



HUDSON HILL/BAYVIEW NEIGHBORHOOD PLAN

City of Savannah ■ Hudson Hill Community Organization
May 2019

DRAFT



HUDSON HILL/BAYVIEW NEIGHBORHOOD PLAN

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Many thanks to other City of Savannah housing, planning and urban design, development services, code compliance, police, traffic engineering, sustainability, and economic development staff who contributed to the development of this plan.

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EXECUTIVE SUMMARY

Plan Summary

Hudson Hill/Bayview is located one mile west of downtown Savannah. The Hudson Hill/Bayview Neighborhood Plan area is bounded by West Bay Street on the south, Savannah's municipal boundary on the north, East Lathrop Avenue on the east, and West Lathrop Avenue on the west. The plan area boundary encompasses two distinct areas divided generally by Nettles Street and a portion of Cleland Street: Hudson Hill, an established single-family residential neighborhood, occupies the western portion of the community; the Bayview and Clearview multi-family housing communities along with commercial and light industrial uses occupy the majority of the eastern portion.

The Hudson Hill/Bayview Neighborhood Plan builds on the significant work undertaken by neighborhood leaders and residents beginning in the early 2000s. The plan provides a framework for addressing neighborhood needs and aspirations in the areas of land use, public safety, housing and property maintenance, economic development, environment and health, and open space and recreation.

Document Overview

The Hudson Hill/Bayview Neighborhood Plan is organized into four sections: Overview and Background, Existing Conditions, Action Plan and Implementation Plan. The Overview and Background describes the neighborhood planning process and the Hudson Hill/Bayview community. The Existing Conditions report looks at demographic and socio-economic data, property conditions, neighborhood crime, current land use and zoning, other data relevant to the completion of the plan, and a summary of neighborhood assets, challenges and opportunities. The **Action Plan** was resident-driven with input from City staff on developing achievable goals and objectives. The **Implementation Plan** outlines strategies, responsible parties and potential partners, and

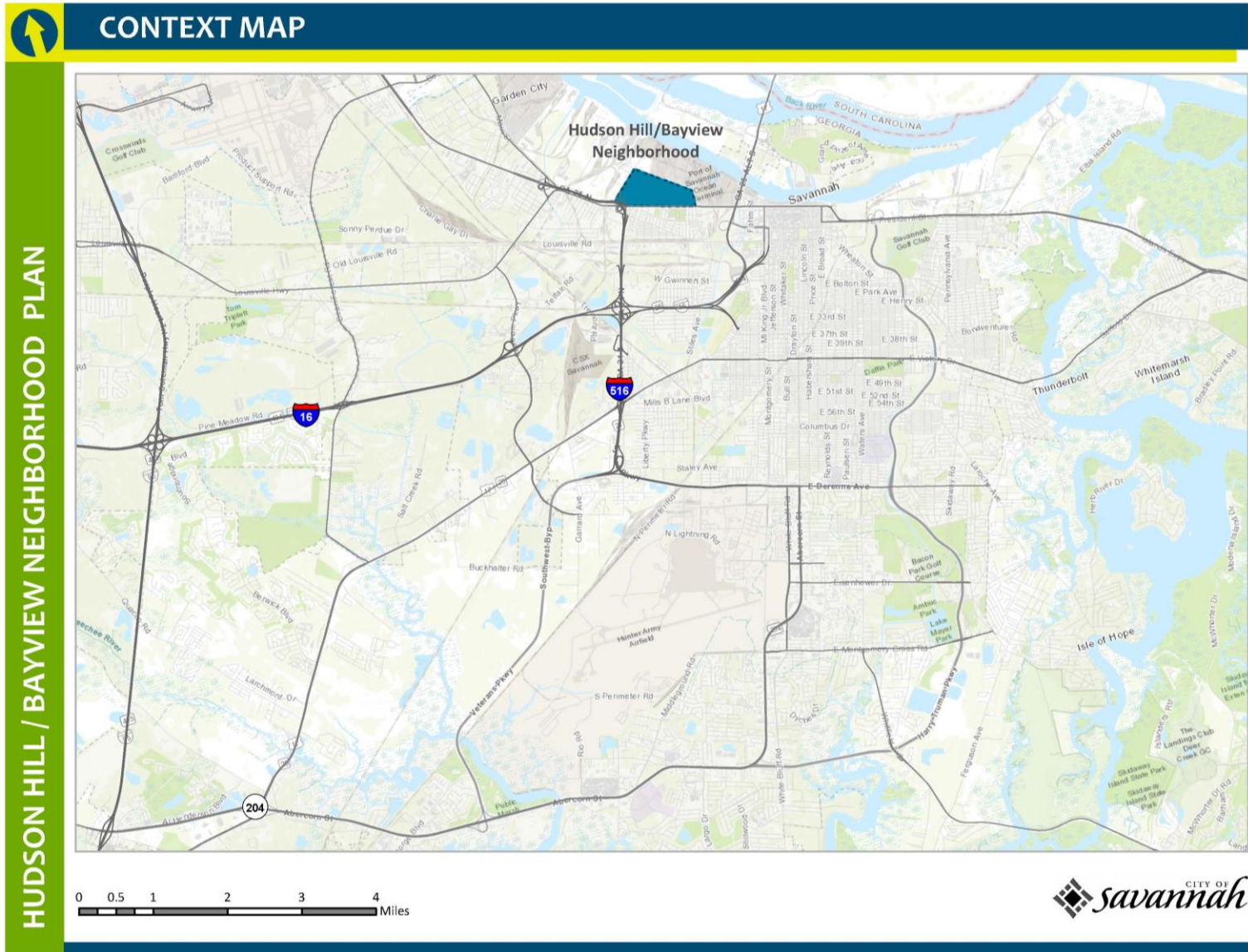
timeframes for implementing the plan upon City Council adoption. Responsible parties and potential partners listed next to the strategies have expressed an interest in assisting with the implementation of this plan and are presumed to be participating as part of their regular work program or in a volunteer capacity. The listed organizations are not presumed to be entities that the City will contract with to carry out plan implementation activities. Where needed, cost estimates should be developed as the plan is implemented to best reflect current conditions. **The adoption of this plan does not guarantee or commit future City funds and other resources, which must be requested during normal budgetary planning and approval cycles and will compete with all other citywide priorities and needs.**

Neighborhood Vision and Goals

The Hudson Hill/Bayview neighborhood envisions a community **“where families are safe, healthy and prosperous.”** Specific goals supporting this vision are:

- A neighborhood of traditional residential character that allows neighborhood supported commercial land uses and is buffered from incompatible industrial uses.
- A neighborhood free of crime with safe traffic conditions for all residents.
- A neighborhood where homes are safe and in good repair, are compatible with existing homes, and affordable for families.
- A neighborhood that offers economic opportunities for residents of all ages, increases self-sufficiency, builds local wealth, and provides for the commercial needs of residents.
- A neighborhood where residents live in a clean, safe, eco-friendly and hazard-free environment.
- A neighborhood that offers quality facilities, programs and outdoor spaces for residents of all ages to participate in active and passive recreational activities.

Figure 1:
Context Map



1. OVERVIEW AND BACKGROUND

Purpose of the Plan

The purpose of this plan is to serve as a guide for future development, neighborhood improvements, and capacity building within the Hudson Hill/Bayview community. The plan is rooted in the community and sets forth an implementation plan that builds upon a shared vision of a neighborhood “where families are safe, healthy and prosperous.” It provides a framework for addressing neighborhood needs and aspirations in the areas of land use, public safety, housing and property maintenance, economic and workforce development, environment and health, and open space and recreation.

It is important to note that this plan is not intended to be a physical master plan for the neighborhood, and that more intensive work is needed to help shape future development and preserve and enhance existing neighborhood assets.

Planning Process

The Hudson Hill/Bayview Neighborhood Plan builds on the significant work undertaken by neighborhood leaders and residents beginning in the early 2000’s through their participation in the Metropolitan Planning Commission’s *West Savannah Land Use and Zoning Study for the Neighborhoods of Hudson Hill, West Savannah, and Woodville, and the Brickyard Community* (2004); participation in the *West Savannah Revitalization Plan* (2004-2005); partnership with The Harambee House, Inc./Citizens for Environmental Justice in a collaborative effort to build community capacity, citizen engagement and sustainable environmental change (2004-present); and engagement with the City of Savannah’s Community Planning and Development Department (CPD) in 2010-2011 to capture the earlier body of work and develop an action plan. Throughout this period, community input was gained through public dialogue, advisory committee meetings,

educational trainings, planning charrettes, surveys, and community partnership meetings. The assets, challenges and opportunities identified through these various efforts helped to shape the neighborhood’s vision and goals.

After a five-year break, the Hudson Hill/Bayview neighborhood planning process was reinitiated in the spring of 2017. Over a six-month period beginning in April 2017, CPD staff updated the existing conditions analysis and facilitated bi-weekly meetings of a planning committee established by the community organization. With assistance from various City departments, Metropolitan Planning Commission staff, Harambee House, Ivory Bay Community Development Corporation, and Hudson Hill Community Business Roundtable members, the planning committee revisited and finalized the plan goals, objectives and strategies. The resulting action plan establishes measurable objectives to address the needs identified by the community, and the implementation plan enumerates the strategies that will be carried out to achieve the plan goals and objectives. The plan is intended to be accomplished over a five-year period after plan adoption. Based on the approval of funding and other resources, plan implementation schedules may be adjusted accordingly.



Visioning

During the planning process, neighborhood residents participated in a charrette where they explored design solutions for addressing priority issues and developed a clear vision for future development.



Neighborhood Location and Plan Area Context

Hudson Hill/Bayview is located about a mile west of Savannah’s historic district. With West Bay Street to the south and industrial neighbors surrounding it on the east, west and north, this historic community is easy to overlook. The Savannah River lies just to the north, and the iconic Talmadge Bridge,¹ which carries traffic across the river into the South Carolina low country, is a short half mile away.

As shown in Figure 3, the plan area is bounded by West Bay Street on the south, Savannah’s municipal boundary on the north, East Lathrop Avenue on the east, and West Lathrop Avenue on the west. Covering a total of .35 square miles, or 222 acres, the plan area boundary encompasses two distinct areas: Hudson Hill occupies the higher ground from West Lathrop Avenue to Nettles Street and along Smart Street, and is predominantly single-family residential in nature—with an almost suburban feel based on population density and development style. The area east of Nettles Street and a portion of Cleland Street to East Lathrop Avenue is occupied primarily by the Bayview and Clearview multi-family housing communities as well as numerous commercial and light industrial uses. West Bay Street, which forms the plan area’s southern boundary, is a commercial corridor and major gateway into downtown Savannah.

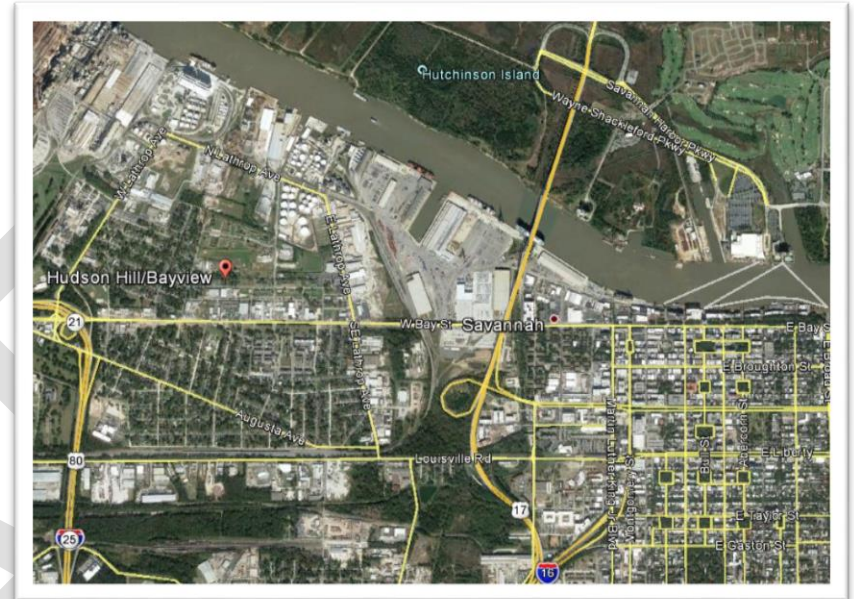


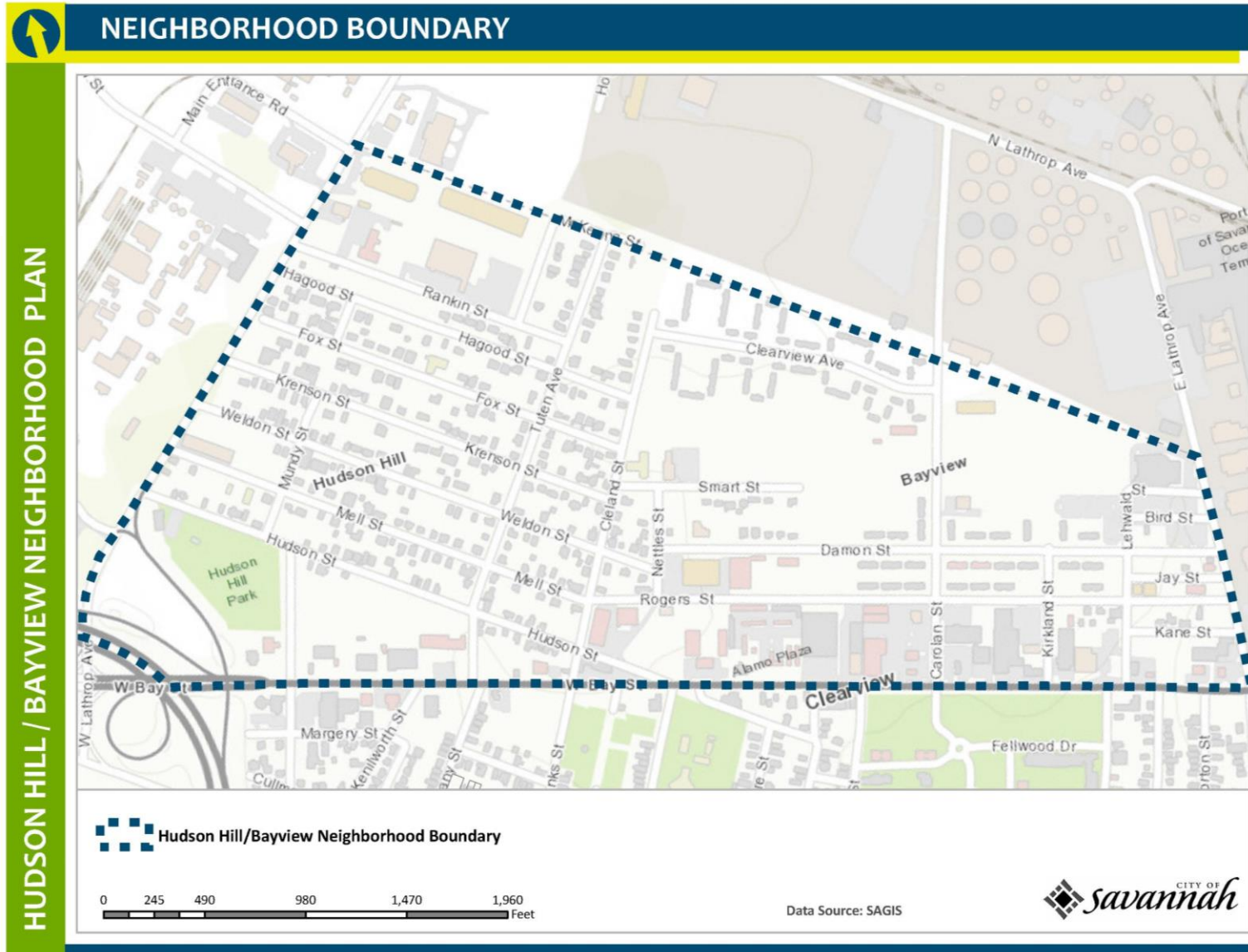
Figure 2

This aerial image shows the close proximity of Hudson Hill/Bayview (📍) to downtown Savannah, the Savannah River, Hutchinson Island, and the bridge that crosses into South Carolina. It is also a striking reminder of the industrial envelope that surrounds this residential community and the careful consideration needed to preserve the community’s heritage and protect its residents. (Photo: Google Earth)

¹ In September 2017, the Savannah City Council passed a resolution requesting that the state legislature change the name of the Talmadge Memorial Bridge to the

Savannah Bridge, citing that the bridge was named for a 1930s-era segregationist governor who is not a “reflection of modern Georgia.”

