



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: OCTOBER 30, 2018

TO: THE MAYOR AND ALDERMEN OF THE CITY OF SAVANNAH

FROM: METROPOLITAN PLANNING COMMISSION

SUBJECT: MPC RECOMMENDATION

PETITION REFERENCED:

401 Carolan LLC c/o Cardinal Capital Management, Inc. Owner
Joshua Yellin, (Hunter Maclean), Agent
Address: 401 Carolan Street
PIN(s): 2-0021-02-044; -047; -048
Lot Size: 13.78 acres
Aldermanic District:1 (Johnson)
County Commission District: 8 (Ellis)
File No. 18-005515-ZA

MPC ACTION:

Approval of the requested rezoning from RM-25 to P-RM-40 and I-L in conjunction with the site plan, applying the "extraordinary and unusual" provision of Sec. 8-3031(D)(1)(a).

Approval of the requested variances for height and parking (including allowing on street spaces to count toward required parking) **with the condition** that the parking variance apply only to residential uses and that the proposed nonresidential uses meet the required parking.

MPC STAFF RECOMMENDATION:

Approval of the requested rezoning from RM-25 to P-RM-40 and I-L in conjunction with the site plan, applying the "extraordinary and unusual" provision of Sec. 8-3031(D)(1)(a).

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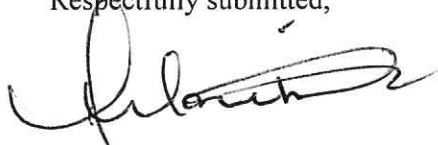
MEMBERS PRESENT: 11 + Chairman

Joseph Ervin, Chairman	Linder Suthers
Travis Coles	Joseph Welch
Ellis Cook	Tom Woiwode
Karen Jarrett	
Lacy Manigault	
Tanya Milton	
Wayne Noha	
Eula Parker	
Lee Smith	

PLANNING COMMISSION VOTE: Approve Staff Recommendation (12-0)

APPROVAL Votes: 12	DENIAL Votes: 0	ABSENT a
Ervin Cook Coles Jarrett Manigault Milton Noha Parker Smith Suthers Woiwode Welch		Branch Hernandez

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

October 30, 2018 Regular MPC Meeting

Title

REZONING MAP AMENDMENT | 401 Carolan Street; Rezone from R-M-25 Multi family residential to P-R-M-40 (Planned Multi family Residential up to 40 Units per acre) and I-L (Light industrial) | MPC File No. 18-005515-ZA

Description

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File No. 18-005515-ZA
Marcus Lotson, MPC Project Planner

Recommendation

Staff recommendation will be provided at the hearing.

Contact

Financial Impact

Review Comments

Attachments

- 📎 [Maps.pdf](#)
- 📎 [Clearview Proposed GDP.pdf](#)
- 📎 [Context Aerials.pdf](#)
- 📎 [Street View.pdf](#)
- 📎 [I-L Development Standards.pdf](#)
- 📎 [Allowed Uses - IL.pdf](#)
- 📎 [R-M Development Standards.pdf](#)
- 📎 [RM- List of Uses.pdf](#)
- 📎 [Staff Report-5515.pdf](#)
- 📎 [Concept 1.pdf](#)
- 📎 [Concept 3.pdf](#)



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FROM: The Planning Commission

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File No. 18-005515-ZA

Marcus Lotson, MPC Project Planner

ISSUE: A request to rezone 13.78 acres between Carolan Street and Cleland Street from an RM-25 (Multifamily residential 25 units per acre) zoning classification to a P-RM-40 (Planned Residential Multi Family up to 40 units per acre) zoning classification and an I-L (Light Industrial) zoning classification applying the “extraordinary and unusual” provision of Sec. 8-3031(D)(1)(a) of the Zoning Ordinance. That provision requires a general development plan/site plan to be submitted and reviewed with the zoning petition.

REQUESTED VARIANCES: In conjunction with the site plan the petitioner is requesting two variances:

Variance 1: A 4 foot height variance from the 40 foot maximum in the RM district. The proposed multifamily residential buildings are 44 feet at the highest point.

Variance 2: A 59 space parking variance for the proposed residential component with the allowance of 76 on street spaces to be counted toward required parking.

BACKGROUND: The subject property is located in the Clearview / Hudson Hill Area neighborhood. The 13.78-acre site is three total parcels bisected by Clearview Avenue. The properties are developed with World War II era duplexes constructed in the 1940’s that have served primarily as rental units since the turn of the century. The wider neighborhood includes a mix single family residential, industrial uses and some commercial.

