

URBAN RENEWAL PLAN  
for the  
BROUGHTON STREET REDEVELOPMENT PROJECT

A workable program for utilizing private and public resources  
as specified under Title 36, Chapter 61, Urban Redevelopment  
Law, Code of Georgia

City of Savannah, Georgia

May, 1986

City of Savannah, Georgia

Mayor

John P. Rousakis

Aldermen

Leo Center  
H. C. Morrison  
Brooks Stillwell  
Floyd Adams, Jr.

Walter Corish, Jr.  
Robert Robinson  
Otis Johnson  
George Zettler

City Manager

Arthur A. Mendonsa

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## INTRODUCTION

Under Title 36, Chapter 61, Urban Redevelopment Law, of the Code of Georgia, the City of Savannah may designate an urban redevelopment area where there exists an area

"...in which there is a predominance of buildings, or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age, or obsolescence;...existence of conditions which endanger life or property by fire or other causes;...by reason of the presence of a substantial number of slum, deteriorated, or deteriorating structures; deterioration of site or other improvements; or any combination of such factors substantially impairs or arrests the sound growth of a municipality or county...or constitutes an economic or social liability..."

The purpose of this document is to submit findings and declare the necessity of designating an urban redevelopment area for the Broughton Street Redevelopment project. The project boundaries are the center lines of the following streets:

- o North - Congress Street
- o South - State Street
- o East - East Broad Street
- o West - West Broad Street

Further, this document presents a plan for redevelopment improvements and rehabilitation to be carried out in the urban redevelopment area and the plan's relationship to defined local objectives.

## GOALS, OBJECTIVES AND STRATEGY

The goal of the City of Savannah in the redevelopment of the Broughton Street area is:

"to designate the Broughton Street Redevelopment Area as an 'urban redevelopment area', under Chapter 61, Urban Redevelopment Law, of the Code of Georgia, Annotated, and to afford private enterprise the maximum opportunity, consistent with the sound needs of the community, to rehabilitate or redevelop the project area."

Urban Partners has completed the Market Study and Redevelopment Plan for Broughton Street. The comprehensive analysis and redevelopment plan has been presented to and endorsed by the Broughton Street Task Force.

Findings of the market study indicate that Broughton Street is not capturing its potential fair share of retail sales and, further, has been steadily losing market share since construction of the Oglethorpe Mall. Broughton Street's potential fair share of retail sales is \$104 million as opposed to the actual sales of \$35 million. The study suggest that retail sales could be increased not only by drawing new shoppers from the city as a whole but by capturing a greater portion and range of expenditures from downtown workers and residents of the low and moderate income areas around downtown.

Although Broughton Street would not achieve 100% of the fair share projection, the analysis does suggest that there are potential opportunities to increase retail sales. The market survey also confirms the merchants' opinion that, if Broughton Street is to generate increased sales, it is necessary to enrich the variety of merchandise offerings. New stores whose merchandise fills existing gaps in the retail market need to be attracted to the street. These new stores should be those with the greatest potential of capturing new customers.

To increase Broughton Street's ability to capture more retail sales, the City of Savannah is committed to these objectives:

- o assist in the redevelopment of the Broughton Street area through low interest loans for site acquisition/improvements to private enterprise,
- o allocate City resources for capital improvement projects for streetscape, facade or other physical improvements that will enhance the success of the Broughton Street Redevelopment Area, and

- o prepare a "workable" urban redevelopment plan as provided by Georgia Urban Redevelopment Law that will grant the City of Savannah certain urban redevelopment powers of acquisition, leasing and financing.

A redevelopment strategy has been prepared to implement the City of Savannah's goals and objectives for the Broughton Redevelopment Project. The City of Savannah will use the following activities to accomplish its goals and objectives in the urban redevelopment area:

- o Redevelopment of Major Buildings
- o Facade Rennovations
- o Street Lighting Improvements
- o Tree Replacement
- o Establishment of a Management Organization

SUMMARY OF CURRENT CONDITIONS, NEEDS AND  
PROBLEM IDENTIFICATION

Land Use and Zoning

The Broughton Street redevelopment area contains the traditional land use pattern found in the downtown commercial area of most cities. A concentration of governmental agencies, financial institutions, office complexes, service industries, cultural amenities and retail establishments dominate the area. Graphically, this is shown in Illustration A, Existing Land Use and Zoning, Broughton Street Redevelopment Area.

A majority of the retail establishments in the redevelopment area front along both sides of Broughton Street. Along the eastern end of Broughton Street are residential land uses, generally of medium density.

Zoning for the redevelopment area includes three classifications of districts: Central-Business (BC-1), General-Business (B-G), and Residential, Medium Density (RIP-A). Specific allowable uses by zoning district are presented in the appendix.

The Central-Business district accounts for two-thirds, or 67%, of the redevelopment area, while General-Business and Residential, Medium Density represent 5% and 28%, respectively. Approximately 95% of the existing land use is compatible with the zoning ordinance. The exceptions are on the eastern end of the Broughton Street redevelopment area as shown in Illustration A. There are some commercial establishments in the Residential, Medium Density district. This area is in transition with the newest development having a residential character.

The historic nature of the area is important. The entire redevelopment area is included in the Historic District Zoning Ordinance. In effect, a second layer of land development regulations is utilized to enhance the quality of change. The Historic District zoning regulations are presented in the appendix.

The Historic District regulations preserve and protect the historic or architecturally worthy buildings, structures, sites, monuments, streetscapes, squares and neighborhoods of the historic areas. The regulations for both the zoning districts and the Historic Zone shall

apply. Whenever there is conflict between the regulations of the zoning district and the regulations of the Historic Zone, the more restrictive shall prevail.

Specific administrative procedures, allowable uses and historic preservation considerations are in the Zoning Ordinance for the City of Savannah, Georgia.

#### Sidewalks

There are 24 sidewalk segments in the redevelopment area, all of which are in excellent condition. Sidewalk conditions are monitored on a monthly basis by the City of Savannah, and problems are reported to appropriate City departments.

#### Environment Conditions/Public Services

No environmental or public service problems exist within the project area. A review of the environmental conditions and provision of public services is described below.

- o Storm Drainage - No flooding runoff or standing water problems occur within the project area during or after heavy rainfall. Storm water is discharged through removable grates and proper maintenance is performed by the City of Savannah's Facilities Maintenance Bureau.
- o Electric Power - Adequately provided by Savannah Electric and Power.
- o Natural Gas - Service is maintained by the Savannah/Atlanta Gas Company.
- o Water Supply - Delivered by the City of Savannah's Water Department.
- o Sanitary Sewers - These adequately serve the project area and are maintained by the City of Savannah.
- o Street Lighting - Street lighting along Broughton Street from Lincoln Street to Montgomery Street is provided by the City of Savannah. Lighting from



Lincoln to East Broad Street and Montgomery to West Broad Street, as well as lighting on the inner collectors streets and arteries, is provided by Savannah Electric and Power Company (SEPCO). Lighting conditions are monitored semi-monthly by the City of Savannah, and problems are reported to SEPCO and the City's Traffic Engineering Department. There have been no extensive SEPCO-maintained light outages in the area; however, there have been periodic outages of the Broughton Street ornamental lights maintained by the City of Savannah. The City is undertaking a lighting survey to determine if the lighting level in the area is adequate.