Figure 3:
Neighborhood
Boundary Map



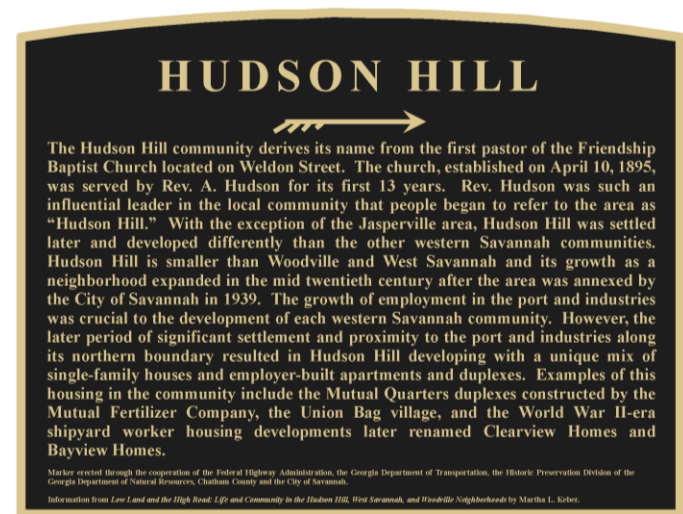
Historical Overview²

The lands that the Hudson Hill/Bayview community were built upon once belonged to a Yamacraw Indian village. Tomochichi, the village chief, granted land on a high bluff east of the village to James Edward Oglethorpe and the British Crown in 1733 to establish the colony of Savannah. It was not until after Tomochichi's death in 1739, when the local Yamacraw moved off to other villages, that the colonists gained control of the lowlands west of Savannah. Much of these lands became in the 1750s the 1,000-acre Royal Vale Plantation, which was bounded by the Savannah River to the north; Fahm Street and what is now West Lathrop Avenue to the east and west respectively; and Augusta Avenue to the south. After slavery, this rice plantation was replaced with small municipal farms and subsequently became what is now the Hudson Hill and West Savannah neighborhoods.

In 1890, the Jasperville Land Settlement Company began selling lots on the western side of Hudson Hill. Many of the streets that were laid out, including Fox, Krenson, Weldon and Mell, still bear these names today. The lots were advertised as being on high ground with good drainage and near riverfront industries and wharves. Hardworking sharecroppers managed to purchase lots and build homes, and many descendants of Hudson Hill's founders still occupy the neighborhood. By 1916, there was more development and streets (usually only one block long) on both the eastern and western portions of Hudson Hill. A central tract of land owned by William J. Exley remained vacant well into the 1930s. As a result, this area of Hudson Hill developed much later than the rest of the neighborhood.

Some residents of Jasperville in Hudson Hill established Friendship Baptist Church in 1895. Reverend A. Hudson was the first pastor, serving for thirteen years. He was a major figure in the community, and people named the area "Hudson Hill" in his honor. The church has grown and still maintains its presence in the neighborhood.

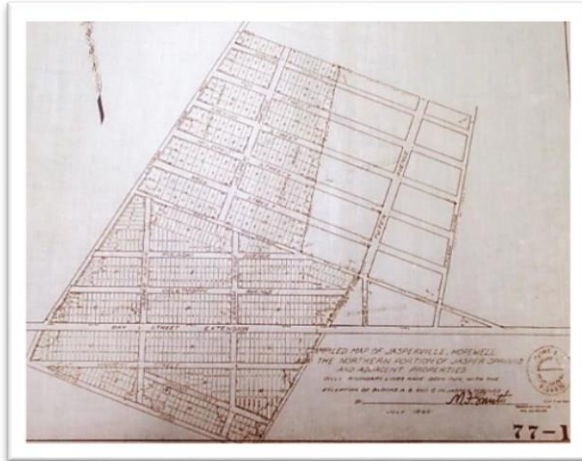
In the early decades of the twentieth century, Hudson Hill was still rural in nature, although developers were beginning to establish subdivisions. Some housing was provided by companies such as Union Bag and Paper Corporation, which opened a plant in the area in 1936, and the Adeline Sugar Company (Dixie Crystals), which moved to the area from Louisiana in 1916, bringing a large number of relocated employees with it, and opened the Savannah Sugar Refinery in 1917. Workers for these and other companies by-passed the already-crowded Yamacraw area and settled in Hudson Hill.



² Historical information about Hudson Hill/Bayview is from "Low Land and the High Road: Life and Community in the Hudson Hill, West Savannah, and Woodville

Neighborhoods" by Martha L. Keber as well as recollections of community residents.

Following annexation by the City of Savannah in 1939, Hudson Hill expanded as a neighborhood in the 1940s and 1950s. The street network was laid out in a grid pattern, and most houses in Hudson Hill were small and one-story. The majority were shotgun houses (one room wide and one or more rooms deep, lined up one behind the other with no hallway). Craftsman-style homes became widespread in both Hudson Hill and West Savannah in the early 20th century.



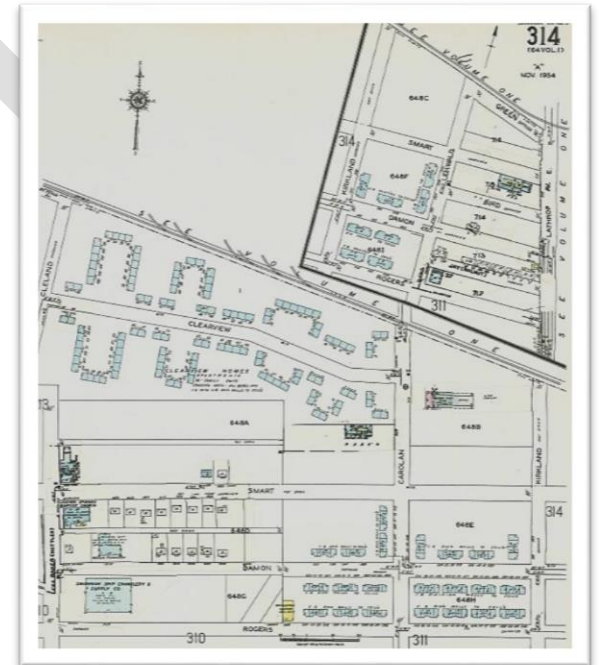
Jasperville and adjacent properties, 1940.



1920s shotgun style house on Hudson Street.

The Bayview Homes subdivision was laid out in 1942 to provide housing for World War II era shipyard workers. Twenty-six of these one-story, quadplex homes are clustered between Rogers Street and an extension of Smart Street, from Lehwald Street on the east to just west of Carolan Street.

Similarly, the 15-acre Clearview Homes apartment complex, located between Cleland Street and Carolan Street on the neighborhood's northern edge, was developed in the early 1940s as housing for war workers. Today, these multi-family housing developments provide affordable housing for low income workers, many of them transient.



Bayview Homes and Clearview Homes, Sanborn Map Company, 1954

Throughout the century, many of the original small homes in Hudson Hill were enlarged by additions and newer homes were built larger than earlier ones. By 2000, Hudson Hill led the west Savannah area in larger homes, with five to seven rooms per dwelling. Electricity was common in homes by mid-century, and

gas replaced wood- and/or coal-heat in the 1950s. Modern plumbing and sewer access was not as quickly available. Most Hudson Hill homes had indoor plumbing by 1970.

The development of paved roads and sidewalks also proceeded slowly. Despite annexation into the City of Savannah in 1939, there were unpaved roads remaining until the early 1980s. The street network in Hudson Hill is laid out in a grid pattern, with short blocks running north to south and longer (in some cases, very long) blocks running east to west.

The main commercial corridor in the neighborhood is West Bay Street. The neighborhood shares this corridor with the neighborhood to the south, West Savannah. The buildings along West Bay are older commercial buildings from the latter half of the 20th Century (although many of these buildings are undergoing changes as major road and streetscape improvements are being made to the corridor). A motor inn and heavier commercial properties are also located along the corridor.

The character of Hudson Hill remained largely rural well through the 1950s, where many if not all residents maintained vegetable gardens. In the early 20th century, there were some hog pens and chicken coops in the neighborhood. Current residents recall the gardens that were a staple of residents' yards as well as “the surrounding wilds of pecan trees, blackberries and scuppernong.”³ The gardens and rural nature slowly faded with time, although many residents retain separate parcels as side yards, giving the area a suburban feel.

During all this time, Hudson Hill was an integrated neighborhood. Black residents lived primarily on one side of Tuten Street, white residents on the other. There was a small but significant percentage of Native Americans as well.

In addition to the nearby presence of major businesses and employers, such as the Port of Savannah, Hudson Hill during most of the 20th century had a number of small, neighborhood-based family-run businesses such as food shops, gas stations, barber shops, restaurants, beauty shops, and laundromats. There were both black-owned and white-owned establishments.

Over the next decades, the loss of private investment in the community coupled with the sporadic spread of municipal services following annexation⁴ helped to position this low wealth community for decline. As integration and the Civil Rights Movement progressed and car ownership increased, the number of local businesses decreased. White business owners living in the neighborhood sold or relocated their businesses. Neighborhood residents increasingly chose to take their purchasing power elsewhere. Many small businesses stand empty today or have disappeared altogether.

At the same time, the number of manufacturing and other jobs (the port and especially the railroads) that first attracted residents to Hudson Hill dropped as the economy changed. The number of lesser-paying service jobs rose. Unemployment rose and the neighborhood deteriorated.

Still, the neighborhood is anchored by a strong core of longtime residents—some of whom live in homes that have been in the same family for generations and some of whom chose to build and make their homes in the community in which they were raised—who continue to work to preserve and improve their community.

³ City Talk, Savannah Morning News, Aug 8, 2010

⁴ Keber, p. 123.

2. EXISTING CONDITIONS

Demographic Profile

The Hudson Hill/Bayview neighborhood encompasses two distinct areas that, while different in character, share many demographic similarities. Hudson Hill itself lies in the western half of the neighborhood and is composed of an almost suburban feel based on population density and development style. The Bayview and Clearview areas in the eastern half of the neighborhood are largely made up of four-unit apartment buildings, with a fairly transient population, and commercial and light industrial uses.

Hudson Hill/Bayview is home to an estimated 1,298 people,⁵ showing a 4% decline since 2010. At roughly 3,700 people per square mile, Hudson Hill/Bayview's population density is approximately a third of that of many traditional in-town neighborhoods such as Cuyler-Brownville and almost half the density of the West Savannah neighborhood just to the south.

Hudson Hill/Bayview is a predominantly African American community with an estimated 76.8% of residents counted as Black/African American. Whites make up 11.3% of the population, and other races account for 11.9%. People with Hispanic origins (of any race) make up 20% of the neighborhood's population, compared with only five percent citywide.

Table 1: Hudson Hill/Bayview Demographic Summary

Population, 2015	Hudson Hill/ Bayview	City of Savannah
Total Population	1,298	142,919
Population /Acre	5.8	
Male	46%	48%
Female	54%	52%
Black / African American	77%	54%
White	11%	40%
Other	12%	7%
Hispanic (of any race)	20%	5%
Median Age	27	31.4
Dominant Age group	17 & Under	25 to 34 Years

ACS, 2011 - 2015 Five Year Estimates



Young people (17 and under) make up the largest age group in Hudson Hill/ Bayview.

⁵ All demographic, educational attainment, income, employment and poverty data is from the U.S. Census Bureau, American Community Survey (ACS), 2011-2015 Five

Year Estimates. Hudson Hill/Bayview falls within Block Group 2, Census Tract 116, Chatham County, Georgia. Percentages may not add up to 100% due to rounding.

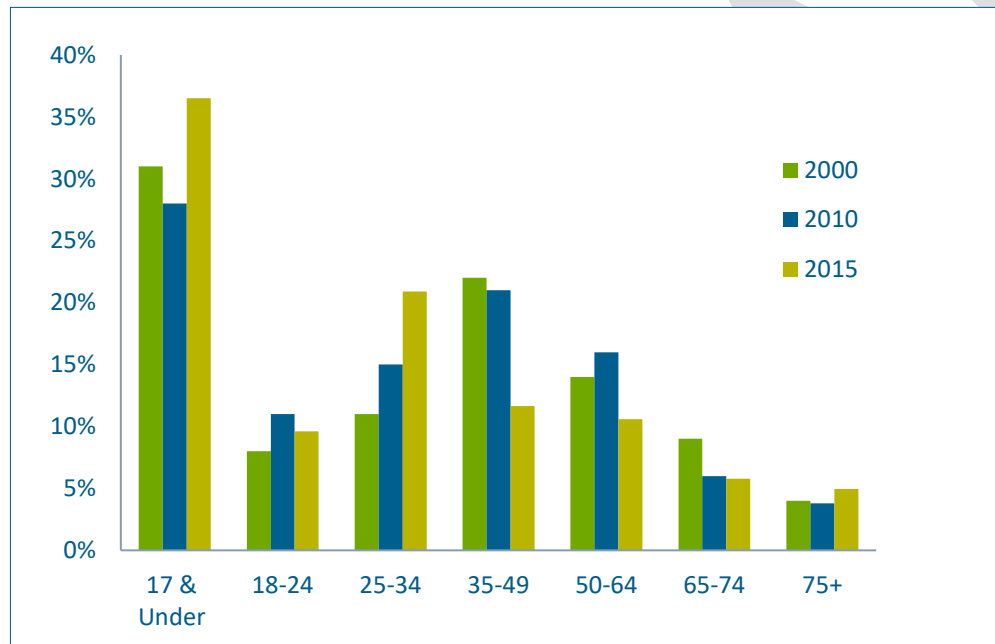
Age and Gender—Young people represent a promising asset for the neighborhood, and their numbers have grown consistently over the years except for a slight decline in 2010. Hudson Hill/Bayview has a younger population than the city at large, with a median age of 27 compared with 31.4 citywide. Also, whereas 25-34 is the dominant age group in Savannah, youths (17 and under) make up the largest age group in Hudson Hill/Bayview.

