



METROPOLITAN PLANNING COMMISSION

"Planning the Future - Respecting the Past"

M E M O R A N D U M

DATE: OCTOBER 29, 2019
TO: THE MAYOR AND ALDERMEN OF THE CITY OF SAVANNAH
FROM: METROPOLITAN PLANNING COMMISSION
SUBJECT: MPC RECOMMENDATION

PETITION REFERENCED:

Petition to Rezone Property
Gordon Development Group LLC, Petitioner
Charles L. Gordon, Owner
317, 319, 321, 323 and 325 East 32nd Street
Aldermanic District: 2, Bill Durrence
County Commission District: 2, James Holmes
Property Identification Number: 20053-33001; 014; 015; 016 and 017
File No. 19-005683-ZA

MPC ACTION:

Approval of the request to rezone the subject properties from the TN-2 district to the TC-1 district.

MPC STAFF RECOMMENDATION:

Approval of the request to rezone the subject properties from the TN-2 district to the TC-1 district.

MEMBERS PRESENT: 12 + Chairman

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

PLANNING COMMISSION VOTE: Approve Staff Recommendation (13-0)

| APPROVAL Votes: 13 | DENIAL Votes: 0 | ABSENT |
|--|----------------------------|---------------|
| Ervin Branch Cook Coles Jarrett Manigault Milton Noha Parker Smith Suthers Woiwode Welch | | Monohan |

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

October 29, 2019 REGULAR MPC MEETING

Title

REZONING MAP AMENDMENT | 317, 319, 321, 323 & 325 East 32nd Street | Rezone from TN-2 to TC-1 | File No. 19-005683

Description

Petition to Rezone Property
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Charles L. Gordon, Owner
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Aldermanic District: 2, Bill Durrence
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Marcus Lotson, MPC Project Planner

Recommendation

RECOMMENDATION:

Staff recommends **approval** of the request to rezone the subject properties from the TN-2 district to the TC-1 district.

Contact

Financial Impact

Review Comments

Attachments

- 📎 [Application.pdf](#)
- 📎 [Maps.pdf](#)
- 📎 [Streetviews.pdf](#)
- 📎 [Staff Report 5683.pdf](#)



METROPOLITAN PLANNING COMMISSION

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TO: The Mayor and Aldermen, City of Savannah

FROM: The Planning Commission

DATE: October 29, 2019

SUBJECT: Petition to Rezone Property
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Marcus Lotson, MPC Project Planner

REPORT STATUS: Initial Report

Issue:

At issue is a request to rezone 5 contiguous parcels on the south side of East 32nd Street between Habersham Street and Lincoln Street from the TN-2 (Traditional Neighborhood) zoning classification to the TC-1 (Traditional Commercial) zoning classification.

Background:

The current zoning was applied to the subject properties when the Mid-City Historic District, now known as the Streetcar Historic District, was established in 2005. The justification for these properties being zoned TN-2 is unknown. It is reasonable to surmise however, in staff's opinion, that because they were undeveloped and of a size not suitable for commercial uses, the TN-2 designation was chosen. In review of historical imagery, including the 1898 Sanborn maps and more recent aerial imagery, it appears these properties have never been developed. One likely reason is that on an individual basis, the lot dimensions are limiting even for single family residential development.

Properties:

The subject properties consist of 5 contiguous parcels comprising approximately 0.125 acres. All are located within the TN-2 zoning district. Individually the lots are approximately 1,100 square feet in size. In comparison, other residentially developed lots in the block average approximately 2,500 square feet in size. Taken as a whole, these properties comprise approximately 100 linear feet of frontage on East 32nd Street and 50

feet of frontage on Habersham Street. Comparatively, the TC-1 zoned property south of the subject parcels has approximately the same dimensions.