### Traffic Control

The Broughton Street redevelopment site is comprised of a 12-block area, bounded on the east and west by two major north-south arteries and on the north and south by east-west collector streets. Congress Street, the northern boundary, and the southern boundary, State Street, are approximately 25 feet wide. These streets, along with inner north-south collector streets, accommodate traffic flowing from major downtown arteries. The eastern boundary of the redevelopment area is East Broad Street which is a four-lane artery approximately 48 feet wide. West Broad Street, the western boundary, is approximately 72 feet wide and accommodates six lanes of north-south traffic.

### Parking

According to parking space and curb surveys conducted by the Metropolitan Planning Commission (MPC) and the City's Traffic Engineering Department, there are approximately 140 unregulated and 40 regulated parking spaces within the redevelopment area. It is estimated that approximately 24 parking spaces will be gained upon the completion of the Downtown Transit Loop system which began operation on March 31, 1986.

The City is also constructing a 470-space parking garage at Drayton and State Streets, in the southeastern portion of the redevelopment area. Plans are also underway for another parking garage immediately southwest of the area, as well as the addition of approximately 133 parking spaces to the Park and Shop Garage located north of the redevelopment site. Through comprehensive management and new construction, the City projects the addition of approximately 1,100 parking spaces in and around the Broughton Street Redevelopment Area.

## Architectural and Historical Significance

Broughton Street and the surrounding project area were laid out by James Oglethorpe as a part of the original town plan. Broughton Street was named after Lord Broughton, a patron of the Georgia colony. The street appears to have started as a residential street and gradually shifted to commercial uses during the first half of the nineteenth century. Its major growth, however, occurred during the second half of the nineteenth century. Most of the existing buildings date from the Victorian period, 1850-1910. By the first half of the twentieth century, Broughton Street was the undisputed commercial center of Savannah, a typical bustling American "main street". This century has seen relatively little new construction on Broughton Street or in the greater project area. During the 1920's, some shops were modernized in the Art Moderne style. The depression and World War II limited commercial construction. After the war, Broughton Street went into decline. A major effort was made to modernize facades during the 1950's. The limited 20th century in-fill construction includes the county courthouse complex at Broughton and West Broad Streets, the Trust Company Bank complex and the former J.C. Penney building at Broughton and Bull Streets, the Great Southern Federal bank building at Broughton and Drayton Streets and the Maas Brothers building at Broughton and Abercorn Streets.

Although predominately commercial in use, Broughton Street can be divided into smaller special use areas. Historically, the heart of the commercial district has been around Broughton and Bull Streets. As one moves east or west from this sub-area, the buildings become generally smaller and have less architectural details. The east end of the project area has remained largely residential and, consequently, suffered fewer architectural modifications. The appearance of the west end is dominated by the county courthouse complex.

Today the project area presents a mixed appearance with details from architectural styles spanning a 120 year period. Consequently, Broughton Street and its environs cannot be "restored" to any one era. Rehabilitation work must respect the mixture which has evolved through time and use. The architectural and historic significance of the area lies in this vibrant mixture which reflects the past and on-going life and use of the area.

## Structural Conditions and Deficiencies

There are presently two hundred and twenty-five (225) structures within the defined Broughton Street Redevelopment Area. Each structure was graded using the condition standards as outlined in

Table I, Structural Condition Standards, Broughton Street Redevelopment. This evaluation process was accomplished through a "windshield survey" rather than a more detailed and costly engineering or architectural approach. The survey is presented in Illustration B, Existing Structural Conditions, Broughton Street Redevelopment Area. Structurally speaking, a majority, seventy percent of the buildings are in standard condition. Twenty-seven percent have minor problems and the remaining three percent have moderate problems. Such findings appear to be contradictory to what would be expected for an area designated for redevelopment; however, other conditions contribute to the area's blighted circumstance.

A significant number of structures remain vacant or underutilized; Broughton Street stores are continuing to go out of business or to relocate to other shopping areas. An inventory of vacant buildings is included in the appendix, Illustration C. Individually, as in the old J. C. Penney building, and collectively, this situation indicates a blighted economic condition. This economic blight has a severe impact on the commercial viability of the street. This is particularly true of large buildings such as the Penney's or Hogan building because each one encompasses a half-block. Consequently, the street appears abandoned and is unattractive to potential businesses.

While the commercial structures are generally in good physical condition, the facades have little identity and give the street an unattended, run-down appearance. This has been documented by the Broughton Street Facade Improvement Study, Bush & Co., Architects. The unattractive and neglected appearance of the buildings discourages shoppers and new business investment, thus contributing to the economic blight of the area.

All together, the beginning physical deterioration, the neglected facades and the extensive vacant space cause the existence and the perception of blight which individual owners and merchants on the street have not been able to overcome.

These three conditions of blight have been combined into an index by which individual buildings were evaluated. The index is as follows:

<u>Physical Blight</u>	<u>Index Score</u>
- General Condition of Building	
Standard	0
Minor Problem	1
Moderate Problem	2
- Facade Condition	
No problem	0
Minor Facade Problems	1
Significant Facade Problems	2

Economic BlightIndex Score

Not Vacant	0
Vacant, under 25,000 sq. ft.	2
Vacant, over 50% of block or over 25,000 sq. ft.	5

Only the target area of Broughton Street, rather than the entire proposed redevelopment area was rated because this area is viewed as the most critical part of the redevelopment district. The ratings may be applied to the remaining area at a later date if needed and if funds become available.

Structures with the highest index scores (4 to 9), located in the Broughton Street Retail shopping district area and, consequently, those that may require public intervention are:

Building IdentificationIndex Score

322 Broughton(formerly Dubouse & Davis)	9
1 E. Broughton(formerly J. C. Penny)	7
226 E. Broughton(formerly Weis Theater)	6.5
204-206 W. Broughton	6
310 W. Broughton(formerly Lovetts)	5.5
113 W. Broughton(formerly H. L. Greens)	5.5
424 W. Broughton	5
321-325 W. Broughton	5
112 E. Broughton	4.5
107-123 E. Broughton(Old Marshall House Hotel)	4
209 W. Broughton	4

Refer to the appendix (Table I-A) for a complete listing of index scores.

Ownership and Assessed Values of Properties

There are 311 parcels of land within the boundaries of the Broughton Street Redevelopment Area. In the appendix, Table I-B, Property Ownership and Assessed Values, Broughton Street Redevelopment Area, identifies each of the parcels by address, owner's name and address, tax value assessment, total appraised value and a brief property description. This information is as of February, 1986. The total appraised value for all properties in the defined area is \$64,607,780; however, it should be noted that the Chatham County Courthouse Complex is included in this figure and represents \$25,848,250. Therefore, when the courthouse is deducted, the appraised value of property in the redevelopment area is \$38,759,530. The total tax assessment value is \$25,844,112 which includes the Courthouse Complex. By removing the courthouse assessment value of \$10,339,300, a more representative value of \$15,504,782 is established for the redevelopment area.