The second major age group in the neighborhood is 25–34, and this age group has increased as a percentage of the total population since 2000. Residents considered to be in their prime working years (age 25-54) account for 38.3% of the neighborhood’s population, just under the citywide total of 39.4%. This strong

number indicates there is a potentially strong market for workforce development and entrepreneurial training efforts and hiring locally as jobs are created.

Compared with the city as a whole, women make up a slightly higher percentage of the neighborhood’s population at 54%, compared with 52.5% women citywide. Among Hudson Hill/Bayview’s working age population (25-64), women outnumber men by more than 37%. Women are also more likely to be counted as the householder (the person in whose name the housing unit is owned or rented) in family households than men—accounting for 75% of householders in the neighborhood.

Figure 4: Age Trend, Hudson Hill/Bayview, 2000 – 2015



U.S. Census Bureau (2000 and 2010); ACS 2011-2015 Five Year Estimates (2015)

Table 2: Population by Age and Sex, 2015

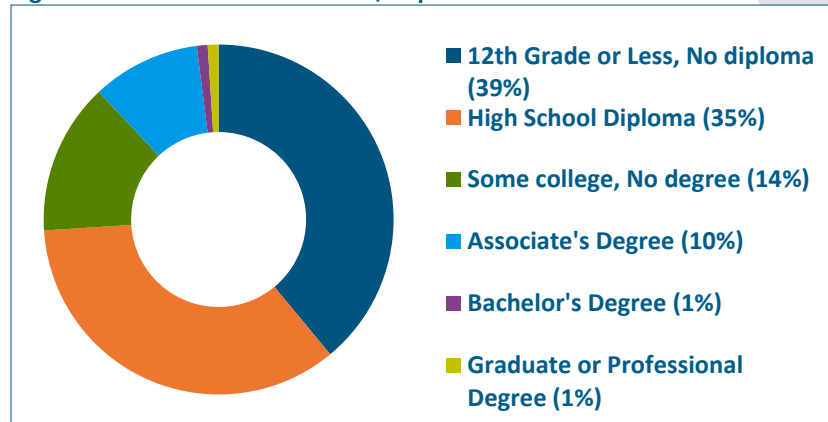
Male		
	598	46.0%
17 & Under	237	18.3%
18-24	75	5.8%
25-34	115	8.9%
35-49	60	4.6%
50-64	41	3.2%
65-74	44	3.4%
75+	25	1.9%
Female		
	700	54.0%
17 & Under	236	18.2%
18-24	49	3.8%
25-34	156	12.0%
35-49	92	7.1%
50-64	96	7.4%
65-74	31	2.4%
75+	39	3.0%

ACS, 2011-2015 Five Year Estimates

Educational Attainment—Hudson Hill/ Bayview lags behind the city as a whole in educational attainment. Among Hudson Hill/ Bayview residents 25 years and older, 61% are high school graduates or higher, compared with 86% citywide. Almost 40% have less than a high school education, compared with 14% citywide.

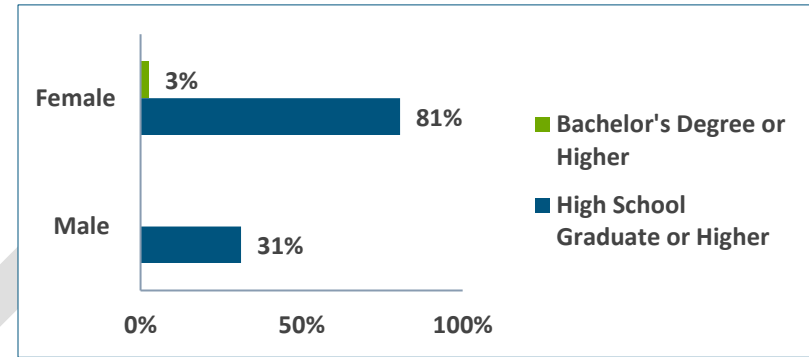
Only two percent of residents hold bachelor’s degrees or higher (all held by women), compared with 28% for the city. Overall, women have significantly higher educational attainment levels than men. According to longtime community members, many Hudson Hill residents matriculate through the local school system; however, in pursuit of better economic conditions, there has been a trending exodus of young scholars to areas offering better opportunities.

Figure 5: Educational Attainment, Population 25 and Older



ACS, 2011-2015 Five Year Estimates

Figure 6: Educational Attainment by Gender, Hudson Hill/Bayview



ACS, 2011-2015 Five Year Estimates

Table 3: Educational Attainment, Population 25 Years and Older, Hudson Hill/Bayview and City of Savannah Comparison

	Hudson Hill/ Bayview	City of Savannah
12th Grade or Less, No diploma	39%	14%
High School Graduate or Equivalent	35%	28%
Some college, No degree	14%	24%
Associate's Degree	10%	6%
Bachelor's Degree	1%	17%
Graduate or Professional Degree	1%	11%

ACS, 2011-2015 Five Year Estimates

Income and Employment—Economic and social stability are key determinants of health, safety and prosperity in a neighborhood. Over a third (35%) of Hudson Hill/Bayview residents are living below the federal poverty level, compared with 26% citywide. Unemployment and unaffordable housing are closely linked to poverty. One in seven residents age 16 and older is unemployed, and almost half of homeowners (46%) and renters (47%) are housing cost burdened, meaning they spend more than 30% of their income on housing and may have difficulty affording food, transportation, medical care and other necessities.⁶

Table 4: Households and Income

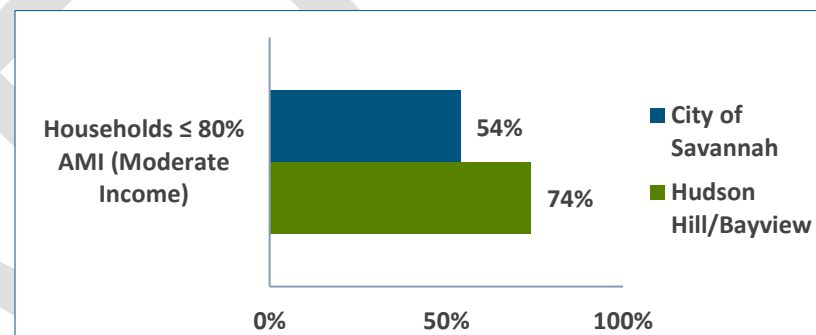
	Hudson Hill/ Bayview	City of Savannah
Total Households	427	52,798
Median Household Income	23,289	36,466
Persons in Poverty	35%	26%
Cost Burdened (30%+ Owners)	46%	26%
Cost Burdened (30%+ Renters)	47%	48%

ACS, 2011-2015 Five Year Estimates

The 2015 median household income in Hudson Hill/Bayview was \$23,289, compared with \$36,466 in Savannah. Low income households (households earning 50% or below the area median income, or AMI⁷) account for more than half (approximately 53%) of Hudson Hill/Bayview households.

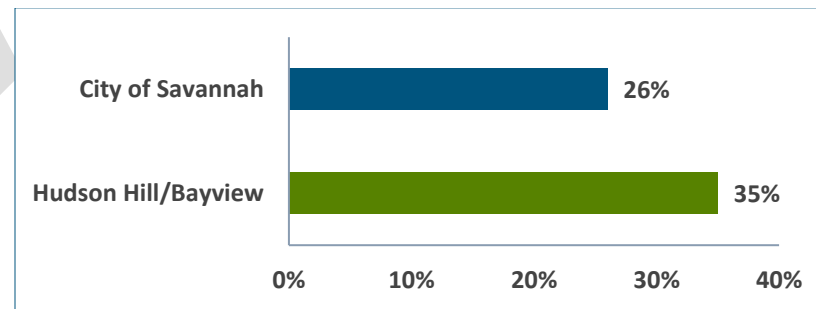
Low and moderate income households (those at or below 80% of AMI) make up approximately 74% of households. Figures 7 and 8 compare median household income and poverty levels of Hudson Hill/Bayview with those of the city of Savannah.

Figure 7: Low and Moderate Income Households
(Households making 80% or less than the Area Median Income)



ACS, 2011-2015 Five Year Estimates

Figure 8: Percentage of Population below the Poverty Level



ACS, 2011-2015 Five Year Estimates

⁶ The U.S. Department of Housing and Urban Development defines cost-burdened families as those “who pay more than 30 percent of their income for housing” and “may have difficulty affording necessities such as food, clothing, transportation, and medical care.”

⁷ Area Median Income (AMI) is based on the Savannah MSA median household income of \$50,618.

Two-thirds of Hudson Hill/Bayview’s population 16 years and older is in the labor force. Of this population, 86% is employed and 14% is unemployed.

Table 5: Employment Status, Population 16 Years and Over

	Hudson Hill/ Bayview	% of Neighborhood
Population 16 Years and Over	842	
Civilian labor force:	554	66%
Employed	477	86%
Unemployed	77	14%
Armed Forces	0	0%
Not in labor force	289	34%

ACS, 2011-2015 Five Year Estimates

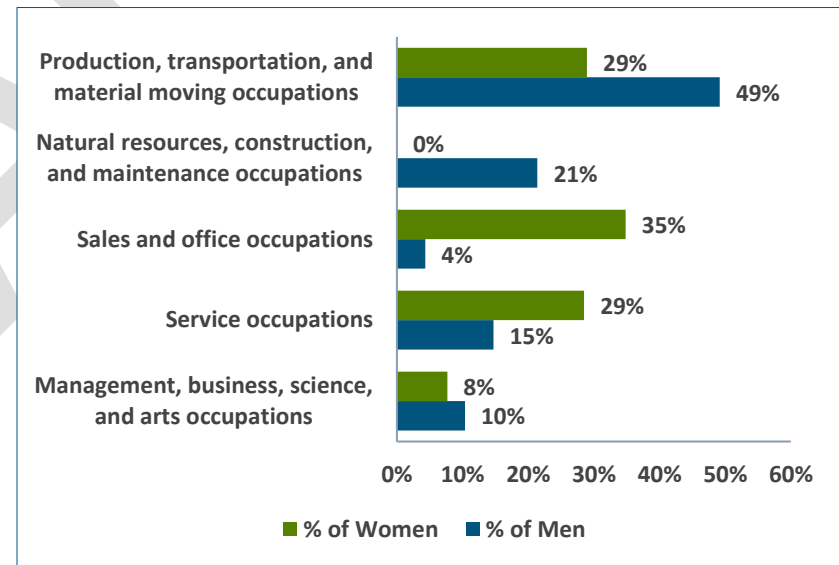
Most employed Hudson Hill/Bayview residents work in production and service occupations, with the highest percentage employed in the transportation and warehousing industries. As shown in Figure 9, the top occupations among Hudson Hill/Bayview male residents are production, transportation and material moving (49%) and construction (21%). Hudson Hill/Bayview female residents work primarily in sales and office occupations (35%), production, transportation and material moving (29%), and service occupations (29%). An estimated 20% of Hudson Hill/Bayview residents are employed in transportation/ warehousing and utilities industries, while 18% work in professional and related service industries and 13% work in the accommodation and food services industry (see Table 6).

Table 6: Employment by Industry

Industry Type	% of Population
Transportation and Warehousing, and Utilities	20%
Professional and Related Services	18%
Accommodation and Food Services	13%
Construction	11%
Education, Health Care and Social Assistance	9%
Retail and Trade	8%

ACS, 2011-2015 Five Year Estimates

Figure 9: Occupation for the Civilian Employed



ACS, 2011-2015 Five Year Estimates

Land Use and Zoning

Existing Land Use Patterns

All general land use categories—commercial, industrial and residential—are found in Hudson Hill/Bayview. Single family residential uses predominate west of Nettles Street and along Smart Street, and multi-family residential uses occupy much of the land east of Nettles Street and a portion of Cleland Street, as shown in Figure 10, *Existing Land Use*. Most of the commercial uses are found along West Bay Street, which serves as the main commercial corridor for Hudson Hill/Bayview and the West Savannah neighborhood to the south. Industrial uses are found along West Lathrop Avenue and Rankin Street, and on scattered sites east of Nettles Street. Heavy industry surrounds the neighborhood immediately to the west, north and east on lands located in a constitutionally created “industrial area” within unincorporated Chatham County.⁸

By category, residential uses make up the largest percentage of land uses, at 58%. Commercial and industrial uses account for 6% and 4% of land uses, respectively. In addition to these developed lands, Hudson Hill/Bayview has numerous undeveloped lots, which account for about 30% of the land area in the neighborhood. These lots range from lots used for stormwater management purposes by the City of Savannah to vacant, overgrown lots. Some of the undeveloped lots are used as side yards by neighboring residential properties, and others include FEMA properties, community garden lots, and properties serving utility purposes.⁹

⁸ Industrial Areas were created by multiple amendments to the Georgia Constitution beginning in 1950.