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 October 10, 2019. Public notice was also posted on site.
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 | E. 32 nd ST. ROW / Single Family | TN-2 |
| South | Restaurant / Single family | TC-1 / TN-2 |
| East | Habersham St. ROW / Multifamily | TN-2 |
| West | Single-family residential | TN-2 |

3. **Existing TN-2 Zoning District:**
 - a. **Intent of the TN-2 District:** The TN-2 district is intended to ensure the vibrancy of historic residential neighborhoods with traditional development patterns characteristic of Savannah from approximately 1890 to 1930 during the streetcar and early automobile eras. While the district provides for primarily residential uses, it also includes limited nonresidential uses that were historically deemed compatible with the residential character of neighborhoods, including corner stores and mid-block ground floor office uses. The TN-2 district is intended for use only within the Streetcar Historic Overlay District.
 - b. **Allowed Uses:** The permitted uses for the TN-2 district are attached in **Table 1**.
 - c. **Development Standards:** The development standards for the TN-2 district are attached in **Table 2**.
4. **Proposed TC-1 Zoning District:**
 - a. **Intent of the TC-1 District:** The TC-1 district is established to ensure the vibrancy of historic mixed-use neighborhoods with traditional development patterns characteristic of Savannah during the streetcar and early automobile eras. The district provides for commercial areas that are

developed at a mass and scale harmonious with nearby residential neighborhoods.

- b. **Allowed Uses:** The permitted uses for the TC-1 district are attached in **Table 1**.
 - c. **Development Standards:** The development standards for the TC-1 district are attached in **Table 3**.
5. **Land Use Element:** The Chatham County-Savannah Comprehensive Plan Future Land Use Map (FLUM) designates the subject property as “Traditional Neighborhood” which is defined as “residential 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 nonresidential uses that are compatible with the residential character of neighborhoods. “Although both the proposed and existing zoning districts are mixed use, if rezoned, a Traditional Commercial FLUM designation would be more appropriate.
 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 property abuts Habersham Street a north/south arterial supporting approximately 13,000 vehicle trips per day. Chatham Area Transit (CAT) bus route 12 runs along Price Street, one block east of the subject property.

SUMMARY OF FINDINGS

a. Suitability and Community Need

- I. *Whether the range of uses permitted by the proposed zoning district is more suitable than the range of uses that is permitted by the current zoning district.*

The TC-1 district permits a mix of uses that are suitable for lots fronting primary vehicle corridors in the Streetcar neighborhood. The existing TN-2 district permits single-family and multifamily residential uses as well as an array of nonresidential uses. The district allows greater intensity of uses based on whether the property is a corner or interior lot. Corner lots in TN-2, for example, allow many of the same uses as TC-1 such as restaurants, personal services and medical offices.

- II. *Whether the proposed zoning district addresses a specific need in the county or city.*

There is a clear need for small-scale, affordable commercial spaces within the City, but few such spaces are available in the vicinity of the subject property. Based on the lot size,

a neighborhood scale nonresidential building could be constructed on this site. It seems apparent that residential development is unlikely due to the property dimensions.

b. Compatibility

I. Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property;

The proposed zoning district will permit a similar mix of uses offered under the current zoning because it is a corner lot. These are not likely to result in adverse impacts on nearby properties as the neighborhood generally maintains a pattern of nonresidential and residential uses coexisting.

II. Whether the zoning proposal is compatible with the present zoning pattern and conforming uses of nearby property and the character of the surrounding area.

The TC districts are designed to allow commercial areas that are developed at a mass and scale harmonious with nearby residential neighborhoods. The size of the property and the review requirements will not allow a development that is out of character with surrounding properties.

III. Whether there are other existing or changing conditions affecting the use and property which give supporting grounds for either approval or disapproval of the zoning proposal.

The conditions surrounding the subject properties, including the zoning, have not changed in many years. This could be a part of the reason the property has remained undeveloped. A change in zoning to a district more suitable to a corridor is likely to have a positive impact in terms of increasing the developability of the property.

c. Consistency

Whether the zoning proposal is in conformity with the policy and intent of the Comprehensive Plan and other adopted plans, such as a redevelopment plan or small area plan.