## URBAN REDEVELOPMENT PLAN

### Project Cost

The redevelopment plan proposes revitalization of the project area, with particular emphasis on the commercial structures facing Broughton Street. In support of this purpose, the City of Savannah will undertake a four part strategy. The four areas of emphasis are:

1. improvement of the public physical facilities
2. renovation of building facades
3. improved marketing through joint, organized efforts of the merchants and property owners
4. redevelopment of empty or deteriorated major buildings

The cost of the entire undertaking is substantial, requiring large commitments from both public and private sectors. The City will commit a total of \$1.4 million to undertake the redevelopment activities.

### Financing and Redevelopment Tools

The City of Savannah has developed a package of tools designed to make redevelopment of the project area feasible.

#### Street Lighting Improvements:

To encourage private participation in the redevelopment project and to improve the public's perception of the Broughton Street environs as a viable shopping area, a study of the lighting conditions on Broughton Street will be undertaken by the City. The study will develop criteria and recommendations for lighting improvements. Implementation of the recommendations is scheduled to begin in the fall of 1986 and to be completed by the spring of 1987.

#### Tree Replacement:

Many of the existing street trees either obscure the building facades or are diseased. These trees will be removed and replaced by vegetation with a less dense growth pattern and greater urban adaptability. In addition, deteriorating planter boxes will be removed and replaced with in-ground planting or more durable planter boxes, depending on basement locations.

#### Facade Renovation:

The City of Savannah will provide loans to owners in the project area. Terms and details of the facade improvement loan program will be determined at a later date.

Design Guidelines:

Any physical improvements made to the structures in the project area shall conform to the following guidelines:

- o Historic District & Sign Zoning Ordinances
- o City of Savannah's Broughton Street Facade Restoration Plan
- o Secretary of the Interior's Standards for Rehabilitation

Redevelopment of Major Buildings:

There are three major properties which are recommended for retenancing and redevelopment for retail shopping goods. These are the former J. C. Penney store, the Old Marshall House Hotel on the south side of the 100 block of East Broughton and the Weis Theater Building on the 200 block on the north side of East Broughton. The first two would be renovated and retenanted; the third may require new construction in combination with some renovation and retenancing.

These properties may require a new developer or joint venture developer with existing property owners. The City is prepared to provide gap financing for the redevelopment of these properties, if the necessity is clearly demonstrated by the developers.

Acquisition:

Properties may be selected for acquisition and redevelopment by the City. The criteria of selection are:

- o degree of physical and/or economic blight
- o strategic location of property
- o impact of redevelopment on overall project
- o inability and/or unwillingness of property owners to participate in redevelopment
- o necessity to amass a site large enough for proposed redevelopment.

Properties identified for possible public acquisition are:

- o J. C. Penney Building - 1 East Broughton St.
- o Old Marshall House Hotel Building- 107-110 East Broughton St.
- o Weis Theater Building - 206 East Broughton St.

Other properties may also be acquired if the acquisition is determined to be necessary for the Broughton Street redevelopment project and the above criteria are met.

Management Organization:

In order to carry out the recommended plan, the City recommends the creation of a non-profit corporation which would represent the property owners, tenants and the City. This non-profit development corporation would have the responsibility for carrying out the common operating programs of advertising, promotion, maintenance and security. In addition, the non-profit corporation would be responsible for establishing a common leasing program for all space to be retented.

Land Use Provisions:

Land uses permitted in the redevelopment area are as follows:

Broughton Street

	<u>Preferred</u>	<u>Permitted</u>	<u>Not Allowed</u>
A. Retail District (Lincoln-Whitaker) First Floor	Retail	Retail, restaurants, lobbies for offices or residences above, banks	Office, residential, parking lots, all items listed below in <u>Other Restrictions</u>
Upper Floors	Retail, offices	Retail, offices, residences, banks, service	Parking, items listed in <u>Other Restrictions</u>
B. Office Support District (Whitaker- Barnard) First Floor	Service, retail	Service, retail, lobbies for offices or residences, banks, restaurants	Parking, items listed in <u>Other Restrictions</u>

	<u>Preferred</u>	<u>Permitted</u>	<u>Not Allowed</u>
Upper Floors	Service, retail	Service retail, offices, residences, banks, restaurants	Parking, items listed in <u>Other Restrictions</u>
C. Home Furnishing District (Barnard to W. Broad) First floor	Furniture, home fur- nishings, music, and associated businesses; office	Office, retail, restaurants, lobbies	Residential, parking, items in <u>Other Restrictions</u>
Upper Floors	Retail, office, residential	Retail, offices, residential, service, restaurant	Parking, items in <u>Other Restrictions</u>
D. Residential District	Residential, professional	Residential, professional, retail, service	See <u>Other Restrictions</u>

Property within the urban redevelopment district, which does not face Broughton Street, shall have the following land use restrictions. The section on the next page lists uses allowed by the general zoning ordinance, but not permitted in the redevelopment area.



BC-1 + BG Districts

Motel  
Adult bookstore  
Massage parlor  
Tattoo parlor  
Sale and display of monuments  
and stones  
Funeral home or crematorium  
Ambulance service  
Radio or TV tower  
Freezer and ice storage  
Fortune telling  
Gas station  
Auto upholstery  
Residential trailer sales or  
service  
Farm equipment, feed  
Electrical repair  
Prefab structure sales  
Glass sales and installation  
Cold storage  
Railroad and bus station  
Wholesale and warehouses  
Accessory storage buildings  
Unclassified light  
manufacturing  
Self-storage mini-warehouse  
Heliports  
Indoor shooting gallery  
Churches, convents, monastery,  
charity institutions  
Club or lodge  
Assembly hall  
Day nursery, kindergarten,  
child day care  
Greenhouse  
Animal care facilities  
Carnival, etc.  
Automobile, truck and boat  
sales and rental  
Auto repair  
Pest control  
Express office  
Parking lot

RIP-A

Hospital, care house,  
sanitorium, mental  
care home  
Storefront religious  
facilities  
New surface parking lots  
Parking garage with  
entrance on east-west  
street  
Radio or TV tower  
Funeral home or  
crematorium

## URBAN REDEVELOPMENT DESIGNATION

Under Title 36, Chapter 61, Urban Redevelopment Law, of the Code of Georgia, the City of Savannah has municipal powers, within its area of operation,

"to acquire, by purchase, lease, option, gift, grant, bequest, devise, or otherwise, any real property (or personal property for its administrative purposes) together with any improvements thereon; to hold, improve, clear, or prepare for redevelopment any such property; to mortgage, pledge, hypothecate, or otherwise encumber or dispose of any real property...and to enter into any contracts necessary to effectuate the purposes of this Chapter (Title 36, Chapter 61)."

Using the powers granted by the urban redevelopment law, the City hereby declares the project area bounded on the north by Congress Street, on the south by State Street, on the east by East Broad Street and on the west by West Broad Street, to be an urban redevelopment area for the purposes intended by said Act. Under this designation, the City of Savannah shall use any or all of these powers to achieve the goal and objectives of the redevelopment project. Following the statutes of the urban redevelopment law, the City will publish public notice of its intent to acquire, sell or lease property in the project area.