⁹ FEMA properties are flood-prone properties purchased by local governments through voluntary buyout programs offered to homeowners in neighborhoods that

Table 7: Land Use by Category

Land Use	Count	Percent
Commercial	32	6%
Industrial	20	4%
Institutional	9	2%
Residential	328	57%
Undeveloped Lot (Including Parks)	176	31%
Total	566	100%

SAGIS 2015 Parcels

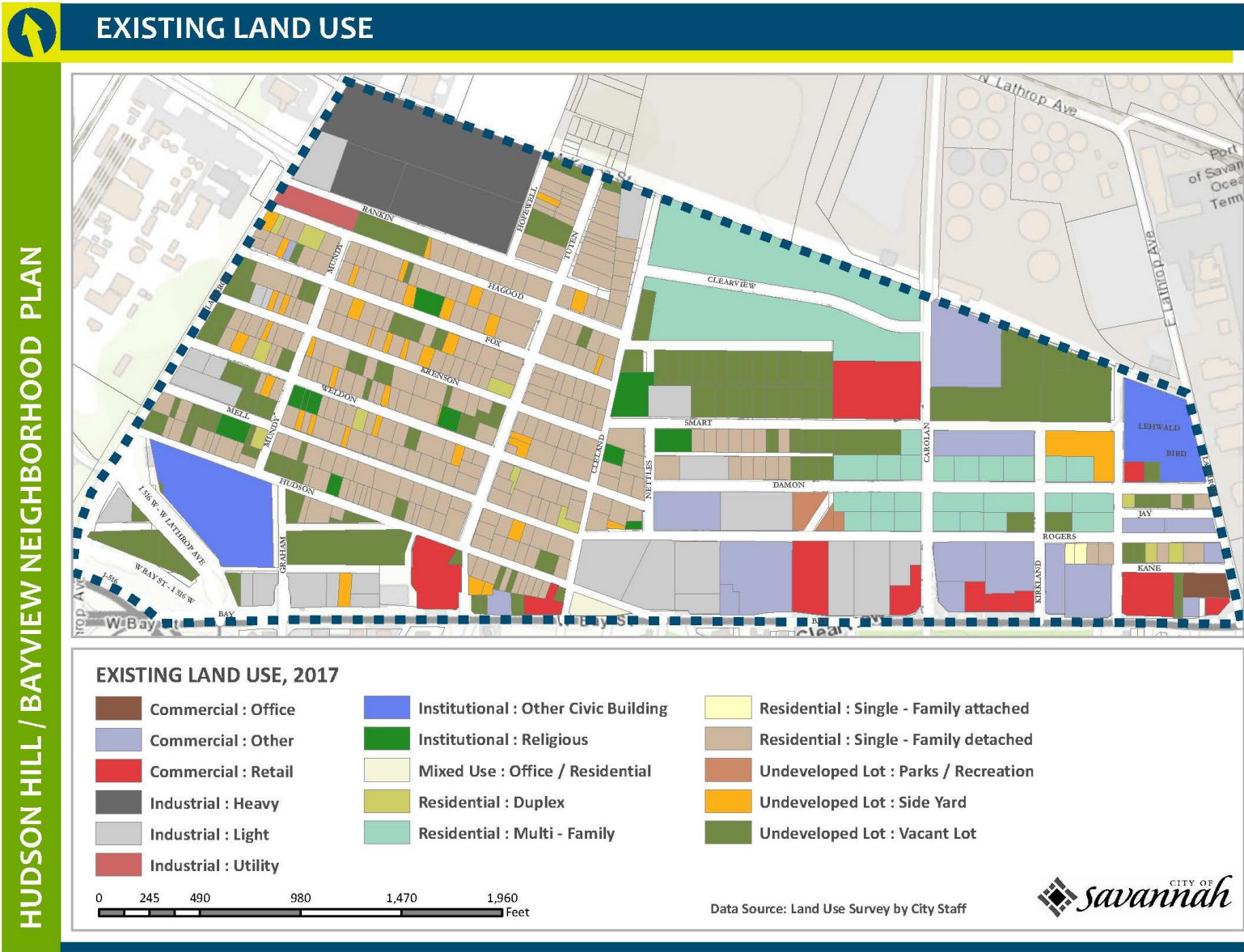
Table 8: Land Use by Parcel

Land Use (Specific)	Count	Percent
Commercial: General Business	21	3.7%
Industrial: Heavy (I2)	4	0.7%
Industrial: Light (I1)	5	0.9%
Institutional: Association	1	0.2%
Institutional: Religious	8	1.4%
Residential: Duplex	14	2.5%
Residential: Multi-family	25	4.4%
Residential: Single-family detached	298	52.7%
Undeveloped Lot: Parks/Recreation	2	0.4%
Undeveloped Lot: Side yard	14	2.5%
Undeveloped Lot: Vacant lot	153	28.1%
Utility/Other	21	3.7%
Total	566	100.0%

SAGIS 2015 Parcels

have been subject to repeated flooding. Partial funding for property acquisition is provided through the Federal Emergency Management Agency’s Hazard Mitigation Grant Program.

Figure 10:
Existing
Land Use



Long-standing Land Use and Zoning Issues

In February 2004, the Savannah City Council requested that the Metropolitan Planning Commission conduct a land use and zoning study for West Savannah, Hudson Hill, Woodville, and the Brickyard Community. A Westside Neighborhood Advisory Committee was appointed by the MPC and held its first meeting on April 19, 2004. Monthly meetings were held to identify issues and opportunities in the community, to develop land use and zoning goals, and to integrate those goals with the city's economic development and housing programs. In September 2004, the MPC produced a draft zoning study, West Savannah Land Use and Zoning Study for the Neighborhoods of Hudson Hill, West Savannah, and Woodville, and the Brickyard Community.

Before any action could be taken on the study, City Council commissioned Goody-Clancy and Associates to produce a redevelopment plan for the West Savannah Neighborhood. The Westside Rezoning Study was placed on hold pending completion of the West Savannah Neighborhood Redevelopment Plan. The Plan was completed in 2005, and the rezonings in the West Savannah neighborhood associated with the Plan were approved by the Savannah City Council in April 2007.

Members of the affected neighborhood associations, including the Hudson Hill Community Organization, requested that the MPC proceed with the rezoning on a neighborhood by neighborhood basis in order to correct the most pressing zoning problems. Although some work to address zoning issues in Hudson Hill/Bayview was conducted as part of the City's zoning ordinance update (NewZO) and is reflected on the proposed zoning map, additional action will be needed to fully align zoning districts with neighborhood land use goals.

Hudson Hill/Bayview has faced long-standing issues posed by the adjacency of industrial and heavy commercial uses and zoning classifications to single and multifamily residential uses (see sidebar). A review of existing land use patterns and zoning districts conducted as part of this planning process also reveals pockets of incompatible zoning and land uses within the boundaries of the plan area. The lack of adequate buffers is a major concern for residents in some of these areas. There is also a desire on the part of the community to establish boundaries delineating areas where commercial growth is desired while appropriately protecting existing residences.

A review of the neighborhood conducted during the countywide zoning assessment associated with the New Zoning Ordinance (NewZO) resulted in a number of proposed changes to the City's zoning map to address concerns stemming from incompatible land uses. The intent of the proposed changes is to reduce the impact of industrial and commercial uses by rezoning to less intensive categories, and to properly zone residential districts so that they would have the opportunity to be redeveloped while maintaining the desired development pattern.

Current Zoning

As shown in Figure 11, the current zoning districts in Hudson Hill/Bayview include R-4 four-family residential, R-M-25 Multifamily Residential, B-G General-Business, P-B-G-1 Planned General Business Transition, I-L Light-Industrial, and P-I-L-T Planned-Light-Industrial-Transition. The Hudson Hill/Bayview area is also covered by an Alcohol Density Overlay District, adopted by City Council in January 2019 with the intent of limiting the sale and serving of alcoholic beverages in an effort to address the negative impacts of these uses at certain locations in the city.

The overlay establishes use conditions and/or prohibitions for various uses, including assembly halls, event venues, principal use

cocktail lounges, bars, taverns, nightclubs, adult entertainment establishments, package stores, restaurants, and ancillary retail package sales. (See Article O, Section 8-3355 of the City’s Zoning Ordinance for specific use conditions and prohibitions; similar language will be included in the NewZO.)

An Alcohol Density (“AD”) District is identified on the City’s official zoning map as “AD” followed by a designated number). The numerical designation identifies the geographic location of the overlay district. The Hudson Hill/Bayview area falls under AD-1, as shown in Figure 12.

NewZO

A review of the neighborhood conducted during the countywide zoning assessment associated with the New Zoning Ordinance (NewZO) resulted in a number of proposed changes to the City’s zoning map to address concerns stemming from incompatible land uses. The intent of the proposed changes is to reduce the impact of industrial and commercial uses by rezoning to less intensive categories, and to properly zone residential districts so that they would have the opportunity to be redeveloped while maintaining the desired development pattern.

The proposed zoning categories in the current NewZO draft are shown in Figure 13. The most significant changes are the expansion and reduction in intensity of the single family residential district; the shift from General Business to Community Business along West Bay Street; the change to Neighborhood Business in areas currently zoned Light Industrial; the introduction of the Light Industrial-Restricted and Light Industrial-Transition categories to encourage less intensive uses than allowed under in current Light Industrial districts. Table 16, in the Appendix provides descriptions and a side-by-side comparison of current and proposed zoning districts.

To address these concerns and ensure that the City’s land use and zoning regulatory framework support neighborhood goals, the plan sets out recommendations to modify future land use designations; assess public improvement needs to encourage neighborhood scale development and connectivity; and align neighborhood zoning districts with desired land use patterns.

Land use and zoning recommendations are discussed in detail in the Implementation Plan section of this document.

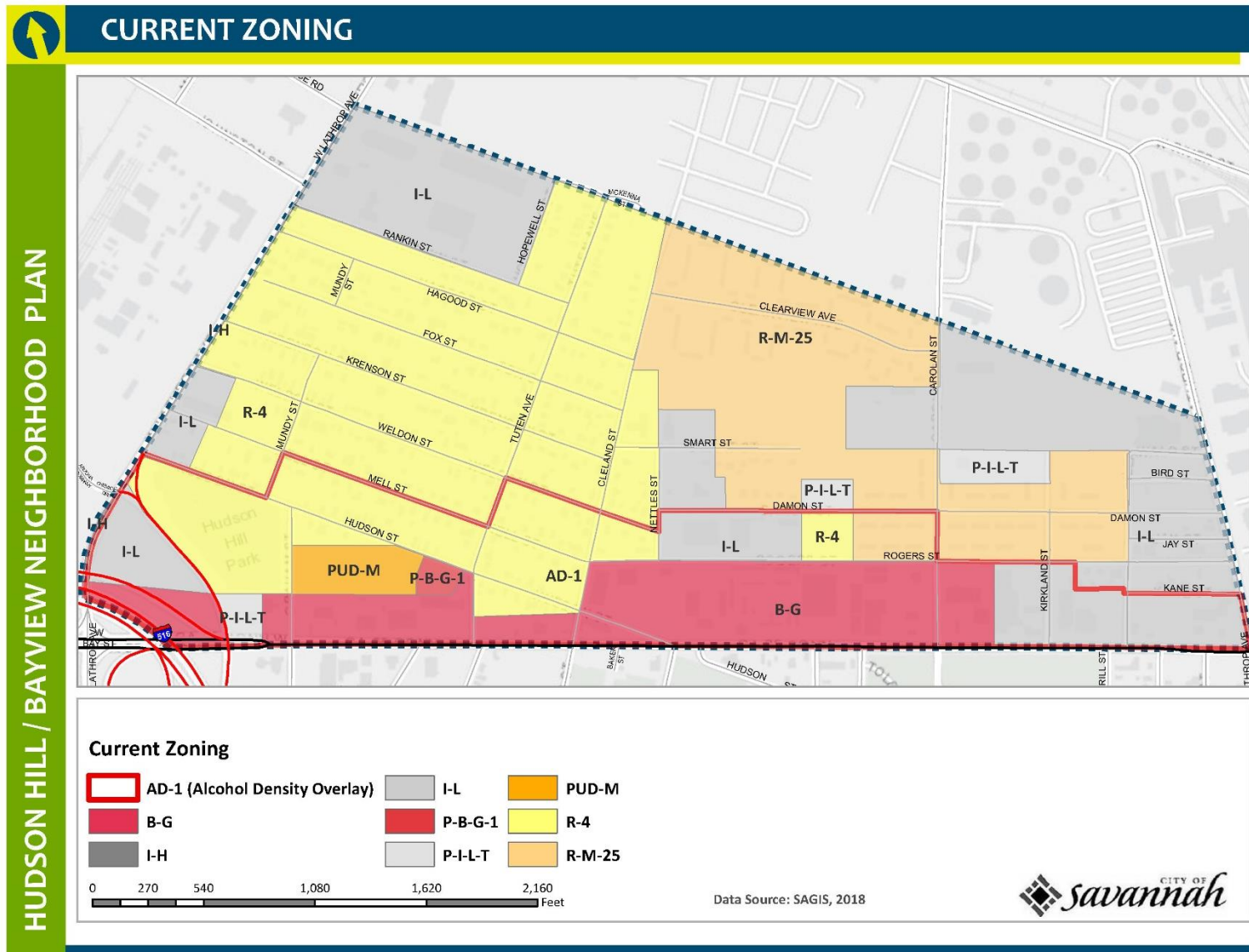


Single family homes facing poorly screened industrial properties on Damon Street.



Industrial and heavy commercial uses surround the neighborhood’s single family and multifamily residential areas, and pockets of incompatible zoning and land uses exist throughout the plan area.

Figure 11:
Current Zoning
 Zoning District definitions are provided in the Appendix.



**Figure 12:
Alcohol Density
Overlay District
(AD-1)**

This district includes portions of the Hudson Hill/Bayview, West Savannah, Woodville/Bartow, and Bay Street Viaduct Area neighborhoods.