In a mixed-use neighborhood, land use boundaries and designations tend to be less defined in actual practice. Because the zoning does not promote homogeny to the extent suburban zoning classifications do, it is more difficult to show conformity to the land use plan.

d. Reasonable Use

Whether the property to be affected by the zoning proposal has a reasonable use as currently zoned.

The subject properties appear to never have been developed. The lack of development, at least since zoning was established, is likely due to the lot dimensions and development standards applied to the property. The recombination of the parcels and the establishment

of a use other than single family residential is now likely the best opportunity for development.

e. Adequate Public Services

Whether adequate school, public safety and emergency facilities, road, ingress and egress, parks, wastewater treatment, water supply and stormwater drainage facilities are available for the uses and densities that are permitted in the proposed zoning district.

The facilities required under the current zoning would not change significantly if the property is rezoned.

f. Proximity to a Military Base, Installation or Airport

In accordance with the O.C.G.A. §36-66-6, when a rezoning is proposed for property located within 3,000 feet of a military base, installation or airport, or within the 3,000-foot Clear Zone and Accident Prevention Zones I and II as prescribed in the definition of an Air Installation Compatible Use Zone that is affiliated with such base.

The subject properties are not within 3,000 feet of a military base or within the other listed zones.

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 Streetcar neighborhood, formerly Mid-City, is a mixed-use neighborhood characterized by commercial and residential uses existing in close proximity to one another. The dimensions of the subject lots are substantially smaller than most of the residential parcels in the vicinity. The subject properties have remained undeveloped, seemingly since the lots of record were established, due to the dimensional shortcomings. The potential for redevelopment, in staff's opinion, lies in combining the parcels. Although this potential combination of lots would permit residential, as a corner lot on Habersham Street, mixed use or nonresidential uses are appropriate as allowed under the proposed zoning.

RECOMMENDATION:

The Planning Commission recommends **approval** of the request to rezone the subject properties from the TN-2 district to the TC-1 district.

Table 1: Use Comparison, TN-2 & TC-1 (conditions may apply)

| Use | TN-2 corner | TC-1 |
|--|----------------|------|
| | | |
| Single-family detached | ✓ | ✓ |
| Single-family attached | ✓ | ✓ |
| Two-family | ✓ | ✓ |
| Three-family / Four family | ✓ | ✓ |
| Townhouse | ✓ | ✓ |
| Stacked townhouse | ✓ | ✓ |
| Apartment | ✓ | ✓ |
| Upper story residential | | ✓ |
| Child caring institution | | ✓ |
| Dormitory/student housing | ✓ | ✓ |
| Fraternity/sorority house | | ✓ |
| Monastery/convent | | L |
| Rooming house | | ✓ |
| Single room occupancy | | ✓ |
| Agriculture, personal | ✓ | ✓ |
| Community Garden | ✓ | ✓ |
| Park, general | ✓ | ✓ |
| Library/community center | ✓ | ✓ |
| Museum | ✓ | ✓ |
| Post office | | ✓ |
| Police/fire station or substation | | ✓ |
| Emergency Medical Services (EMS) substation/ Ambulance Service | | ✓ |
| Shelter, emergency | | ✓ |
| Shelter, transitional | | ✓ |
| Soup kitchen | | ✓ |
| Child/adult day care home | | ✓ |
| Child/adult day care center | | S |
| Child/adult care home, 24 hour | | ✓ |
| Child/adult care center, 24 hour | | ✓ |
| College, university, seminary | | ✓ |
| Educational building used by a college, university or seminary | | |