APPENDIX

Illustration A, Existing Land Use & Zoning, Broughton Street  
Redevelopment Area

Table I, Structural Condition Standards, Broughton Street  
Redevelopment

Illustration B, Existing Structural Conditions, Broughton Street  
Redevelopment Area

Illustration C, Vacant Buildings in Broughton Street Redevelopment  
Area

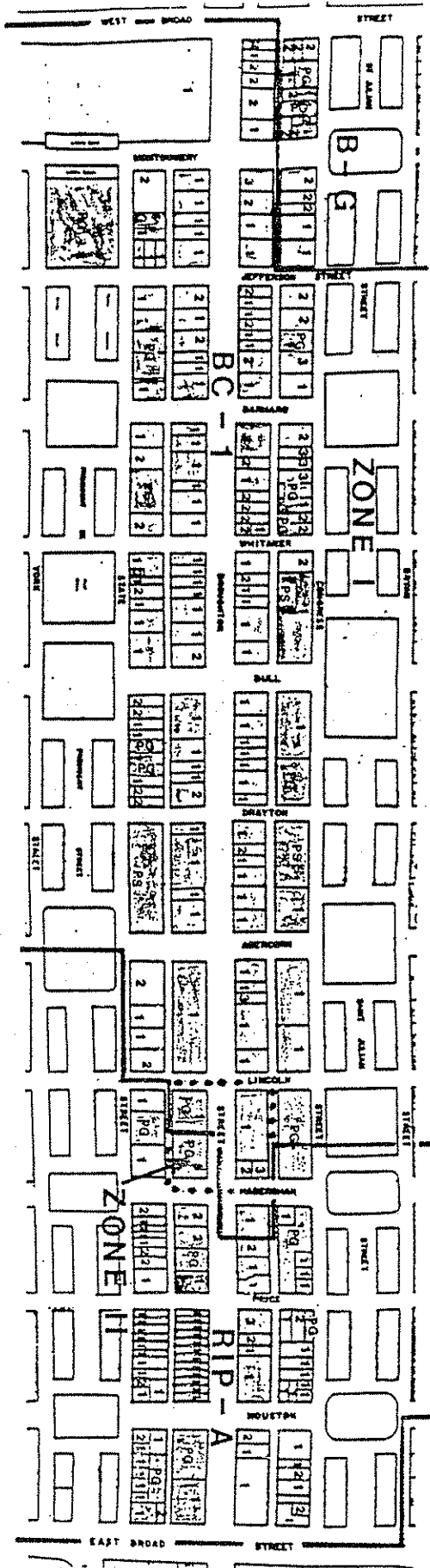
Table II-A, Building Ratings/Index Scores

Table I-B, Property Ownership and Assessed Values, Broughton Street  
Redevelopment Area

Illustration D, Broughton Street Development Plan

Public Notice Statement

Proposed Resolution



EXISTING LAND USE AND ZONING  
BROUGHTON STREET PEDEVLOPMENT AREA

- LEGEND**
- LAND USE**
- RESIDENTIAL
  - ◐ COMMERCIAL
  - ◑ INSTITUTIONAL
  - ◒ GOVERNMENTAL
  - ◓ PARKING STRUCTURE (PS)
  - ◔ GROUND (PG)
- ZONING**
- BC - 1 CENTRAL-BUSINESS
  - B - G GENERAL-BUSINESS
  - RIP-A RESIDENTIAL, MEDIAN DENSITY
  - HISTORIC ZONE 1
  - HISTORIC ZONE 11

TABLE I

STRUCTURAL CONDITION STANDARDS

BROUGHTON STREET REDEVELOPMENT AREA

- 1 - Standard - No problems
- 2 - Minor Problem - Chipped or peeling paint, broken windows, minor replacement of wood siding or shingles or shutters which are broken or in need of paint, curling roof shingles, fascia repair needed, eave work needed.
- 3 - Moderate Problem - Complete repainting needed, damaged and unsafe steps, major replacement of shingles, siding, or wood, defective porch, or three or more minor problems.
- 4 - Major Problem - Defect in a major component of the building, such as a sagging or cracked load-bearing wall, a serious defect in the foundation, missing steps, caved-in roof, deteriorated external wall, deteriorated porch, no glass panes in any windows, complete repainting needed, major replacement of wood, siding or shingles needed.
- 5 - Severely Dilapidated - Two or more major problems.

## ARTICLE B. ZONING DISTRICTS

### Sec. 8-3021. Established.

In order to protect the character of existing neighborhoods, to prevent excessive density of population in areas which are not adequately served with water, sewerage facilities, and fire protection; to ensure that adequate and suitable areas will be available in the city to provide housing for a growing population, and to protect residential areas from the blighting effects of the traffic, noise, odors, and dust generated by commercial and industrial activity; to provide for and accommodate growth and expansion of commercial and industrial activities; to prevent blight and slums and to promote orderly growth and development by grouping similar and related uses together and by separating dissimilar and unrelated uses; and in order that the various other purposes of this Chapter may be accomplished, there are hereby established within the city zoning districts identified as follows:

BC-1 Central-Business: The purpose of this district shall be to protect and enhance the central business district of the city which serves the Savannah metropolitan area population.

B-G General-Business: The purpose of this district shall be to create and protect areas in which heavy commercial and certain industrial-like activities are permitted.

RIP-A Residential, Medium Density: The purpose of this district shall be to stabilize land use intensity in RIP-A districts to not more than 70 dwelling units per net acre of residential land. Further, the purpose of this district shall be to assure a compatible land use pattern within the unique physical environs of Old Savannah. This district shall only be established within the area bounded by East Broad and West Broad Streets, between the Savannah River and Park Avenue, where detached, semi-detached, and row houses are prevalent and appropriate.

Sec. 8-3029. Historic District.

- (a) Purpose. The purpose of the Historic District is to promote the educational, cultural, economic and general welfare of the city pursuant to the provisions of the amendment to Article XI of the Constitution of Georgia, ratified November 5, 1968 (GA. Laws 1968, Page 1591).
- (b) Boundaries. The boundaries of the Historic District shall be the area bounded on the north by the Savannah River; on the east by Randolph Street between the Savannah River and Broughton Street and by East Broad Street between Broughton and Gwinnett Streets on the south by Gwinnett Street; and on the west by West Boundary Street. Within said district, zones shall be designated as Historic Zone I and Historic Zone II on the zoning map of the city. The boundaries designated on the zoning map of the City of Savannah as the boundaries of the Historic District shall coincide with the boundaries as designated herein.
- (c) Relationship to Zoning Districts. The Historic District regulations as provided herein for zones within said district are intended to preserve and protect the historic or architecturally worthy buildings, structures, sites, monuments, streetscapes, squares, and neighborhoods of the historic area. In all zoning districts lying within the boundaries of the Historic District, the regulations for both the zoning district and the Historic Zone shall apply. Whenever there is conflict between the regulations of the zoning district and the regulations of the Historic Zone, the more restrictive shall apply.
- (d) Classification of Buildings and Structures. Within the Historic District, all buildings and structures shall be classified and designated on the Historic Building Map adopted and approved by the Mayor and Aldermen and made a part of the zoning map. Such buildings and structures shall be divided into two classes:
- (1) Historic. Those buildings classified as historic shall possess identified historical or architectural merit of a degree warranting their preservation. They shall be further classified as:
- (a) Exceptional.
  - (b) Excellent.
  - (c) Notable.
  - (d) Of value as part of the scene.
- (2) Nonrated. Those buildings and structures not classified on the Historic Building Map as Exceptional, Excellent, Notable, or Of value as part of the scene.