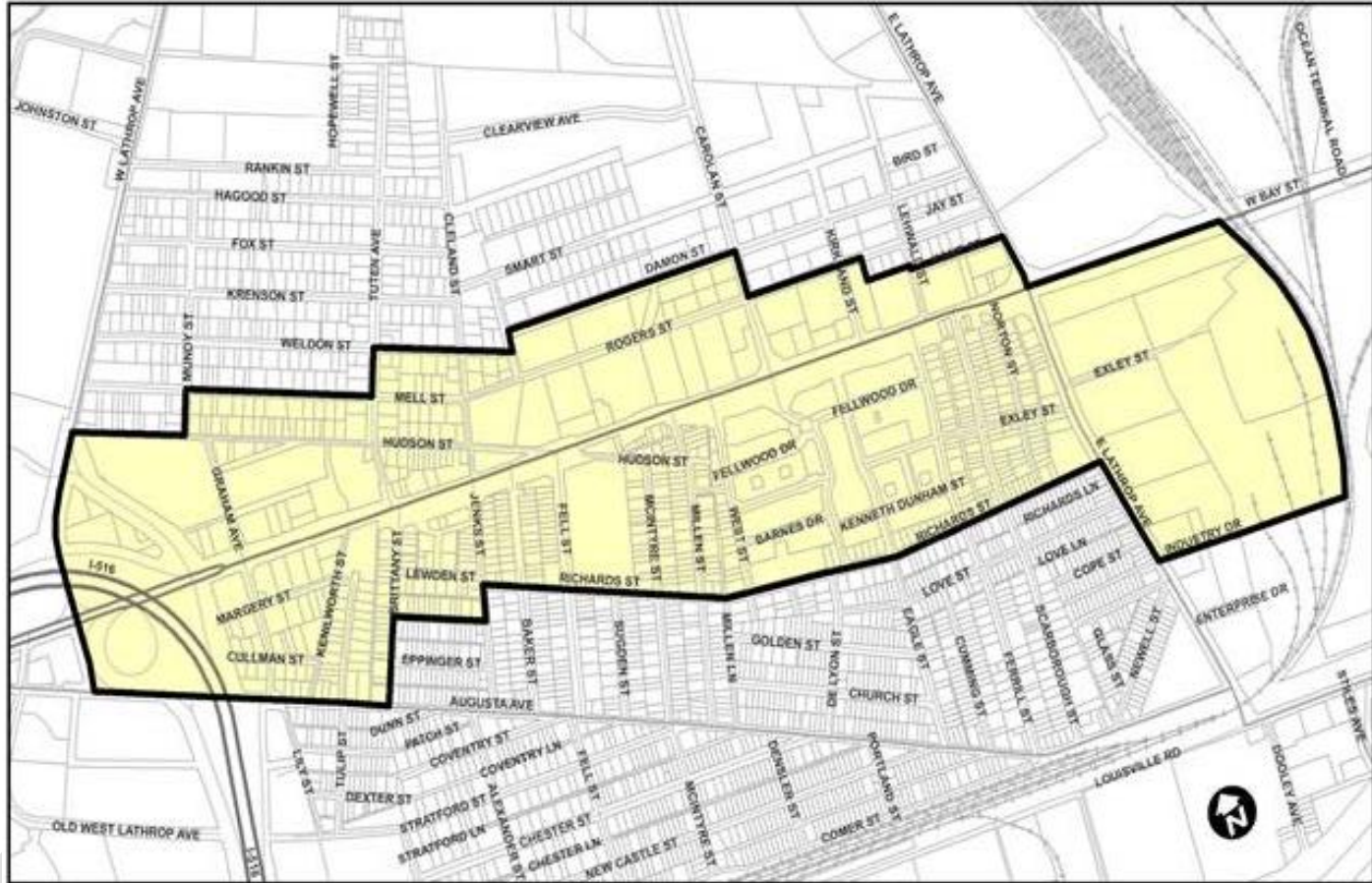
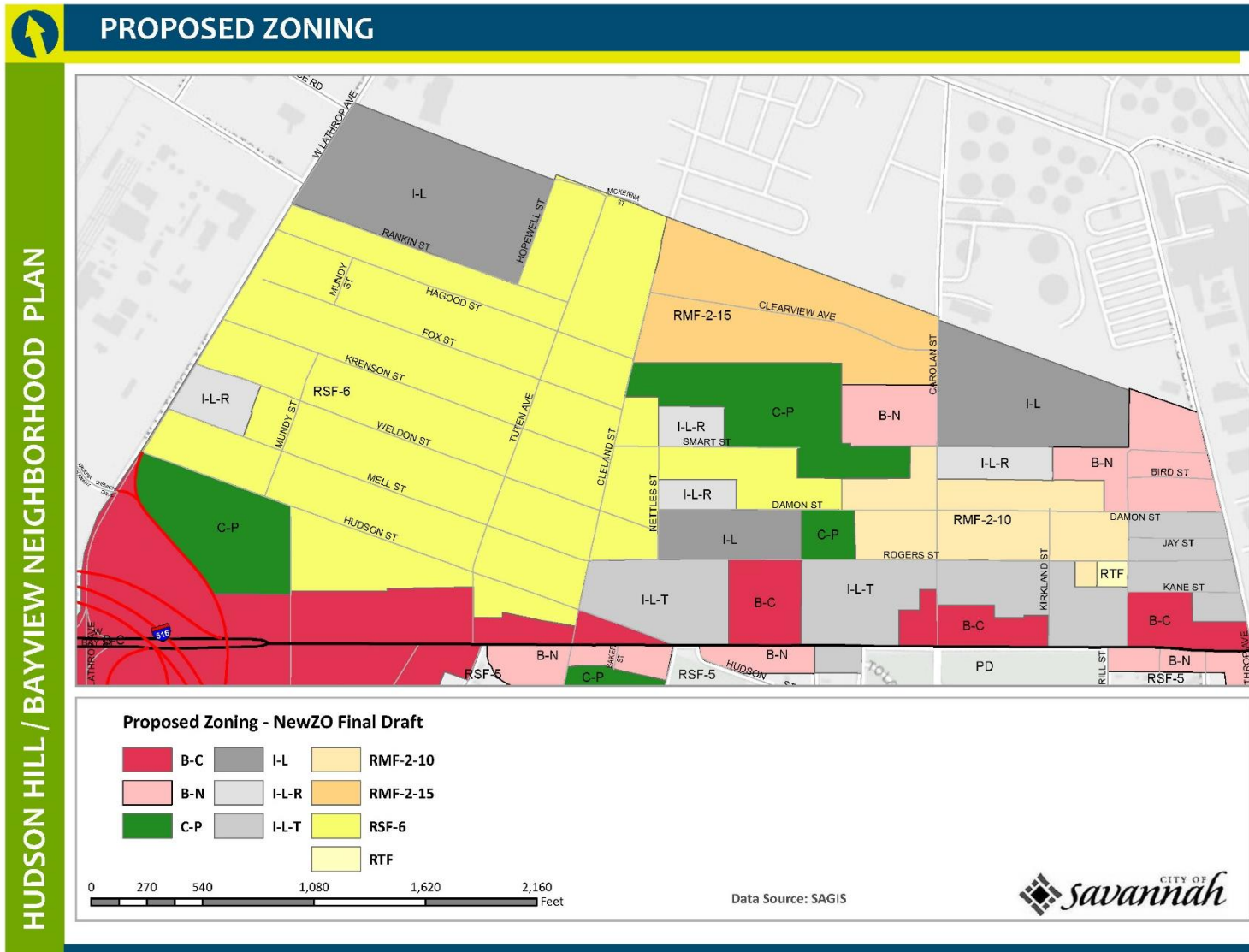


Figure 13:
 Proposed Zoning --
 New ZO Final Draft,
 February 2019
 Zoning District
 definitions are
 provided in the
 Appendix.



Chatham County-Savannah Metropolitan Planning Commission (<http://www.newzo.org/>)

Housing and Property Conditions

Housing

As discussed earlier, the plan area encompasses two distinct areas—Hudson Hill, which is predominantly single-family residential in nature with some duplexes on scattered sites. Housing east of Nettles Street and a portion of Cleland Street is predominately multi-family. Overall, the plan area has an estimated 544 housing units, 79% of which are occupied.

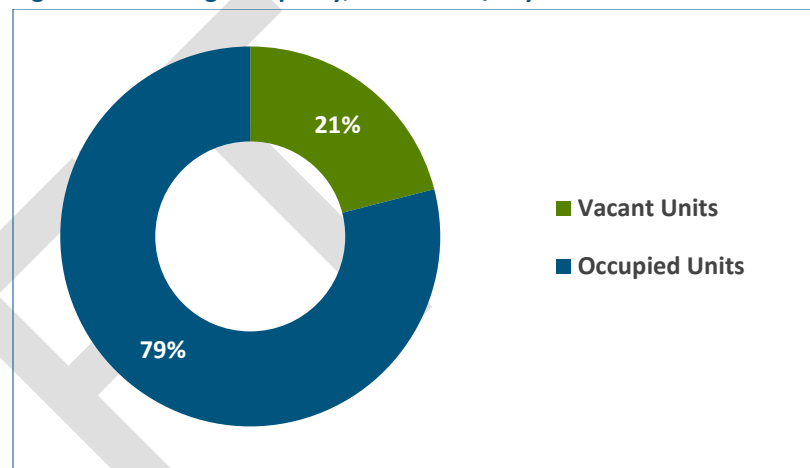
Hudson Hill/Bayview’s housing vacancy rate of 21% is almost 5% higher than that of the city. Of the neighborhood’s occupied housing units, 32% are owner-occupied and 68% are renter-occupied. This compares with a citywide owner-occupied rate of 44% and renter-occupied rate of 56%. The rate of homeownership in Hudson Hill Bayview has declined steadily since 2000, as shown in Figure 15. Along the neighborhood’s western edge blocks alone, fifteen properties are corporately-owned. The median home value of owned homes is \$88,200, almost 40% lower than the median value citywide.

Table 9: Housing Occupancy and Tenure

	Hudson Hill/ Bayview	City of Savannah
Total Households	427	52,798
Total Housing Units	544	62,335
Vacancy Rate	21%	15.3%
Owner Occupied Units	32%	44%
Renter Occupied Units	68%	56%
Median Value of Owned Homes	\$88,200	\$142,000

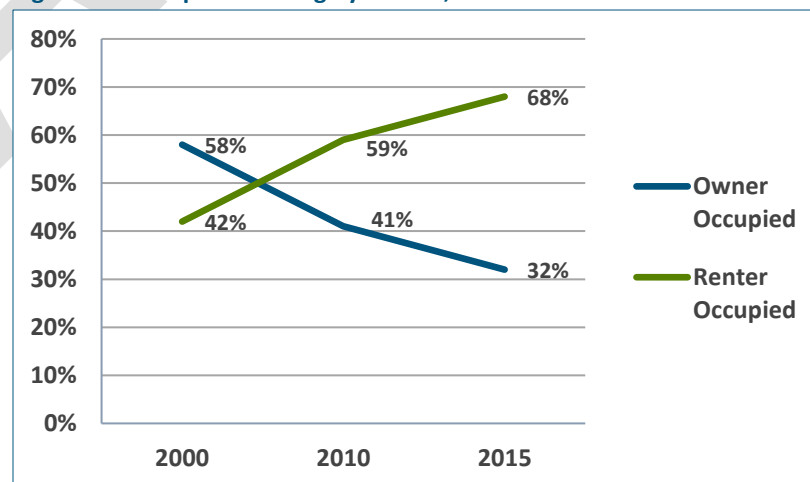
ACS, 2011-2015 Five-Year Estimates

Figure 14: Housing Occupancy, Hudson Hill/Bayview



ACS, 2011-2015 Five-Year Estimates

Figure 15: Occupied Housing by Tenure, 2000-2015

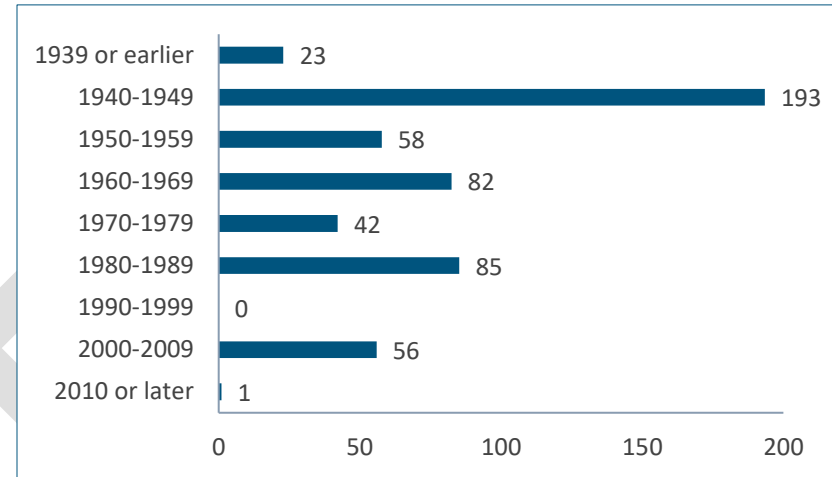


U.S. Census Bureau (2000 and 2010); ACS 2011-2015 Five Year Estimates (2015)

Two-thirds of the housing units in Hudson Hill/Bayview were built before 1970, with the most active period from 1940-1949. About half of all renters in Hudson Hill/Bayview live in units that are almost 70 years old or older. Older housing, whether owned or rented, requires continual reinvestment to keep it from becoming functionally obsolete or degraded due to deferred maintenance. Older housing stock can also present health and safety hazards to occupants from hazardous materials such as lead-based paint, asbestos and carbon monoxide. Elderly home owners in older housing stock often have deferred maintenance and obsolete mechanical systems that can burden occupants with high utility bills or health and safety issues. These higher operational costs can also burden households with otherwise affordable rent or mortgages.

New housing stock was added between 2000 and 2009, accounting for 10% of the neighborhood’s housing units. Of these newer units, roughly 60% are owner-occupied—a promising trend. With the exception of one single family home built in 2016 by Habitat for Humanity, there has been no new home construction since 2010. Building permit records indicate a modest amount of renovation activity in the neighborhood over the past three years, with seven building permits issued between 2014 and 2017. Housing trends overall, however, point to a need for both reinvestment and continued new investment in the neighborhood.

Figure 16: Age of Housing by Year Built



ACS, 2011-2015 Five-Year Estimates



Property Conditions

The condition of properties within Hudson Hill/Bayview varies from good to very poor. Properties in poor condition contribute to deteriorated living conditions on some sections of the neighborhood.

A property conditions survey conducted by City staff in 2010 showed that the majority of properties (71%) were in standard condition or had only minor problems. Almost 20% of properties had moderate problems, and the remaining 10% were rated as having major problems. Major problems were observed primarily in the Bayview Homes and commercial areas, but also on scattered lots throughout the Hudson Hill single family residential area.¹⁰

A 2017 update of the survey showed that some properties had improved while others declined in condition since 2010. Overall, however, the percentages of properties with standard, minor, moderate and major problems remained consistent.

Existing Conditions—In terms of residential housing quality, an analysis conducted by City staff in October 2017 shows that almost 40% of single family and duplex units are in standard or good condition based on improvement value. Another 37% are in poor or very poor condition, while 24% are in fair condition. The wide spread in the improvement value of structures is likely an indication of substantial deferred maintenance. (See Table 10.)

¹⁰ The property conditions survey considered building conditions and yard/lot cleanliness (litter, growth, bulk items, debris, abandoned autos). Standard=No problems; Minor=Conditions such as dirty/mildewed paint, fence or eave repair needed, screens needing replacement; Moderate= Conditions such as

Table 10: One- and Two-Unit Residential Housing Quality Based on Improvement Value of Structure

Condition	Property Count	Percent of Total	Physical Depreciation
Good	48	17%	15%
Standard	64	22%	30%
Fair	69	24%	45%
Poor	69	24%	60%
Very Poor	38	13%	>75%
Total Count	288	100%	100%

SAGIS 2015 Parcels

Property Maintenance Complaints—Hudson Hill/Bayview has numerous undeveloped lots, which account for 28% of the land area in the neighborhood. Open space is an asset and directly contributes to the community’s suburban feel. Poorly maintained lots and open spaces, however, can become blighted and place a heavy burden on the neighborhood when they are allowed to be overgrown, collect trash and bulk items, or used for unauthorized or illegal activities.

In 2016, there were a total of 110 property maintenance complaints in Hudson Hill/Bayview, with the highest number (41) in the occupied property category, followed by derelict vehicle (33) and vacant lot/building complaints (22). Over the period from 2011-2016, vacant lot/building violations declined by 51%, while occupied property violations increased 46%. Derelict vehicle complaints were back up to the 2011 level after a decline in the intervening

chipped/peeling/failing paint, 25%-50% of siding needing replacement, door/window frames deteriorated, eave replacement needed; Major= Conditions such as missing steps; 50% of siding needing replacement.

years. The lowest number of complaints during this period was in the unsafe/secure/demolition category, followed by housing code complaints. The total number of complaints across all categories remained relatively steady except for a brief decline in 2012.

