degraded, while at the same time protecting the vitality of the commercial area.”

- b. **Allowed Uses:** The permitted uses for the BG-1 district are attached in **Table 1**. These include a wide range of automobile uses, retail, offices, and services.
 - c. **Development Standards:** The development standards for the BG-1 zoning district are attached in **Table 3**.
4. **Proposed RIP Zoning District:**
- a. **Proposed Intent of the RIP District:** *“The purpose of this district shall be to create an area in which residential, institutional and professional uses can be intermixed and at the same time achieve a healthful living environment.”*
 - b. **Proposed Uses:** The permitted uses for the RIP district are attached in **Table 2**. These are similar to BG-1 with the exception of residential uses, which are permitted, and restaurant uses, which are prohibited.
 - c. **Proposed Development Standards:** The development standards for the RIP zoning district are attached in **Table 4**.
5. **Land Use Element:** The Chatham County-Savannah Comprehensive Plan Future Land Use Map designates the subject property as “Traditional Commercial.” This classification is defined as *“Business areas in close proximity to downtown or in outlying historically settled areas having development patterns characteristic of the Planned Town, Streetcar, and Early Automobile eras. This category includes residential uses that are compatible with the character of adjacent neighborhoods.”* The proposed zoning district is somewhat inconsistent with the FLUM designation as it is at core a residential classification, but it does permit a range of commercial uses.
6. **Public Services and Facilities:** The property is served by the Savannah Police Department, City of Savannah fire protection and by City of Savannah water and sanitary sewer.
7. **Transportation Network:** The subject property fronts on Bull Street, which is classified as a minor arterial with approximate annual average daily traffic (AADT) of 10,500 vehicles. The property is served by Chatham Area Transit (CAT) route 14, which runs along Abercorn Street with a stop approximately 850 feet to the east. Route 14 is among the most frequent in the city.

SUMMARY OF FINDINGS

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____ No X

As the RIP district is more restrictive than the B-G-1 in permitting fewer and less intense uses, the proposed zoning will not adversely impact the livability or quality of life in the surrounding neighborhood.

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____ No X

See above—the proposed district is more restrictive.

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

See above—the proposed district only permits uses with less potential to generate vehicular traffic.

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

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

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____ No X

The R-I-P district is more restrictive in its development standards and should not adversely impact the improvement or development of adjacent properties.

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

Yes No X

R-I-P is generally consistent with the future land use designation, which is "Traditional Commercial." R-I-P permits a range of commercial and office uses while also allowing a variety of residential forms. The only existing instances of traditional commercial zoning are in Mid-City, where a wider range of commercial activity is allowed, but the districts are otherwise largely consistent.

ALTERNATIVES

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

POLICY ANALYSIS:

The subject property is currently occupied by two multifamily buildings, which are nonconforming under the current BG-1 zoning district. The petitioner is proposing rezoning to a district that would bring the existing buildings into conformance while still permitting many non-residential and commercial uses.

The current BG-1 district containing the subject property extends from 53rd lane to 60th lane and ranges between 2 and 4 lots in width west of Bull Street. Within this area there are several instances of nonconforming residential uses, including on parcels immediately south, west, and northwest of the property in question. With so many residences in a

district that prohibits them, this suggests that different zoning may be justified. The BG-1 district may have been intended to eventually drive out residential uses, but this clearly has not happened in practice.

Compared to BG-1, the proposed R-I-P district permits a much narrower range of non-residential uses. Self-storage, manufacturing, greenhouses, furniture repair, and automotive-related uses would all be prohibited. R-I-P does permit residential uses unlike BG-1, but in virtually all cases these are considered less intense than the commercial uses listed above. As the proposed classification would significantly limit the range of uses that could have adverse impacts on nearby properties, it meets the core criteria for a rezoning. Development standards in the R-I-P district are also more restrictive and hence pose few concerns for traffic generation, utilities, setbacks or scale of construction compared to the existing district.

Under the upcoming zoning ordinance (NewZO), the subject properties along with many adjacent parcels are proposed for a TC-1 (Traditional Commercial) zoning district, which is currently restricted to the Mid-City area. As TC-1 allows multifamily residential and a wide range of commercial uses, this district will be broadly consistent with the proposed R-I-P district. TC-1 does permit additional commercial uses including restaurants, but this does not represent a significant departure from R-I-P, which is eliminated as part of the NewZO effort.