- (e) Certificate of Appropriateness Required. A certificate of appropriateness issued by the zoning administrator after approval by the Board of Review shall be required before a permit is issued for any of the following:
- (1) Within all zones of the Historic District:
    - (a) Demolition of a historic building.
    - (b) Moving a historic building.
    - (c) Material change in the exterior appearance of existing buildings classified as historic by additions, reconstruction, alteration, or maintenance involving exterior color change; and,
  - (2) Within Historic Zone I:
    - (a) Any new construction of a principal building or accessory building or structure subject to view from a public street.
    - (b) Change in existing walls and fences, or construction of new walls and fences, if along public street rights-of-way, excluding lanes.
    - (c) Material change in the exterior appearance of existing nonrated buildings by additions, reconstruction, alteration, or maintenance involving exterior color change, if subject to view from a public street.
- (f) Application for Certificate of Appropriateness. Application for a certificate of appropriateness shall be made in the office of the zoning administrator on forms provided therefor, obtainable at said office. Detailed drawing, plans, or specifications shall not be required but each application shall be accompanied by such sketches, drawings, photographs, descriptions, or other information showing the proposed exterior alterations, additions, changes, or new construction as are reasonably required for the Board of Review and the zoning administrator to make a decision. Such application, except for color change only, must be filed no later than ten days prior to any meeting of the Board of Review at which such application is to be heard.
- (g) Action on Application for Certificate of Appropriateness. The zoning administrator shall transmit the application for a certificate of appropriateness, together with the supporting information and material, to the Board of Review for approval. The Board of Review shall act upon the application within 30 days after the filing thereof, otherwise the application shall be deemed to be approved and a certificate of appropriateness shall be issued. Nothing herein shall prohibit an extension of time where mutual



agreement has been made and the Board of Review may advise the applicant and make recommendations in regard to the appropriateness. If the Board of Review approves the application, a certificate of appropriateness shall be issued. If the certificate of appropriateness is issued, the application shall be processed in the same manner as applications for building or demolition permits. If the Board of Review disapproves the application, a certificate of appropriateness shall not be issued. The Board shall state its reasons in writing, and the zoning administrator shall advise the applicant and a permit shall not be issued.

(h) Board of Review.

- (1) Creation and Composition. There is hereby created a Board of Review, which shall consist of seven members appointed by the Mayor and Aldermen who shall be residents of the City of Savannah interested in the preservation and development of the Historic Area.
- (2) Jurisdiction. The Board's jurisdiction shall be limited to the Historic District. The Board shall be concerned with those elements of development, redevelopment, rehabilitation and/or preservation that affect visual quality of the Historic Area. They shall not consider detailed design, interior arrangements, or building features not subject to public view nor shall they make any requirement except for the purpose of preventing development or demolition obviously incongruous to this Historic Area surroundings.
- (3) Terms of Office. The terms of office shall be three years. The term of Board member may be terminated in the event of failure to attend any three consecutive meetings or any four meetings in any 12 month period during the term of office.
- (4) Serve Without Pay. Members of the Board shall serve without pay.
- (5) Organization. The Board shall elect from its membership a Chairman and a Vice-Chairman who shall serve for terms of one year and who shall be eligible for reelection. The Chairman shall preside over the Board and shall have the right to vote. In the absence or disability of the Chairman, the Vice-Chairman shall perform the duties of the Chairman. The Director of Inspections as the Zoning Administrator shall serve as Secretary of the Board.

A majority of the members of the Board shall constitute a quorum, however, no application for approval shall be denied except by the affirmative vote of a majority of the entire Board.

The Board shall adopt rules for the transaction of its business and consideration of applications not inconsistent herewith which shall provide for the time and place of regular meetings and for the calling of special meetings. All meetings of the Board shall be open to the public and a public record shall be kept of the Board's resolutions, proceedings, and actions.

- (6) Assistance of Director of Inspections. The Director of Inspections (as Zoning Administrator) shall provide such technical, administrative, and clerical assistance as required by the Board of Review.
- (7) Meetings. The Board shall hold regular meetings, at least monthly, to review applications for Certificates of Appropriateness.
- (8) Calendar. Applications filed in proper form shall be numbered serially, docketed, and placed in the same order upon the calendar of the Board.
- (9) Appeals. The decision of the Board to disapprove pursuant to Section 8-3029(g) shall create a right to appeal to the Board of Appeals pursuant to Section 8-3125. The time for filing an appeal shall commence when the Zoning Administrator advises the applicant of the denial of a certificate of appropriateness as provided in Section 8-3029(g).

(i) Development Standards.

- (1) Preservation of Historic Buildings Within All Zones in the Historic District. A building or structure, classified as historic or any part thereof, or any appurtenance related thereto including but not limited to stone walls, fences, light fixtures, steps, paving, and signs shall only be moved, reconstructed, altered, or maintained in a manner that will preserve the historical and architectural character of the building, structure, or appurtenance thereto.
- (2) Demolition of Historic Buildings. Whenever a property owner shows that a building classified as historic is incapable of earning an economic return on its value, as appraised by a qualified real estate appraiser, and the Board of Review fails to approve the issuance of a Certificate of Appropriateness, such building may be demolished, provided, however, that before a demolition permit is issued, notice of proposed demolition shall be given as follows:
  - (a) For buildings rated Exceptional: 12 months.
  - (b) For buildings rated Excellent: 6 months.
  - (c) For buildings rated Notable: 4 months.
  - (d) For buildings Of value as part of the scene: 3 months.

Notice shall be posted on the premises of the building or structure proposed for demolition in a location clearly visible from the street. In addition, notice shall be published in a newspaper of general local circulation at least three times prior to demolition, the final notice of which shall be not less than 15 days prior to the date of the permit, and the first notice of which shall be published not more than 15 days after the application for a permit to demolish is filed. The purpose of this section is to further the purposes of this Ordinance by preserving historic buildings which are important to the education, culture, traditions, and the economic values of the city, and to afford the city, interested persons, historical societies, or organizations the opportunity to acquire or to arrange for the preservation of such buildings. The Board of Review may at any time during such stay approve a Certificate of Appropriateness in which event a permit shall be issued without further delay.