Table 11 (and Figure 17, below): Property Maintenance Complaints, 2011-2016

	Derelict Vehicle	Vacant Lot/ Building	Unsafe / Secure / Demolition	Occupied Property	Housing Code	Total
2011	33	45	3	28	2	111
2012	12	41	8	19	3	83
2013	28	29	8	23	14	102
2014	18	37	6	30	12	103
2015	28	28	2	27	19	104
2016	33	22	4	41	10	110

City of Savannah 311 System, Jan.01, 2011 - Dec. 31, 2014; EnerGov, Jan. 2015 - Dec. 2016

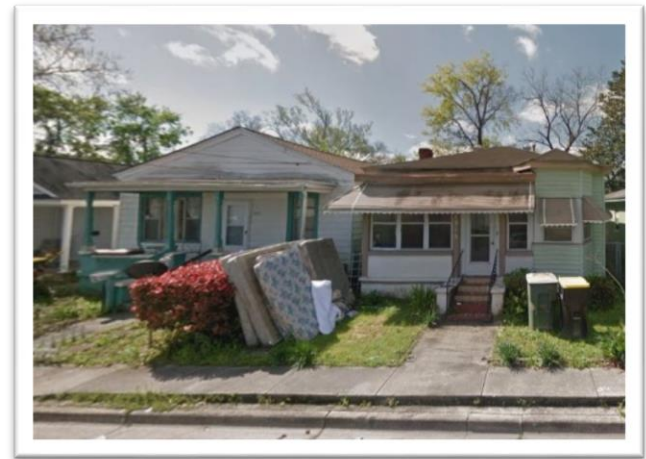
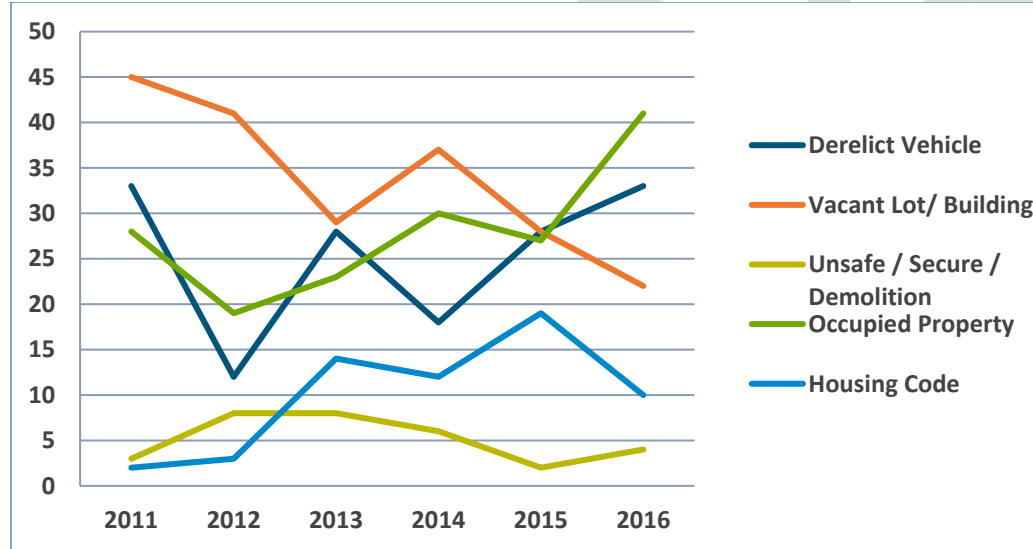


Figure 17



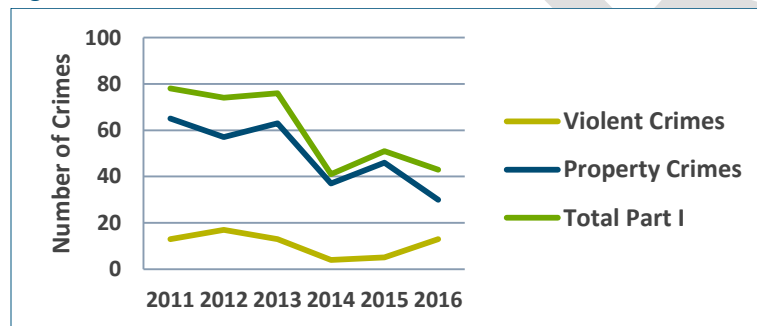
Public Safety

Neighborhood Crime

Longtime residents describe Hudson Hill as a traditionally low crime area. Low employment rates, the presence of vacant and abandoned properties and neighborhood decline over the years, however, can open the door to criminal activity. These conditions are more evident in the Bayview area, where incidents of Part I crime tend to be more prevalent than in the Hudson Hill neighborhood. According to SCMPD officers, crimes in the neighborhood are generally disconnected in nature with no regular pattern, and in many cases, serve as evidence of other crimes committed elsewhere in the city.

Overall, there has been a downward trend in the total number of Part I crimes in Hudson Hill/Bayview since 2011 as shown in Figure 18. In 2016, Part I property crimes were down by over a third from the previous year; violent crimes, however, increased significantly with 13 violent crimes in 2016 compared with five in 2015.¹¹

Figure 18: Part I Crimes, 2011-2016



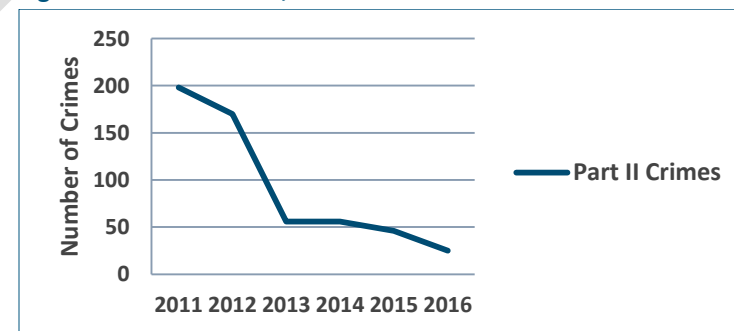
¹¹ Part I Crimes include violent and non-violent criminal activity such as assault, homicide and burglary. Part II Crimes include offenses of a lesser nature than Part I

Part I crime in 2016 was somewhat scattered throughout the neighborhood, although there was some concentration of activity in the Bayview Homes area. The predominant crime reported was larceny with 16 incidents, followed by aggravated assault (11) and burglary (8).

The number of Part II crimes in Hudson Hill/Bayview dropped dramatically from 2011 to 2016, from 198 to 25 reported incidents. The highest number of incidents during this period were reported in 2011 and 2012, with simple assault as the predominant crime, followed by property damage. Over half of the simple assault incidents in 2011 occurred in the Clearview Homes area; in 2012, most of the simple assaults were reported in the Bayview and West Bay Street areas.

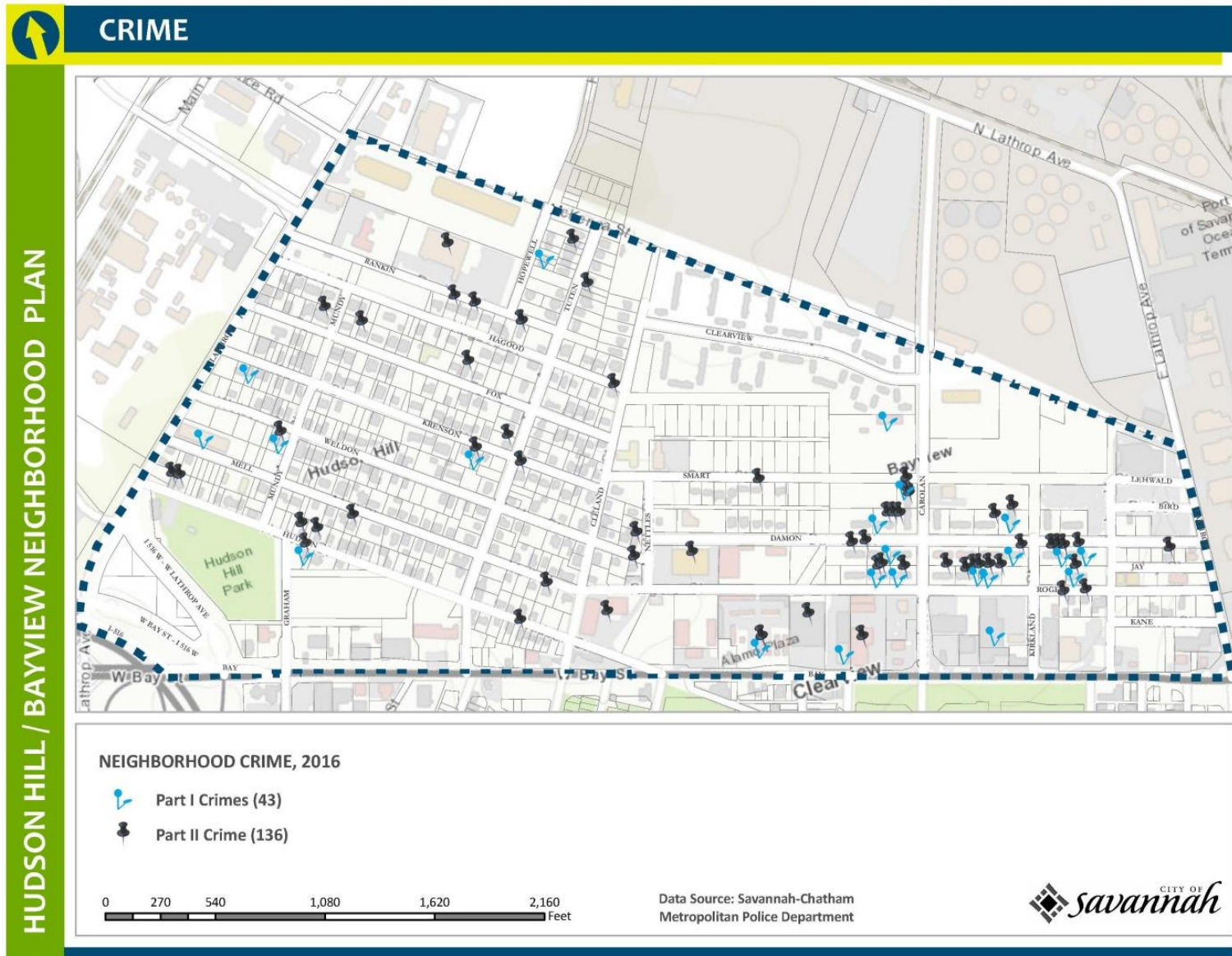
As with Part I crimes, Part II crimes during 2016 tended to be scattered with some clustering in the Bayview area. The predominant Part II crimes reported in 2016 (as in earlier years) were simple assault, with 35 incidents, and property damage, with 31 incidents. Other significant Part II crimes in 2016 were disorderly conduct followed by privacy/trespassing.

Figure 19: Part II Crimes, 2011-2016



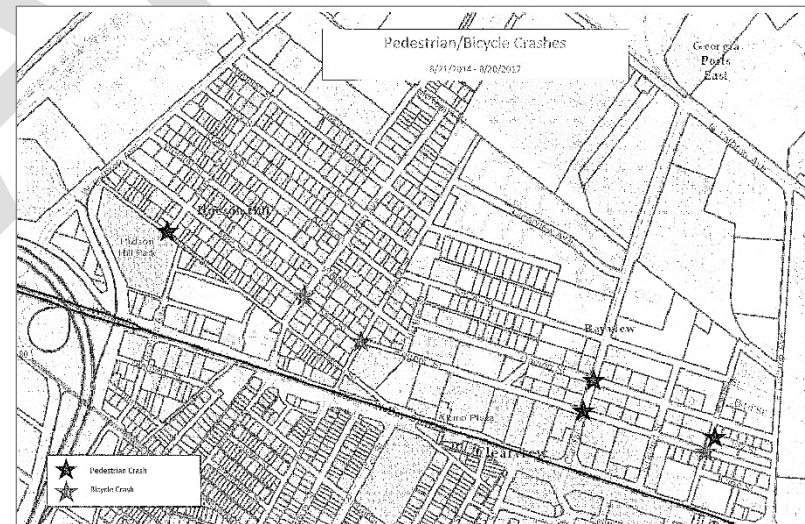
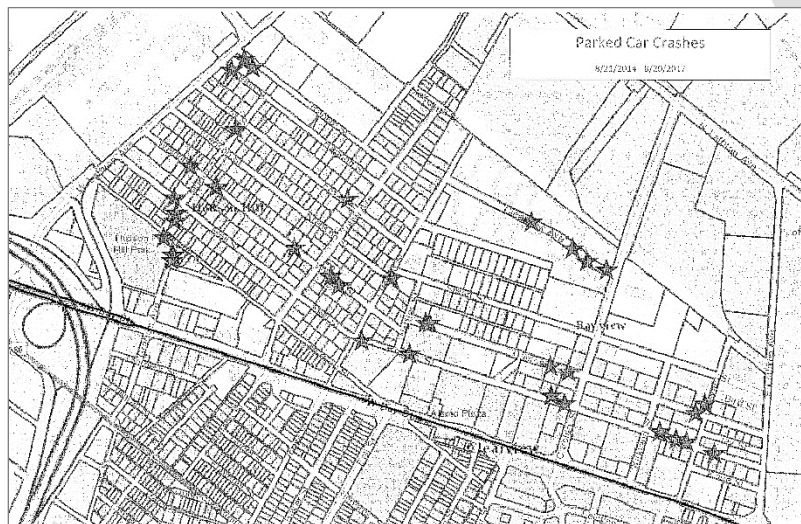
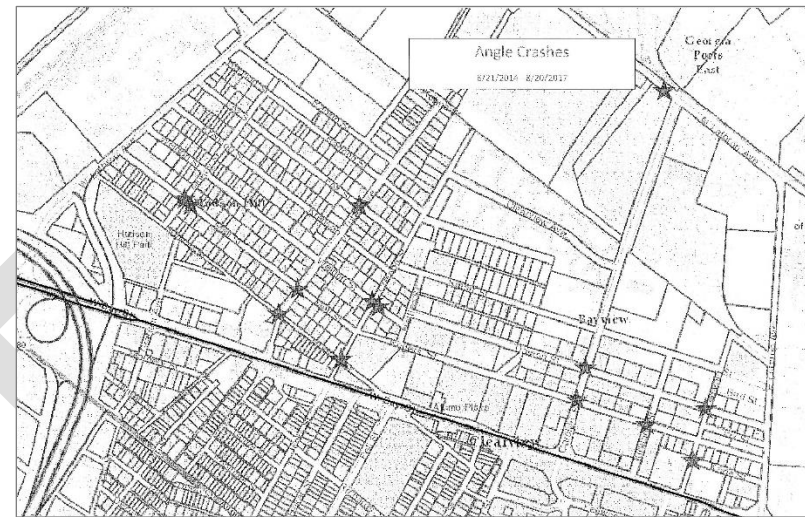
crimes such as drug dealing, drug possession, disorderly conduct, driving under the influence, firing of weapons, and property damage.

Figure 20:
Part I and Part
II Crime,
2016



Traffic Safety

During the planning process, residents expressed concerns about speeding and other traffic violations. A study of various types of crashes conducted by the City's Traffic Engineering Department from August 2014 to August 2017 showed that the most common type of crashes involved parked cars. A total of 35 parked car crashes were reported over the three-year period. In addition to speeding incidents, the neighborhood's narrow streets and prevalence of on-street parking throughout the neighborhood are contributing factors to this type of vehicle collisions. Angle crashes numbered 13, with repeat incidents occurring at two intersections (Mell/Mundy Streets and Cleland/Weldon Streets). There were three bicycle crashes and four pedestrian crashes during the study period.