| | | |
|--|---|---|
| School, public or private (K-12) | | ✓ |
| School, trade, vocational or business | | ✓ |
| All places of worship | ✓ | ✓ |
| Private club/Lodge | | ✓ |
| Correctional transition facility | | ✓ |
| Hospice | | ✓ |
| Nursing home | ✓ | ✓ |
| Assisted living facility | | ✓ |
| Personal care home, registered | | ✓ |
| Personal care home, family | | ✓ |
| Personal care home, group | | ✓ |
| Substance recovery facility | | ✓ |
| Office, general | | ✓ |
| Office, medical | | ✓ |
| Office, utility/contractor | | ✓ |
| Studio/multimedia production facility | | ✓ |
| Indoor amusement | | ✓ |
| Indoor sports facility | | ✓ |
| Teen Club | | ✓ |
| Theater/cinema/ | | ✓ |
| Retail, general | ✓ | ✓ |
| Art/photo studio; gallery | ✓ | ✓ |
| Convenience store | | ✓ |
| Fuel/gas station | | ✓ |
| Food-oriented retail | ✓ | ✓ |
| Pharmacy | ✓ | ✓ |
| Services, general | ✓ | ✓ |
| Animal services, indoor | | ✓ |
| Bank | | ✓ |
| Body art services | | ✓ |
| Business support services | ✓ | ✓ |
| Catering establishment | ✓ | ✓ |
| Hall, banquet or reception | | ✓ |
| Instructional studio or classroom | | ✓ |
| Laundromat; | | ✓ |
| Dry Cleaner/Laundry, Neighborhood | | ✓ |
| Personal service shop | ✓ | ✓ |
| Psychic; palmist; medium; fortune teller | ✓ | ✓ |

| | | |
|---|---|---|
| Repair-oriented services | | ✓ |
| Distillery, craft, | | ✓ |
| Bar; tavern | | ✓ |
| Restaurant | ✓ | ✓ |
| Retail consumption dealer (on premise consumption of alcohol) | ✓ | ✓ |
| Ancillary retail dealer (off-premise consumption of alcohol) | | |
| Package store (not including wine specialty shops) | | ✓ |
| Wine Specialty Shop (not including package stores) | | ✓ |
| Winery; Meadery; Cidery | | ✓ |
| Brewery, Micro | | ✓ |
| Bed and Breakfast Homestay | ✓ | ✓ |
| Bed and breakfast | ✓ | ✓ |
| Inn | ✓ | ✓ |
| Hotel/motel, 16-74 rooms | | ✓ |
| Short-term vacation rental | | ✓ |
| Vehicle service, minor | | ✓ |
| Vehicle wash, full or self-service | | ✓ |
| Artisan/Craft | ✓ | ✓ |
| Parking facility | ✓ | ✓ |
| Utilities, major | ✓ | ✓ |
| Utilities, minor | ✓ | ✓ |