- (3) Relocation of Historic Buildings. A historic building shall not be relocated on another site unless it is shown that the preservation on its existing site is not consistent with the purposes of such building on such site.
- (4) Protective Maintenance of Historic Buildings. Historic buildings shall be maintained to meet the requirements of the Minimum Housing Code and the Building Code. Provided, however, that notice to the owners as required by the building code for unsafe buildings shall further provide in the case of historic buildings that this Ordinance will require a permit after approval of the Board of Review before demolition and in the meantime, the owner shall make such repairs as will secure the building and upon failure to do so the building official shall cause such building or structure or portion thereof to be secured in which event the cost thereof shall be charged to the owner of the premises and collected in the manner provided by law.
- (5) Nonrated Buildings, Zone I. The construction of a new building or structure, and the moving, reconstruction, alteration, major maintenance, or repair involving a color change materially affecting the external appearance of any existing nonrated building, structure, or appurtenance thereof within Zone I shall be generally of such form, proportion, mass, configuration, building material, texture, color, and location on a lot as will be compatible with other buildings in the Historic Area, and particularly with buildings designated as historic and with squares and places to which it is visually related.
- (6) Visual Compatibility Factors. Within said Zone I, new construction and existing buildings and structures and appurtenances thereof which are moved, reconstructed, materially

altered, repaired, or changed in color shall be visually compatible with buildings, squares, and places to which they are visually related generally in terms of the following factors:

- (a) Height: The height of proposed buildings shall be visually compatible with adjacent buildings.
- (b) Proportion of building's front facade: The relationship of the width of building to the height of the front elevation shall be visually compatible to buildings, squares, and places to which it is visually related.
- (c) Proportion of openings within the facility: The relationship of the width of the windows to height of windows in a building shall be visually compatible with buildings, squares, and places to which the building is visually related.
- (d) Rhythm of solids to voids in front facades: The relationship of solids to voids in the front facade of a building shall be visually compatible with buildings, squares, and places to which it is visually related.
- (e) Rhythm of buildings on streets: The relationship of building to open space between it and adjoining buildings shall be visually compatible to the buildings, squares, and places to which it is visually related.
- (f) Rhythm of entrance and/or porch projection: The relationship of entrances and porch projections to sidewalks of a building shall be visually compatible to the buildings, squares, and places to which it is visually related.
- (g) Relationship of materials, texture, and color: The relationship of materials, texture, and color of the facade of a building shall be visually compatible with the predominant materials used in the buildings to which it is visually related.
- (h) Roof shapes: The roof shape of a building shall be visually compatible with the buildings to which it is visually related.
- (i) Walls of continuity: Appurtenances of a building such as walls, wrought iron, fences, evergreen landscape masses, building facades, shall if necessary, form cohesive walls of enclosure along a street to insure visual compatibility of the building to the buildings, squares, and places to which it is visually related.

- (j) Scale of a building: The size of a building, the building mass of a building in relation to open spaces, the windows, door openings, porches, and balconies shall be visually compatible with the buildings, squares, and places to which it is visually related.
  - (k) Directional expression of front elevation: A building shall be visually compatible with the buildings, squares, and places to which it is visually related in its directional character, whether this be vertical character, horizontal character, or nondirectional character.
- (7) Nonrated Buildings, Zone II. All applicable standards as provided in the Zoning Ordinance shall apply as the Development Standards for Zone II of the Historic District.
- (j) Historic Building Map: The Historic Building Map as provided herein which is attached hereto and made a part hereof and bears the designation "Historic Building Map" with the signature and seal of the Clerk of Council, is hereby adopted and approved and becomes a part of the Zoning Map of the City of Savannah as an "overlay" thereon.