Transportation and Mobility

Street Network

Hudson Hill/Bayview is served by an urban principal arterial, West Bay Street (State Route 25 Connector), which forms the neighborhood's southern boundary, and two major collectors, West Lathrop Avenue and East Lathrop Avenue, which form the west and east boundaries, respectively. Interstate 516 (I-516) intersects with West Bay Street at the southwestern edge of the Hudson Hill neighborhood, providing quick access to I-16 and Southside Savannah. This section of West Bay Street is a designated Hurricane Evacuation Route and school bus route. It also serves as an important through route for trucks traveling from I-516 to commercial and industrial facilities adjacent to and north of West Bay Street along the Savannah River.

The neighborhood's internal circulation system is made up of local streets and one minor collector, Carolan Street, which serves the Bayview and Clearview developments and commercial establishments on the eastern side of the community and connects to industrial uses along North Lathrop Avenue. The local street network is laid out in a grid pattern and has changed very little since the mid-1950s.

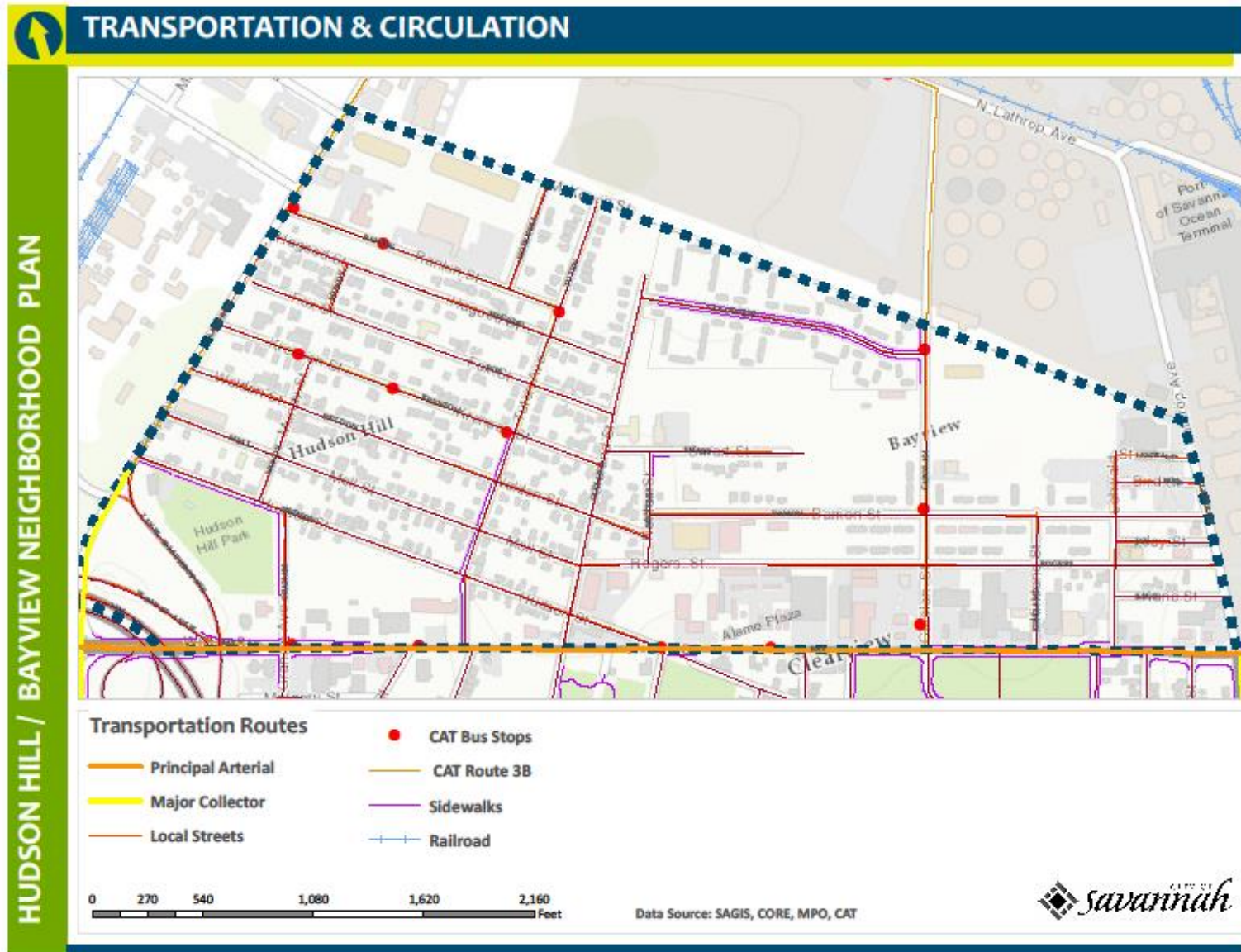
Very few improvements have been made to local streets in recent years, with the most recent resurfacing occurring in 2003 and 2004 and the installation of two ADA curb ramps at Clearview and Carolan Streets in 2014. According to the City's Streets Maintenance Department, many of Hudson Hill/Bayview's streets are in need of resurfacing. A total of 33 street segments received a rating of higher than 20 in an evaluation conducted by Streets Maintenance in 2013 and 2014, which makes them eligible for resurfacing under GDOT's Annual Local Maintenance & Improvement Grant.

West Bay Street Improvements —The portion of West Bay Street forming the neighborhood's southern boundary is undergoing a transformation designed to improve vehicular and pedestrian safety. This Georgia Department of Transportation (GDOT) project, which extends roughly 1.3 miles from just west of West Lathrop Avenue to the western end of the Bay Street Viaduct, includes upgrades to traffic signals, relocation of sidewalks a safe distance from the edge of pavement, grass buffer strip, crosswalk improvements with new striping and pedestrian signals, additional transit stops, and enhancements to the visual aspect of the corridor with median and streetscape improvements. On the downtown side of the viaduct, the City of Savannah is expanding a street improvement initiative that will carry Bay Street streetscape improvements westward to the eastern base of the viaduct. These two projects will create an important link between Hudson Hill and other west Savannah neighborhoods to downtown.



This section shows median, streetscape, and intersection improvements along West Bay Street between East Lathrop Avenue and Carolan Street. (Image: Georgia Department of Transportation)

Figure 21:
Transportation
Routes

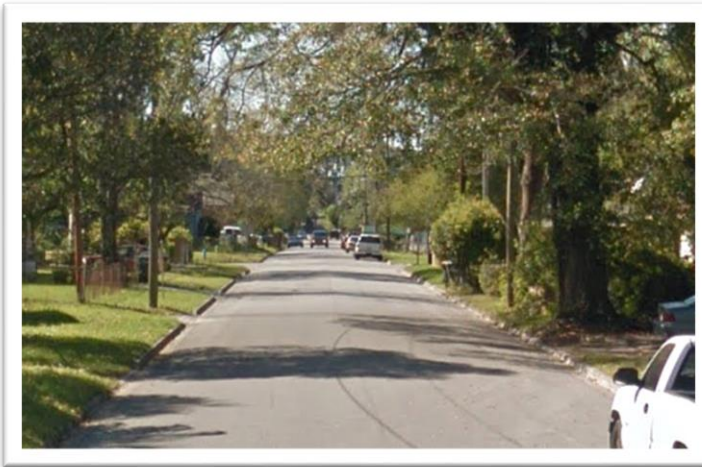


Pedestrian and Bicycle Infrastructure

There are very few sidewalks in the Hudson Hill/Bayview area, with locations limited to Clearview Avenue, Tuten Avenue, Hudson Street, Graham Street and West Bay Street. There are no bicycle lanes or other bicycle infrastructure within the neighborhood.

Pedestrian Network Needs—The 2014 CORE MPO Non-motorized Transportation Plan (NMTP) identified the Hudson Hill/West Savannah area as a “Pedestrian Focus Area.” The identification of Pedestrian Focus Areas was informed by existing conditions, such as where sidewalk does or does not exist currently, recognition of updated or recently planned projects, public and stakeholder input, location of pedestrian trip demand, and need for direct trips between areas of demand. It is important to note that the Bayview area, which currently has no sidewalks, is not included in the Hudson Hill/West Savannah Pedestrian Focus Area and that a pedestrian network needs assessment for Bayview should be conducted.

The projects listed in Table 12 are included in the NMTP Pedestrian Project List and map of Pedestrian Network Needs. These proposed improvements were determined through an evaluation of network deficiencies within the Pedestrian Focus Area, with a particular focus on pedestrian connectivity.



Very few streets within the neighborhood have sidewalks. (Image: Google Maps, 2017)

Table 12: Pedestrian Network Needs

Location	Segment Description	Status	Type	Existing
Cleland Street	One side, Smart to Clearview	Needs Construction	Sidewalk	Nothing
Hagood Street	One side, W. Lathrop. to Cleland	Needs Construction	Sidewalk	Nothing
Krenson Street	One side, W. Lathrop to Cleland	Needs Construction	Sidewalk	Nothing
Mundy Street	One side, Hudson to Krenson	Needs Construction	Sidewalk	Nothing
W. Lathrop Ave.	One side, Hudson to Rankin	Needs Construction	Sidewalk	Nothing

CORE MPO, Non-Motorized Transportation Plan, 2014, <http://www.thempc.org/Dept/NoMotor>

Transit

Adequate and reliable transit is essential to any healthy urban community. Transit can and should connect residents in a timely and efficient way to job centers, schools, retail areas, and other neighborhoods, as well as other modes of transportation.

Hudson Hill/Bayview is served by Chatham Area Transit Route 3B, which operates all days of the week and on holidays between the Savannah Downtown Historic District and Garden City. Bus stops run along West Bay Street, Carolan Street, Tuten Street, Krenson Street and Rankin Street. Only two of these stops have amenities—a bus shelter with bench at Tuten/Rankin Streets and at Carolan/Bay Streets. There are no amenities at any of the remaining five stops within the neighborhood. Chatham Area Transit currently has no plans for improvements in this area, citing low ridership and lack of sidewalks as reasons.



Only two of the eight bus stops in the neighborhood have shelters or benches.

DRAFT

Local Economy

Hudson Hill/Bayview is a largely residential neighborhood surrounded by industrial and commercial activities. The main commercial corridor in the neighborhood is West Bay Street. The neighborhood shares this corridor with the neighborhood to the south, West Savannah. The buildings along West Bay are older commercial buildings from the latter half of the 20th Century, although many of these buildings are undergoing changes as major road and streetscape improvements are being made to the corridor by the Georgia Department of Transportation. A motor inn, convenience stores, a liquor store, variety store, and heavier commercial properties are currently located along the corridor.

Several home-based businesses, such as child care, home health care, tax preparation and lawn care services, are located in Hudson Hill/Bayview as well. Other businesses within the neighborhood range in services from auto-related and manufacturing/wholesale businesses to businesses supporting the performing arts and entertainment industry. Most of the businesses have a market that expands outside the neighborhood.

Hudson Hill/Bayview Businesses by the Numbers:

47 active businesses licenses in 2017
21 located on West Bay Street
8 businesses with alcohol licenses; 6 located on West Bay Street
5 auto service related, including towing
5 construction-related
5 wholesale establishments
2 restaurants, including 1 take out, and 1 seafood market
1 variety store, 0 grocery stores, 0 pharmacies

Neighborhood residents would like to see the area east of Carolan Street become a neighborhood commercial district and marketplace that would encourage uses that are compatible with the character of the adjacent residential neighborhood and that would support small businesses and promote community wealth building. (See more under Land Use and Zoning.) Beyond providing jobs and services, community-based enterprises could also help foster an active street life and a reason for residents and visitors to gather.

As the area develops, residents would also like the opportunity to enter into community benefits agreements with developers proposing redevelopment activities within the neighborhood. A community benefits agreement is a contract signed by community groups and a real estate developer that requires the developer to provide certain amenities and/or mitigations to the local community, such as job opportunities, affordable housing, and neighborhood services that improve the community's quality of life.



Residents envision a neighborhood commercial district and marketplace east of Carolan Street.

Environment, Health, Recreation and Open Space

Environmental and Recreational Assets

Hudson Hill has longstanding ties to the land and the environment. From its earliest days the neighborhood had a connection to the agricultural history of the Savannah area. Today's Hudson Hill/Bayview community has many environmental resources that provide, or have the potential to provide, a higher standard of healthy living in the community. Included among these environmental resources are neighborhood parks, large, mature canopy trees that provide significant shade over many of the neighborhood streets, residential "side yards," a community garden, and undeveloped lots.

A primary environmental resource is the availability of park space and open land in the community. Public parks, while part of the built environment, provide an essential environmental role in a neighborhood and enhance the physical and mental health of residents. Rebecca Gray Memorial Park features open ball fields, playgrounds, basketball courts and other areas that provide public green space, recreational areas and a public gathering space. A second, smaller park known as Westside Park is located east of Cleland Street in the Bayview area. This small neighborhood playground provides additional recreational and green space.

Hudson Hill/Bayview also has a significant amount of open space and undeveloped lots. This open space helps to minimize stormwater runoff and the heat island effect that more densely developed urban neighborhoods often experience. In recent years, the community partnered with the City of Savannah, Harambee House, Inc. and other organizations to combine four vacant lots for a community garden. The garden, which is located across from the Hudson Hill Community Center, provides an opportunity for residents to re-envision their relationship with their local

environment, improve their physical health, and potentially increase their financial well-being.

A resource that has potential to become a community asset is the Clearview detention basin, located just south of Clearview Homes between Cleland and Carolan Streets. The basin serves as an important holding pond between the City's two pump stations in the basin. Normally dry, the area holds stormwater that used to rest on streets or sometimes in homes. While functionally effective, the area is an eyesore, surrounded by chain link fencing topped with barbed wire. Residents as well as developers eyeing the Clearview area for redevelopment have a strong interest in transforming the area into an aesthetically pleasing recreational or open space asset. While this is a worthy goal, there may be limitations with regard to improvements because the function and capacity of this basin remain the City's top priority for the basin.

The Hudson Hill Golden Age and Neighborhood Community Center, which had offered a wide variety of recreational programming for seniors, youth and the community at large, was closed in September 2018 because of structural issues. The City is evaluating the condition of the center and options for upgrading or expanding recreational facilities to support community needs.



Rebecca Gray Memorial Park in Hudson Hill features a playground, picnic area, basketball courts and athletic fields.

Flood Zones

The names Hudson Hill and Bayview provide a clue into the neighborhood's surrounding environment and geographic conditions. Hudson Hill/Bayview lies in close proximity to the Savannah River, though it is separated from the water by the presence of industries. Similarly, Hudson Hill's elevated location is an asset that protects the neighborhood from the flooding that is more common in other areas on Savannah's west side.

As shown in Figure 22: *Flood Zones and Wetlands*, the majority of Hudson Hill's single family residential area falls within Flood Zone X- (shaded), an area considered to have a "Moderate Risk" or .02% chance of flooding under the National Flood Insurance Program (NFIP). Some 18 owner-occupied houses lie wholly or partially within the Special Flood Hazard Area (SFHA), AE-9 Flood Zone. The AE-9 Flood Zone is an area that has a 1% probability of flooding every year (also known as the "100-year floodplain" or "High Risk" flood area).