FACTS AND FINDINGS:

1. **Public Notice:** Mailed notice of the October 30th Planning Commission meeting was sent to all property owners within 300 feet of the subject property and signs were posted on site. The applicant has been engaged with the Hudson Hill Neighborhood Association since the project was in a concept phase and has met with the group on several occasions.
2. **Existing Development Pattern:** The property was developed during a time when it was important to have working class residences in close proximity to major industry. The proximity to the Savannah River and port related industry was clearly a factor in the development of West Savannah in the post war era. Unfortunately, there has been conflict in more recent times between residences and incompatible non residential uses such as warehousing, shipping and manufacturing. The greater Hudson Hill neighborhood consists primarily of single family residential uses with some two family residential uses. Most of the commercial uses are on the perimeter of the neighborhood and abut arterial streets.

The land uses and zoning districts surrounding the subject property include:

<u>Location</u>	<u>Land Use</u>	<u>Zoning</u>
North	Industrial	I-H [1]
East	Industrial	I-L [2]
South	Vacant former residential (FEMA)	RM-25
West	Residential	R-4[3]

[1] = Heavy Industrial

[2] = Light Industrial

[3] = Four family residential

3. **Transportation Network:** The properties are bisected by Clearview Avenue. Clearview Avenue intersects with Carolan Street on the east and Cleland Street to the west. The petitioner has engaged Chatham Area Transit and is proposing a transit stop within the development.
4. **Public Services and Facilities:** The property is served by the Savannah Police Department, City of Savannah Fire and Emergency Services and by City water and sewer services.
5. **Future Land Use Map Classification:** The Comprehensive Plan Future Land Use Map (FLUM), adopted in 2006, designates the subject property as Residential Single Family. It is defined as “areas identified for single family detached residential dwellings at gross densities of five to ten units per acre.” It is unclear why this designation was adopted for this property. It was originally developed as attached residential. It is likely that consideration was given that the parcels would be subdivided into single family lots and

redeveloped.

A more appropriate FLUM classification would be Residential General, which is defined as “Areas with a wide range of residential uses including multifamily dwellings, attached dwellings, small lot single family and mixed use with residential and commercial components...”

6. Existing R-M-25 (Multifamily Residential) Zoning District

The base zoning of the property is R-M. The numeric designation following, indicates the maximum number of residential dwelling units that can be permitted. In addition to the various housing types that are permitted in the district, it also permits places of worship, child care centers and other uses typically found to be compatible with residential.

R-M (Multifamily Residential) District:

- i. ***Intent of the R-M District:*** “The purpose of this district shall be to provide areas for multi-family development and compatible nonresidential development. The Net dwelling unit density for this zone shall be established at the time of rezoning. The density to be established shall be recommended by the Metropolitan Planning Commission but shall be no more than 40 units per acre.”
- ii. ***Development Standards:*** The development standards for the R-M district appear in the attached Table.
- iii. ***Allowed Uses:*** The uses allowed within the district appear in the attached Table.

7. Proposed P-RM-40 (Planned Multifamily Residential – up to 40 units per acre) Zoning District:

The proposed P-RM-40 zoning district has the same intent statement, development standards and allowed uses as the existing zoning. The only difference would be in the maximum number of permitted residential dwelling units.

8. Proposed I-L (Light Industrial) Zoning District:

- i. ***Intent of the I-L District:*** “The purpose of this district shall be to create and protect areas for those industrial uses which do not create excessive noise, odors, smoke and dust and which do not possess other objectionable characteristics which might be detrimental to surrounding neighborhoods or to the other uses permitted in this district.”
- ii. ***Development Standards:*** The development standards for the I-L district appear in the attached Table.

- iii. **Allowed Uses:** The uses allowed within the district appear in the attached Table.

General Development Plan:

The petitioner has provided a General Development Plan (attached) with the proposed layout of buildings, streets, stormwater detention areas, setbacks, buffers and common area. The proposed development consists of 15 townhomes that abut Cleland Street, 307 multifamily residential units internal to the development, and two flex commercial spaces that abut Carolan Street which are 11,500 and 16,100 square feet in size.

The plan does meet the minimum requirements for a GDP with the exception of the variances requested.

Height. The RM district permits a maximum height of 40 feet. The proposed height for the multifamily buildings is 44 feet. The plan, as designed, concentrates the height in the center of the development and is away from existing residences. The proposed two story townhomes on Cleland Street are across the street from compatible residential uses. The flex commercial space on Carolan Street is across the street from industrial uses. Based on these findings staff believes a 4 foot height variance for the multifamily buildings can be justified.