EXISTING STRUCTURAL CONDITIONS  
BROUGHTON STREET REDEVELOPMENT AREA

- LEGEND
- 1 STANDARD
  - 2 MINOR PROBLEM
  - 3 MODERATE PROBLEM
  - 4 MAJOR PROBLEM
  - 5 SEVERELY DILAPIDATED

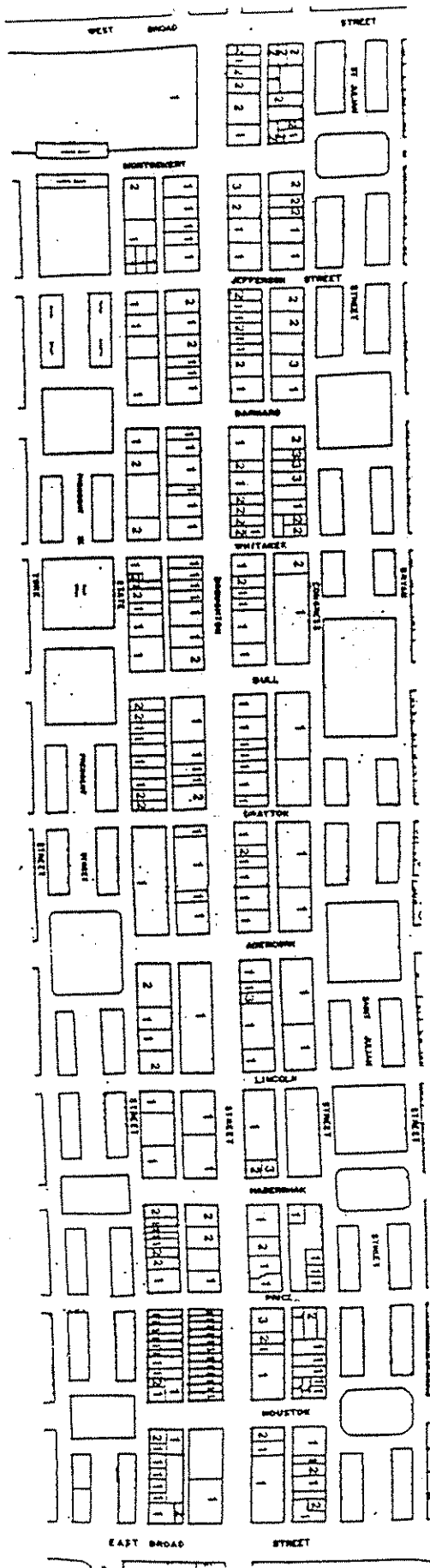


Table I - A

Overall Buildings Ratings/Index Score

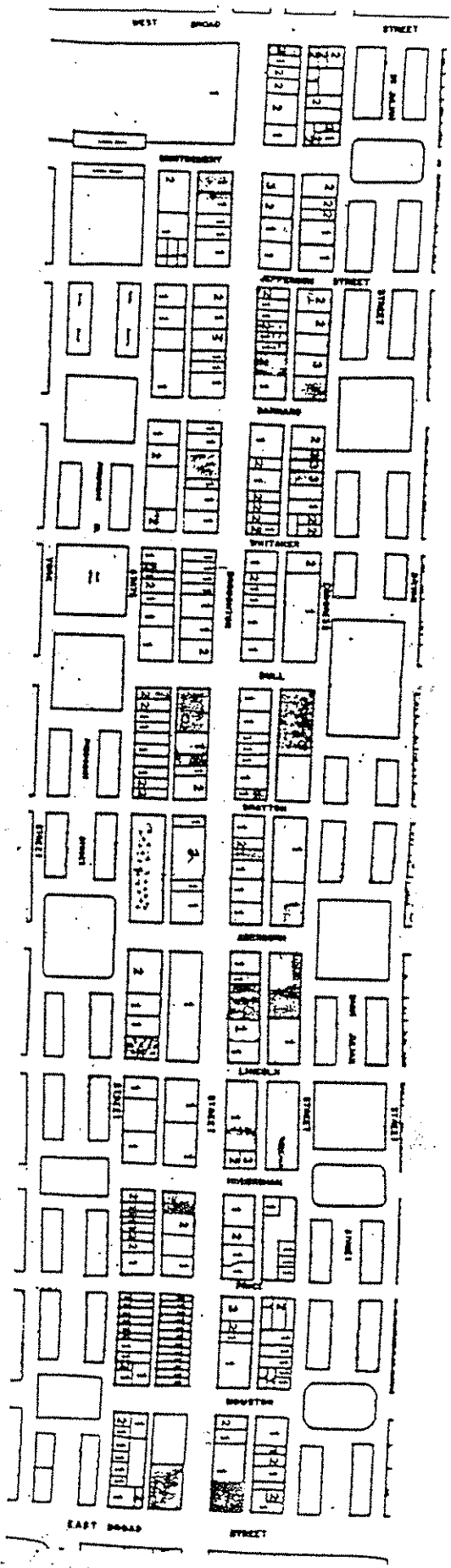
<u>Building Identification</u>	<u>General Condition</u>	<u>Facade Condition</u>	<u>Vacancy</u>	<u>Total Score</u>
East				
1	0	2	5	7
7	0	1	0	1
9	0	1	2	3
15	0	1	2	3
17	0	0	0	0
21 - 25	1	1	0	2
2	0	1	0	1
8 - 16	0	0	0	0
18	0	0	0	0
20	0	1	0	1
24	0	0	0	0
32	0	0	0	0
101 - 103	0	0	0	0
107 - 123	2	2	0	4
125	0	0	0	0
129	0	0	0	0
102 - 106	0	.5	0	.5
110	1	0	0	1
112	1	1.5	2	4.5
114	0	1	0	1
116 - 120	0	.5	0	.5
124 - 126	0	0	0	0
128	0	1	0	1
132	0	0	0	0
201	0	0	0	0
202 - 208	0	1	0	1
210 - 212	0	0	0	0
226	1.5	0	5	6.5
232	0	1.5	0	1.5
West				
1	1	2	0	3
5	0	1.5	0	1.5
15	0	0	0	0
17	0	1	0	1
19	0	1	0	1
21 - 23	0	.5	0	.5
25 - 27	0	1	0	1
2 - 18	0	0	0	0
22	0	0	0	0
26	0	1.5	0	1.5

Table I - A

## Overall Buildings Ratings/Index Score

<u>Building Identification</u>	<u>General Condition</u>	<u>Facade Condition</u>	<u>Vacancy</u>	<u>Total Score</u>
28	1	1.5	0	2.5
30 - 36	0	.5	0	.5
101 - 103	0	1.5	0	1.5
107	0	1.5	0	1.5
109	0	.5	0	.5
113	0	.5	5	5.5
121 - 127	0	0	0	0
102	1	1	0	2
104	1	1	0	2
106	1	1	0	2
108	1	.5	0	1.5
110	0	1.5	0	1.5
112	1	1.5	0	2.5
120	0	0	0	0
201 - 203	0	0	0	0
207	0	1.5	0	1.5
209	2	2	0	4
215 - 221	0	.5	0	.5
223	1	2	0	3
225 - 227	1	2	0	3
202	0	1	0	1
204 - 206	0	1	5	6
212 - 218	0	2	1	3
220	0	.5	2	2.5
226	1	1.5	0	2.5
230	0	.5	0	.5
240	0	0	0	0
246	0	0	0	0
301	0	0	0	0
307 - 309	0	1	0	1
311	0	0	0	0
313 - 319	0	1.5	0	1.5
321 - 325	0	0	5	5
300 - 304	0	0	0	0
310	0	.5	5	5.5
318 - 320	1	1.5	0	1.5
322	3	1	5	9
402	0	.5	0	.5
408 - 410	1	2	0	3
414	1	1	0	2
416 - 418	1	1	0	2
420	0	0	0	0
424	1	2	2	5





EXISTING STRUCTURAL CONDITIONS  
AND VACANT BUILDINGS  
BROUGHTON STREET REDEVELOPMENT AREA

ILLUSTRATION C

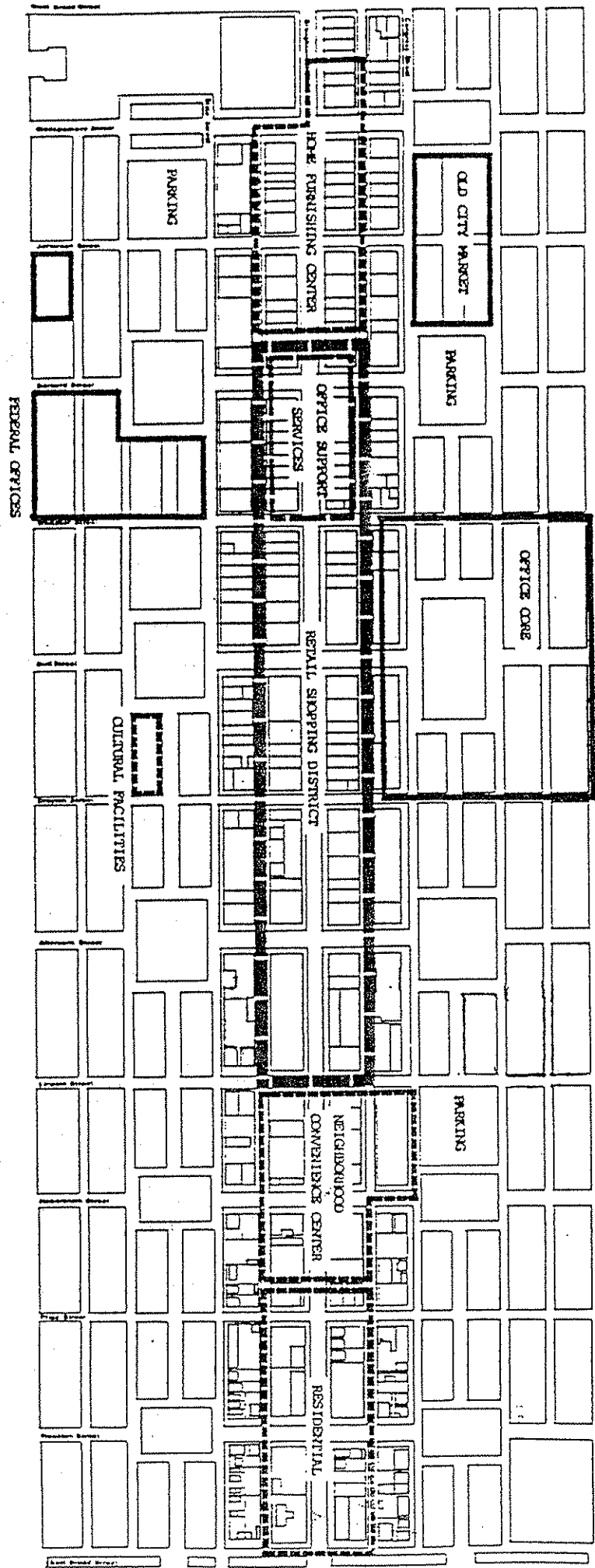
- LEGEND**
- 1 STANDARD
  - 2 MINOR PROBLEM
  - 3 MODERATE PROBLEM
  - 4 MAJOR PROBLEM
  - 5 SEVERELY DILAPIDATED
  - ☐ Vacant
  - ▨ Vacant/under renovation