RECOMMENDATION:

The Planning Commission staff recommends **denial** of the request to rezone the subject property from the B-G-1 district to the R-I-P district after considering testimony provided at the March 12th, 2019 meeting.

Table 1:

B-G-1 Zoning District	
List of Uses	Use #
Accessory storage buildings	82a
Accessory uses	90
Ambulance service or rescue squad	42
Animal grooming establishment	25a
Animal hospital, veterinary clinic, animal boarding place or animal grooming salon	25
Automobile parking lot or parking garage	55
Automobile service station (including an automobile washateria)	50
Automobile storage garage	55b
Automobile upholstery shop	53
Banks and offices	37
Bicycle and moped sales and service	52b
Book cover processing	71a
Building contractor and related construction contractors	68
Building supplies and materials	63
Catering services	49b
Child sitting center	20e
Church or other place of worship	11
Clothing stores and dry goods	34
Cold storage and freezer plant	73
Congregate care home for the elderly (over 15 persons)	10g
Congregate care home for the mentally retarded (over 15 persons)	10i
Craft shops	36b
Cultural facilities	19
Department stores	39
Electrical repair and similar repair	61
Eleemosynary or philanthropic institution	14
Equipment rental	59a
Food service centers for homeless persons	10i
Food stores and drugstores	32
Fur storage vaults	73a
Furniture repair, including furniture refinishing, refurbishing and upholstery shops	35a
Glass sales and installation	64
Greenhouse and plant nursery	23
Group care home for the abused or mistreated (seven or greater persons)	10e
Group care home for the elderly (seven to 15 persons)	10f
Group care home for the mentally retarded	10h
Home furnishing and hardware	35
Homes for chemically dependent persons	10d
Incidental outdoor storage	82b
Indoor car wash	50a

Janitorial services contractor	38
Laboratory serving professional requirements, dentists, medical, etc	57
Light manufacturing	83
Locksmith, gunsmith, and similar activities	62
Major automobile body repair and paint shops	51
Major automobile mechanical repair, maintenance, service or similar activities	51a
Motorcycle, motor scooter sales and services	52a
Newspaper	69
Personal care home for the handicapped and/or elderly (six or fewer persons)	10p
Personal service schools	47e
Personal service shops	33
Pest control	63b
Photography studio	40
Plant and produce shops	32c
Post secondary schools (College, junior college, university)	46b
Printing or letter shop	70
Public uses	15
Public utility	16
Radio or television broadcasting studio	43a
Restaurant, sit-down or cafeteria, which does not serve alcoholic beverages	48a
Restaurants, fast food or drive-thru	49a
Retail automobile parts and tire store	54
Sale of beer and wine, by the package, when incidental to other principal retail grocery, drug or, variety stores	32b
Self-storage miniwarehouse	75b
Small electric motor repair	61a
Specialty shops	36a
Teaching of music, voice, and dance	47c
Telegraph or messenger service	44
Telephone exchange	18
Tree cutting/pruning contractor	23a
Vocational and technical schools	47
Wholesaling or warehousing	75

Table 2:

RIP Zoning District	
List of Uses	Use #
Accessory dwelling structure	6
Accessory use	53
Administrative office for city-sponsored neighborhood housing service district	48
Adult day care center	18m
Animal hospital, veterinary clinic, animal boarding place, or animal grooming salon	37a
Antique shops	61
Automobile parking lot or parking garage (parking garage may provide gasoline pumps)	46
Banks and offices, office buildings, loan agencies, professional offices, business offices and facilities of a similar nature	47
Bed and breakfast guest unit	12
Bicycle shop	48c
Book and stationery stores, including office supplies and printing businesses	59
Catering services	69
Ceramic studio and shop	64
Child care center	22b
Church and other places of worship	15
Club or lodge	34
Colleges and universities	21
Commercial greenhouses or plant nursery	44
Communication equipment, rental service	64d
Congregate care home for the mentally retarded (over 15 persons)	18i
Congregate personal care home for the elderly (16 or more persons)	18g
Congregate personal care home for the mentally ill (16 or more persons)	18c
Convent or monastery	16
Cultural facilities, art galleries, museums, legitimate theaters, little theaters, libraries and other facilities of a similar nature	60
Customary auxiliary retail sales and services in connection with a hotel, office building or institutional use	51
Day nurseries and kindergartens	22a
Dwelling, one-family	1
Dwelling, two-family	2
Dwellings, multifamily	3
Dwellings, three- and four-family	2b
Eleemosynary or philanthropic institutions	18
Emergency shelters for homeless persons	18j
Family adult day care center	18n
Family personal care home for the elderly six (6) or fewer persons	18q
Family personal care home for the handicapped six (6) or fewer persons	18p
Florist shops	58
Food service centers for homeless persons	18l
Fraternity and sorority houses	10
Funeral homes and crematory	50