***Parking.** The petitioner is proposing off street parking lots for each of the multifamily buildings, the townhome buildings and the separate flex commercial spaces. The Savannah Zoning Ordinance requires off street parking for each of these uses as follows:

-Multifamily residential

- 1 bedroom 1.5 spaces per unit
- 2 bedroom 1.75 spaces per unit
- 3 bedroom 2 spaces per unit

-Townhomes

- 2 spaces per unit

-Flex

- 1 space per 200 square feet for office and 1 space per 1,000 square feet for warehouse

* In addition, 76 on street parking spaces are proposed. Typically, on street parking cannot be counted toward required parking. In settings such as this, on street is used almost exclusively for residents and guests. Examples of this include the Savannah Gardens and Sustainable Fellwood developments. Staff finds that the Clearview development is similar in nature and can support allowing on street parking to count toward required parking.

The requested variance applies only to the residential portion of the development. The nonresidential portion already meets the parking criteria. When the commercial portion is subtracted, a 59 space variance is remaining for the development. The proposed parking summary is as follows:

PROPOSED PARKING SUMMARY TABLE		
PHASE 1		
	REQUIRED	PROVIDED
PHASE 1 WEST BUILDING LOT	150	118
PHASE 1 EAST BUILDING	129	99
TOTAL	279	217
PHASE 2		
	REQUIRED	PROVIDED
PHASE 2 WEST BUILDING LOT	143	111
PHASE 2 EAST BUILDING	136	95
TOTAL	279	206
COMMERCIAL BUILDINGS		
	REQUIRED	PROVIDED
NORTH COMMERCIAL BUILDING	20	23
SOUTH COMMERCIAL BUILDING	28	28
TOTAL	48	51
PARALLEL SPACES ON CLEARVIEW AVE		
	REQUIRED	PROVIDED
PARALLEL SPACES	0	76
TOTAL	0	76
TOTAL FOR PROJECT	606	550

ADDITIONAL REVIEW CRITERIA:

The following criteria are to be considered for zoning map amendments as required by Zoning Ordinance Sec. 8-3183:

- a. *Will the proposed zoning district permit uses that would create traffic volumes, noise levels, odor, airborne particulate matter, visual blight, reduced light or increase density of development that would adversely impact the livability or quality of life in the surrounding neighborhood.*

Since the majority of the property is proposed to maintain the base zoning, more intense uses would not be permitted, the residential density however is proposed to increase. The portion of the property that the petitioner is requesting be rezoned to Light Industrial is immediately across the street from other light industrial uses and is separated from the proposed residential. Uses permitted in the Light Industrial zoning, per the definition, are intended to ...” create and protect areas for those industrial uses which do not create excessive noise, odors, smoke and dust and which do not possess other objectionable characteristics which might be detrimental to surrounding neighborhoods...”

- b. *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.*

The increase in density and potential for additional commercial spaces is likely to

improve the development pattern and make adjacent properties more desirable.

- c. *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.*

No.

- d. *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.*

It is not anticipated that the resulting traffic volume will create a change that would make existing roadways fall below acceptable levels of service. Bay Street, the major arterial in the area, is in the process of being widened to accommodate anticipated traffic volumes. This widening is not related to the proposed zoning or development plan but will benefit from it.

- e. *Will the proposed zoning district permit uses or scales or 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 a financial burden to the public.*

A change in zoning would not be expected to create a financial burden to the public. This is an urban property and infrastructure is in place already. Any changes, such as drainage improvements, would be the responsibility of the developer.

- f. *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.*

No.

POLICY ANALYSIS:

The proposed rezoning and general development plan would permit a density range and development pattern that is appropriate for the location. There are no residences that abut the northern or southern property line. The western property line abuts a local street and proposes townhomes, a compatible use, at this location. The eastern property line abuts the primary access (Carolan Street) to a number of industrial uses and proposes compatible nonresidential uses at this location. The addition of the proposed affordable housing units (income restricted) is a priority for the City of Savannah. The location and access to public transportation and other services is a

valuable asset of this development. The rezoning, if adopted in conjunction with the proposed development plan, should represent a significant improvement in the housing stock on site and a benefit to the community at large as we have seen with similar developments.

ALTERNATIVES:

1. Recommend approval of the P-RM-40 and I-L zoning classification applying the “extraordinary and unusual” provision of Sec. 8-3031(D)(1)(a).
2. Recommend approval of an alternative classification.
3. Recommend denial of the petitioner’s request.

RECOMMENDATION: The Planning Commission recommends **approval** of the requested rezoning from RM-25 to P-RM-40 and I-L in conjunction with the site plan, applying the “extraordinary and unusual” provision of Sec. 8-3031(D)(1)(a).

The Planning Commission also recommends **approval** of the requested variances for height and parking (including allowing on street spaces to count toward required parking) **with the condition** that the parking variance apply only to residential uses and that the proposed nonresidential uses meet the required parking.