(Consultants)  
Urban Patterns - Plans and Development  
L. J. Farnham - Atlanta Research  
Shelton Hirschberg & Co. - New York

# BROUGHTON STREET DEVELOPMENT PLAN SAVANNAH GEORGIA

## Illustration D



Public Notice Statement

**CITY OF SAVANNAH  
URBAN REDEVELOPMENT PUBLIC HEARING  
PROPOSED PLAN AND AREA DESIGNATION**

The City of Savannah, under the State of Georgia's Urban Redevelopment Law, proposes to designate a twelve block area known as the Broughton Street Redevelopment Project as an "urban redevelopment area." The boundaries of the proposed "urban redevelopment area" area:

- o North - Congress Street
- o South - State Street
- o East - East Broad Street
- o West - West Broad Street

A public hearing will be held before the Mayor and Aldermen of the City of Savannah to discuss the proposed Broughton Street Redevelopment

Project area on:

- Thursday, May 22, 1986
- at 2:00 p.m.
- in City Council Chambers, City Hall

A review of how the proposed urban redevelopment plan for the Broughton Street Redevelopment Area shall afford private enterprise the maximum opportunity to rehabilitate and redevelop this area shall be discussed.

Proposed Resolution

WHEREAS, the City of Savannah, under the State of Georgia's Urban Redevelopment Law, proposes to designate a twelve block area, known as the Broughton Street Redevelopment Project Area, as an "urban redevelopment area",

WHEREAS, the boundaries of the proposed "urban redevelopment area" are Congress Street on the north, State Street on the south, East Broad Street on the east and West Broad Street on the west,

WHEREAS, a public notice, as required under Title 35, Chapter 61 of the official Code of Georgia, was published on March 13, 1986, in the Savannah Morning News and Evening Press, newspapers of general circulation, which stated that a public hearing would be held concerning the designation of this "urban redevelopment area",

NOW, THEREFORE, BE IT RESOLVED that the Mayor and Aldermen of the City of Savannah find the urban redevelopment plan for the area known as the Broughton Street Redevelopment Area Project will afford maximum opportunity, consistent with the sound needs of the municipality, for the rehabilitation or redevelopment of the urban redevelopment area by private enterprise and designate the Broughton Street Redevelopment Area as an "urban redevelopment area" under Title 36, Chapter 61 of the official Code of Georgia Annotated.

5

OFFICIAL PROCEEDINGS OF SAVANNAH CITY COUNCIL APRIL 5, 1990

Be it resolved by the City Council in regular meeting assembled that City Manager of said City be, and he hereby is authorized to enter into an agreement with CSX Transportation, Inc. and to sign same on behalf of said City whereby CSX grants unto said City the right or license to install and maintain a 24" water main across the right-of-way and under tracks of said CSX at a point 1730 L.F. southeast of Milepost A-491 at Savannah, Georgia (RE-93499) as particularly described in said agreement, which agreement is dated February 22, 1990, a copy of which agreement is filed with the City Council.

ADOPTED AND APPROVED APRIL 5, 1990 upon motion of Alderman Zettler, seconded by Alderman Alderman Center and carried.

A RESOLUTION TO AMEND THE BROUGHTON STREET URBAN RENEWAL PLAN TO ALLOW A TEMPORARY PARKING LOT AT THE SOUTHEAST CORNER OF JEFFERSON AND CONGRESS STREETS UNDER CERTAIN CONDITIONS.

Whereas, the City of Savannah, Georgia adopted an Urban Renewal Plan for the Broughton Street Street Redevelopment Project under Title 36, Chapter 61, Urban Redevelopment Law, Code of Georgia, on May , 1986; and

Whereas, it has been determined that it is necessary to amend the permitted land uses within the Urban Renewal Plan;

Whereas, the Mayor and Aldermen of the City of Savannah, Georgia have held a public hearing to discuss the proposed amendment or modification, after proper public notice;

NOW, THEREFORE, BE IT RESOLVED that the Mayor and Aldermen of the City of Savannah do hereby amend the Broughton Street Urban Renewal Plan as follows:

Temporary new surface parking lots will be allowed in the Broughton Street Urban Renewal District under the following conditions only:

1. Use as a parking lot is permitted only when a building must be demolished due to natural disaster such as hurricane, tornado, lightning-caused fire or other action beyond the owner's control.
2. A new parking lot will not be permitted if demolition was required as a result of neglect, arson, deferred maintenance, willful or other-wise.
3. New surface lots will not be allowed on Broughton Street or on any City block facing a square. ★
4. The surface must be covered with water-permeable, temporary material e.g. crushed shell or roofing tabs.
5. Buffering is required as specified in the Plan.
6. Entrance and exit is only permitted from the lane.
7. Use as a parking lot is temporary, not to exceed five years.

ADOPTED AND APPROVED APRIL 5, 1990 upon motion of Alderman Zettler, seconded by Alderman Alderman Morrison and carried.

A RESOLUTION AUTHORIZING THE CITY MANAGER TO ENTER INTO AN AGREEMENT WITH CSX TRANSPORTATION, INC. TO GRANT THE CITY THE RIGHT OR LICENSE TO INSTALL AND MAINTAIN A 10" WATER MAIN ACROSS THE RIGHT-OF-WAY AND UNDER TRACKS OF CSX AT A POINT 1250 FEET SOUTHEAST OF MILEPOST SL-500 AT SAVANNAH, GEORGIA.

Be it resolved by the City Council in regular meeting assembled that City Manager of said City be, and he hereby is authorized to enter into an agreement with CSX Transportation, Inc. and to sign same on behalf of said City whereby CSX grants unto said City the right or license to install and maintain a 10" water main across the right-of-way and under tracks of said CSX at a point 1250 feet southeast of Milepost SL-50 at Savannah, Georgia (RE-93467) as particularly described in said agreement, which agreement is dated February 21, 1990, a copy of which agreement is filed with the City Council.

ADOPTED AND APPROVED APRIL 5, 1990 upon motion of Alderman Zettler, seconded by Alderman Morrison and carried.

M I S C E L L A N E O U S

The City Manager presented the Status of Southlake PUD-MXU Rezoning (87-8189-S). He said that this was a petition in which there was a great deal of discussion and debate, and the City Council, as a condition of approval of the rezoning, required that before it would become effective certain things had to be done. A plat with the Use Plan had to be prepared and recorded with the greenspace around the facility dedicated to the City which had to be signed by the property owner involved. A plat was submitted to MPC which had places for each owner to sign, but missing was the requirement that the provisions had to be made for the extension of the Truman Parkway. MPC took...