Golf course	30
Group care home for the abused or mistreated (seven to 15 persons)	18e
Group care home for the elderly (seven to 15 persons)	18f
Group care home for the mentally retarded (seven to 15 persons)	18h
Group personal care home for the mentally ill (seven to 15 persons)	18b
Heliport, helistop	26a
Home occupation	52
Homes for chemically dependent persons	18d
Hospitals and care homes	17
Hotel, motel, motor lodge	11
Inn	14
Interior decorating business	51a
Laboratories serving professional requirements, medical, dental, optical, and similar uses	47b
Laundry pickup services	63a
Mixed use, nonresidential	48a
Mixed use, residential	48b
Personal service shops	63
Pharmacy	57
Photography studio	62
Post office	57a
Private and parochial schools	22
Public schools	20
Public use	23
Public utilities	27
Radio or television studio	49
Roominghouses and boardinghouses	9
Sanitarium or mental care home	17a
Satellite dish	53a
Secondary use (professional office)	47a
Senior citizen congregate housing	18r
Single-room occupancy residences	18o
Specialty craft shops	64c
Specialty shops	64a
Tailor shop	64b
Teaching of music, voice, and dance	60a
Temporary use	15a
Transitional shelters for homeless persons	18k

Table 3

B-G-1 Zoning District Schedule of Development Standards		
Minimum Lot Area (square feet) for one-family dwellings and nonresidential; per dwelling unit for two-family and multi-family dwellings	-	-
Minimum Lot Width (feet)	-	-
Minimum Front Yard Setback from Center Line of Street Right-of-Way (feet)	Freeway or parkway Major arterial Secondary arterial or rural road Collector street Residential street Access easement	90 50 40 30 30 36
Minimum Side Yard Setback (feet)	-	10 from abutting R district property
Minimum Rear Yard Setback (feet)	-	adjoining R district property's setback
Maximum Height (feet)	-	-
Maximum Building Coverage (percent)	-	-
Maximum Density (units per net acre)	-	-

Table 4

RIP Zoning District Schedule of Development Standards		
Minimum Lot Area (square feet) for one-family dwellings and nonresidential; per dwelling unit for two-family and multi-family dwellings	Residential: 1. Single-family 2. Two-family 3. Multifamily: a. 3-4 dwellings b. 5-6 dwellings c. 7-8 dwellings d. 9 or more dwellings 4. Single-family semidetached 5. Single-family townhouse, attached, row or end-row 6. Accessory dwelling Nonresidential	6,000 3,600 2,500 2,150 2,000 1,900 3,600 1,800 1,800 6,000
Minimum Lot Width (feet)	Residential: 1. Single-family 2. Two-family 3. Multifamily: a. 3-4 dwellings b. 5-6 dwellings c. 7-8 dwellings d. 9 or more dwellings 4. Single-family semidetached 5. Single-family townhouse, attached, row or end-row 6. Accessory dwelling Nonresidential	60 60 60 60 60 60 30 18 18 60
Minimum Front Yard Setback from Center Line of Street Right-of-Way (feet)	Freeway or parkway Major arterial Secondary arterial or rural road Collector street Residential street Access easement	115 85 70 60 50 36
Minimum Side Yard Setback (feet)	Residential: 1. Single-family 2. Two-family 3. Multifamily Nonresidential	5 5 10 10
Minimum Rear Yard Setback (feet)	Residential: 1. Single-family 2. Two-family 3. Multifamily Nonresidential	25 25 25 25
Maximum Height (feet)	Residential: 1. Single-family 2. Two-family 3. Multifamily Nonresidential	- 40 40 50

Maximum Building Coverage (percent)	Residential:	
	1. Single-family	-
	2. Two-family	40
	3. Multifamily	40
	Nonresidential	50
Maximum Density (units per net acre)	-	-