Table 2 Development Standards TN-2

| Standards | TN-1 | TN-2 | TN-3 |
|--|---|------------------------------------|--------------------------------|
| Lot Dimensions (min) | | | |
| Single-Family Detached | | | |
| Lot area (sq ft) | 2,100 | 3,000 | -- |
| Lot width (ft) | 30 | 30 | -- |
| Single-Family Attached | | | |
| Lot area per unit (sq ft) | 1,375 | 1,750 | -- |
| Lot width per unit (ft) | 25 | 20 | -- |
| Two-Family (side-by-side) | | | |
| Lot area per unit (sq ft) | 1,375 | 1,750 | -- |
| Lot width per unit (ft) | 25 | 20 | -- |
| Two-Family (over-under) | | | |
| Lot area per unit (sq ft) | 1,050 | 1,750 | -- |
| Lot width (ft) | 30 | 30 | -- |
| Three-Four Family and Apartments | | | |
| Lot area per unit (sq ft) | 1,050 | 1,750 | -- |
| Lot width (ft) | 30 | 30 | -- |
| Townhomes | | | |
| Lot area per unit (sq ft) | 1,050 | 1,750 | -- |
| Lot width per unit (ft) | 18 | 18 | -- |
| Upper Story Residential | | | |
| Lot area per unit (sq ft) | No min. | No min. | No min. |
| Lot width per unit (ft) | No min. | No min. | No min. |
| Nonresidential | | | |
| Lot area (sq ft) | -- | -- | -- |
| Lot width (ft) | 20 | 20 | 20 |
| Building | | | |
| Building Coverage (max) | 60% | 60% | 60% |
| Building Frontage (min) | 70% | 70% | 70% |
| Nonresidential building footprint (max sq ft) | 2,500 | 2,500 [1] | 2,500 |
| Building Setbacks (ft) | | | |
| For blocks without contributing structures* | | | |
| Front yard (interior lot) | 0 (min); 10 (max) | 5 (min); 10 (max) | 0 (min); 5 (max) |
| Front yard (corner lot) | 0 (min); 10 (max) | 5 (max) | 0 (min); 5 (max) |
| Side yard (interior) | 3 (min) | 3 (min) | 3 (min) |
| Side yard (corner) | 5 (max) | 5 (max) | 5 (max) |
| Rear yard [2] | 30 (min) | 20 (min) | 20 (min) |
| For blocks with contributing structures* | | | |
| Front yard | Avg of block face | Avg of block face | Avg of block face |
| Side yard (interior) | 3 (min) | 3 (min) | 3 (min) |
| Side yard (corner) | Avg of block face | Avg of block face | Avg of block face |
| Rear yard [2] | 30 (min) | 20 (min) | 20 (min) |
| Building separation | See Fire Code | See Fire Code | See Fire Code |
| Height (max) | Avg of block face, not to exceed 40 ft. 40 ft if no contributing buildings on block | 3 stories, not to exceed 45 ft [1] | 2 stories, not to exceed 30 ft |
| Accessory Structure Setbacks | See Sec. 8.7 | See Sec. 8.7 | See Sec. 8.7 |

Table 3: Development Standards TC-2

| Standards | TC-1 | TC-2 |
|---|-----------------------|-----------------------|
| Lot Dimensions (min) | | |
| Single-Family Detached | | |
| Lot area (sq ft) | 3,000 | 3,000 |
| Lot width (ft) | 30 | 30 |
| Single-Family attached & Two-Family (side-by-side) | | |
| Lot area per unit (sq ft) | 1,450 | 1,200 |
| Lot width per unit (ft) | 18 | 18 |
| Two-Family (over-under) | | |
| Lot area per unit (sq ft) | 1,500 | 1,500 |
| Lot width (ft) | 30 | 30 |
| Three- & Four-Family | | |
| Lot area per unit (sq ft) | 1,450 | 1,200 |
| Lot width (ft) | 30 | 30 |
| Townhomes | | |
| Lot area per unit (sq ft) | 1,450 | 1,200 |
| Lot width per unit (ft) | 18 | 18 |
| Upper Story Residential | | |
| Lot area per unit (sq ft) | No min. | No min. |
| Lot width per unit (ft) | No min. | No min. |
| Apartments | | |
| Lot area per unit (sq ft) | 435 | 435 |
| Lot width (ft) | 30 | 30 |
| Nonresidential | | |
| Lot area (sq ft) | -- | -- |
| Lot width (ft) | 20 | 20 |
| Building | | |
| Building Coverage (max) | -- | -- |
| Building Frontage (min) | 70% | 70% |
| Building Footprint (max sq ft) [1] | 5,500 | 10,000 |
| Building Setbacks (ft) | | |
| For blocks without contributing structures* | | |
| Front yard | 5 (max) | 5 (max) |
| Side yard (interior) [2] | 10 (min) | 10 (min) |
| Side yard (corner) | 5 (max) | 5 (max) |
| Rear yard | 10 (min) | 10 (min) |
| For blocks with contributing structures* | | |
| Front yard | Avg of block face | Avg of block face |
| Side yard (interior) [2] | 10 (min) | 10 (min) |
| Side yard (corner) | Avg of block face | Avg of block face |
| Rear yard | 10 (min) | 10 (min) |
| Building separation | See Fire Code | See Fire Code |
| Height (max) [1] | 3 stories up to 45 ft | 3 stories up to 45 ft |
| Accessory Structure Setback | See Sec. 8.7 | See Sec. 8.7 |