The Clearview Homes development falls within the X and X- (shaded) zones, while some of the Bayview area falls within the X-500 (shaded) and AE-9 zones. A number of commercial and light industrial properties along West Bay Street, Rogers Street and Carolan Street also lie within the SFHA, AE-9 Flood Zone.

Several structures in the plan area are listed in the City of Savannah's Local Flooded Structures Database and FEMA's NFIP Repetitive Loss Database due to flood events in 1994 and 1999. A Repetitive Loss structure is defined as any insurable building for which two or more claims of more than \$1,000 were paid by the NFIP within any rolling 10-year period, since 1978.

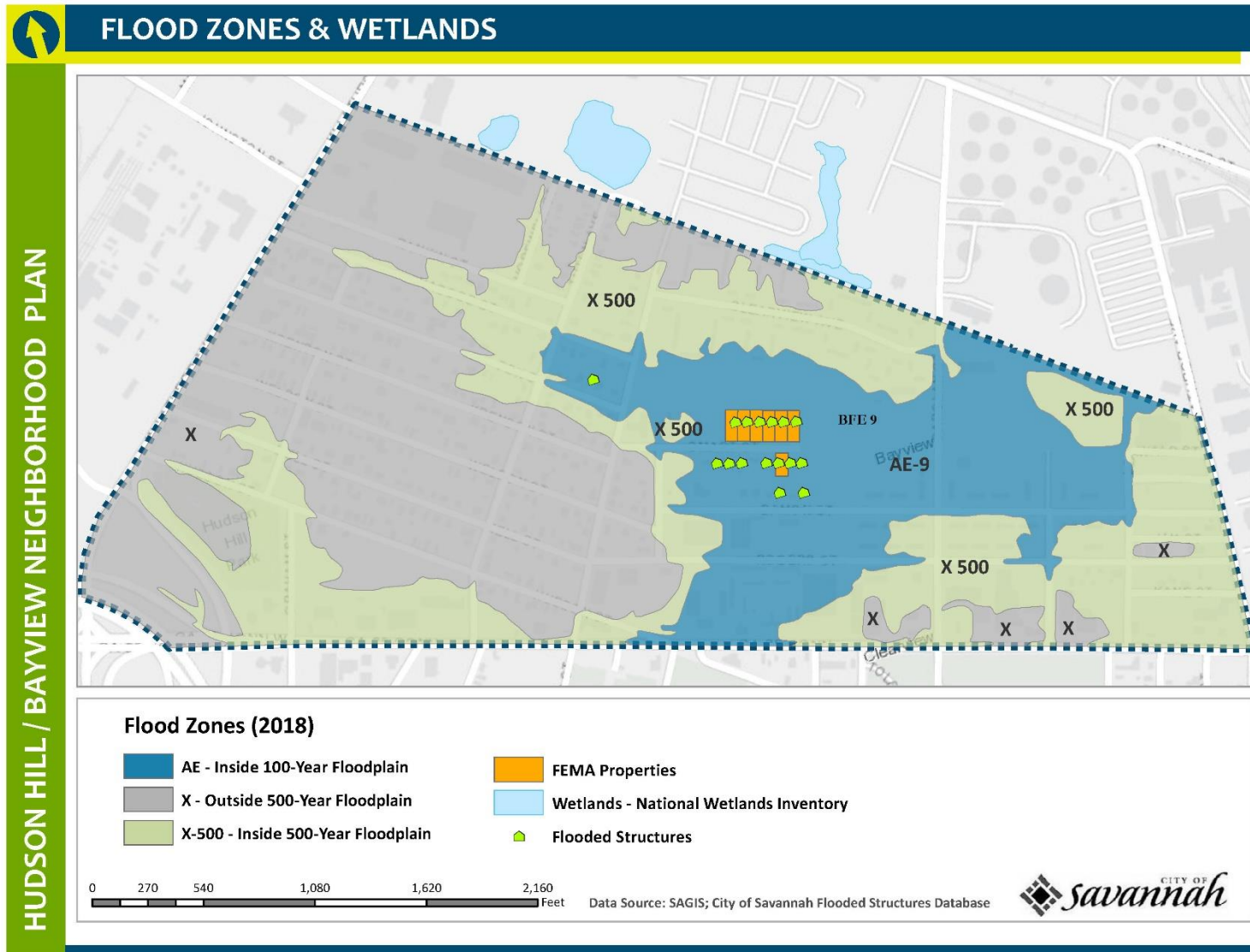


Above: A stormwater catch basin just east of Cleland Street helps to keep flood waters off of streets and out of homes. Residents envision an open space and passive recreational amenity in this area. (Google Maps, 2017)

Below: One of several homes listed in the City of Savannah's Local Flooded Structures Database.



Figure 22:
Flood Zones
and Wetlands



Environmental Stressors and Public Health

Hudson Hill/Bayview is surrounded on three sides by industrial plants and the Port of Savannah. Residents living in Hudson Hill have long raised concerns about health risks and damage to their homes from toxic air pollutants—particularly emissions from the paper mill located adjacent to the community. In 2004, the nonprofit organization Harambee House, Inc. received an Environmental Justice Collaborative Problem-Solving grant from the U.S. Environmental Protection Agency (EPA) under the Community Action for a Renewed Environment (CARE) program. CARE is an EPA technical assistance and grant program that offers ways for communities to organize and take action to reduce toxic pollution in the local environment.¹²

Working with Hudson Hill residents and partners including the U.S. Environmental Protection Agency and Georgia Environmental Protection Division, Harambee House documented the community's history and health concerns. Among the health effects residents associated with exposure to air pollution were respiratory problems, gastrointestinal symptoms, skin rashes, attention deficit disorders, lung cancer, and headaches. In addition, many residents living near the mill's fence line complained about unpleasant odors. In developing a health consultation report, the U.S. Agency for Toxic Substances and Disease Registry (ATSDR) gave careful consideration to these concerns and the extent to which they might be associated with air pollutants released from the paper mill facility and other local pollution sources. The ATSDR's key findings confirmed some of

the residents' complaints and stated that additional research was needed to confirm public health hazards.¹³

Through a series of community partnership meetings, educational trainings and planning charrettes, Hudson Hill residents worked closely with academic, government, and industry partners to identify both environmental and social issues of concern as well as goals and strategies to address them. Issues are ranked in Table 13 by the number of respondents.

Another important outcome of the CARE grant project was the establishment of the Hudson Hill Community Business Roundtable, which serves as a neutral zone for healthy dialogue between the community and neighboring industries. Other results of the grant reported by Harambee House include working with the City of Savannah to develop and implement the first citywide standards for community gardens, redirecting 80% of industrial truck traffic away from community residents, and partnering with local industry in voluntary risk reduction actions to reduce volatile organic compounds impacting local health.¹⁴



Heavy industrial uses surround the neighborhood on three sides.

¹² U.S. Environmental Protection Agency, Savannah's Community Environmental Collaborative, Fall 2007, <https://archive.epa.gov/care/web/html/savannah.html>

¹³ EPA Climate Justice Blog: Collaborating for Sustainable Environmental and Social Change, Dr. Mildred McClain, September 19, 2014.

¹⁴ EPA Climate Justice Blog, September 19, 2014.

Table 13: EPA CARE Grant, Neighborhood Issues

No. of Respondents	
28	Vehicle speeding, including frequent high-speed police chases (infrastructure/transportation)
26	Abandoned and poorly maintained housing (housing/indoor)
15	Crime and apathy to it (drug activity, trucker crimes like soliciting prostitutes, and robberies especially at liquor stores) (socio-economic)
13	Zoning and Land Use (i.e., encroachment of industry on residential areas)
12	Poor drainage (water)
11	Poorly maintained lawns, especially around some senior residences
8	High unemployment and underemployment
7	History of illegal dumping along canals and ditches
7	Poorly maintained common areas
7	Vacant lots
6	Inadequate shelter for people riding the bus
4	Lack of buffer areas between industries and homes
4	Poor Lighting
2	Blighted Areas
2	Damage to roads caused by trucking companies, private garbage truck company, and other heavy truck/commercial traffic (infrastructure/transportation)

Harambee House, EPA CARE Grant, 2009

Assets

Neighborhood residents and other community stakeholders worked together to identify shared neighborhood values and positive attributes on which to build this plan. Critical to the success of the plan is the preservation and enhancement of existing neighborhood strengths and assets, including the community’s social capital and organizational capacity.

A key asset for the neighborhood is the Hudson Hill Community Organization. The neighborhood organization is active and engages in positive partnerships with area businesses, non-profit and faith-based organizations, state and federal agencies, and other organizations for the betterment of the community. The organization’s mission statement specifically focuses on civic involvement, ensuring quality of life for children and for all: “To get all residents involved in impacting and enhancing their quality of life and developing children into productive citizens.”

Young people, who make up the largest age group in Hudson Hill/Bayview, represent a promising asset for the neighborhood. With the right opportunities, these young residents can make a significant difference in shaping the community’s future.

As shown in Table 14, other assets include the neighborhood’s proximity to downtown Savannah and other job centers, access to interstate highways and public transit, affordable housing stock, parks and recreational facilities, a community center, an established community garden, and ample open space and vacant lands.

Table 14: Neighborhood Assets

Neighborhood Assets	
Community Organizations and Nearby Institutions	Hudson Hill Community Organization
	Harambee House/Hudson Hill Community Business Roundtable
	Ivory Bay Community Development Corporation
	International Longshoremen’s Association
Parks and Recreational Facilities	Rebecca Gray Community Center and Park
	Westside Park
Neighborhood Churches	Friendship Baptist Church
	Grace Full Gospel Church
	Holy Temple First Born Church of Living God
	Holy Zion Pentecostal Church
	Mountain Hill Apostolic Holiness Church
	New Life Apostolic Temple
	New Life Holiness Church
Royal Church of Christ	
Others	Local Corporate Partnerships
	Affordable Housing Stock
	Hudson Hill Community Garden
	Proximity to downtown Savannah
	Proximity to jobs
	Convenient access to public transportation
	Nearby access to Interstate Highways

3. NEIGHBORHOOD ASSETS, CHALLENGES AND OPPORTUNITIES

Challenges

Land Use, Environment and Infrastructure

Hudson Hill/Bayview is a neighborhood with distinct boundaries. It is bordered by imposing industries and transportation infrastructure that isolate it from neighboring communities. Large multi-family housing developments and vacant spaces segregate certain parts of the neighborhood from each other and create perceptions of an unsafe environment that discourages gathering. Improving connections through physical and programmatic interventions can build social connectedness, positively impact mental and physical health, and improve economic outcomes.

Industrial and Commercial Encroachment—One of the neighborhood’s most pressing challenges is the proximity of industrial and heavy commercial activity to the community’s residential areas and the environmental and public health concerns associated with these uses. While much progress has been made in establishing relationships with surrounding industries to address health and safety concerns, residents would like to see further reductions in noxious odors and air emissions. The neighborhood has also expressed a strong mandate for zoning changes to make residents feel less vulnerable to further industrial and commercial encroachment and for better buffering between incompatible uses. Addressing the proliferation of convenience stores and businesses with alcohol licenses along West Bay Street is a concern as well.

Vacant and Poorly Maintained Properties—Other physical challenges include the many vacant, abandoned, and poorly maintained properties throughout the neighborhood and the large, publicly-owned catch basin that lies near the Bayview and Clearview areas on the east side of the community. High vacancy rates and abandoned properties are often associated with crime, increased health and safety risks, and eroding property values.

Poorly maintained lots and open spaces can become blighted and place a heavy burden on the neighborhood when they are allowed to be overgrown, collect trash and bulk items, or be used for unauthorized or illegal activities. Vacant and abandoned properties also impact neighboring properties, diminish the quality of life in a neighborhood, and can lead to overall community decline and disinvestment.

Low Lying Areas—The presence of flood zones, particularly areas considered to be at high risk of flooding under the National Flood Insurance Program, present challenges to existing homes as well as future redevelopment efforts. These low lying areas and the threat of flooding they present also underscore the importance of preserving and maintaining existing stormwater facilities, such as the catch basin mentioned above, and other open spaces throughout the neighborhood.

Other conditions, such as speeding, limited pedestrian and bicycle facilities, and poor lighting, present challenges to achieving the neighborhood’s goal of becoming a safe and secure neighborhood.

Social and Economic Challenges

Hudson Hill/Bayview residents face social and economic challenges as well, which can work against a neighborhood’s prospects for health, safety and prosperity. The neighborhood’s high poverty rate and low educational attainment and income levels limit opportunities for households to improve their economic mobility or invest in their own physical improvement. In terms of youth development, neighborhood leaders point to the need for activities that would provide young residents with opportunities to be safe, develop competence, and build positive relationships with adults and peers.

The current size and facilities available in the Hudson Hill Community Center limit the types of programming and community activities the neighborhood organization would like to provide to meet these and other community needs. Among the community center improvement needs identified by the community are expansion and upgrades to the computer lab, additional classroom space, enlarged common areas, and space to host large community events.

Opportunities

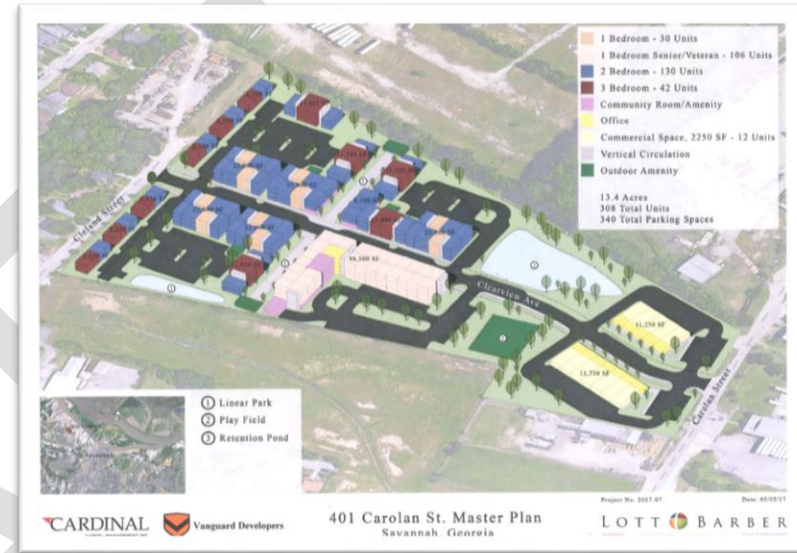
With challenges come opportunities for neighborhood leaders and residents to work with community partners for positive change and lasting solutions.

There have been a number of positive developments on Savannah's west side over the past decade, especially in the West Savannah neighborhood, including the redevelopment of Fellwood Homes into a landmark mixed-use, mixed-income development; the establishment of the Moses Jackson Advancement Center to assist youths and adults in improving their opportunities for advancement through training and development; and the City's investment in corridor revitalization and blight removal.

A number of positive changes are on the horizon that present opportunities for improvement in Hudson Hill/Bayview:

Clearview Homes Redevelopment—Plans are underway by Cardinal Capital Management, Inc. to redevelop the distressed Clearview Homes property into a mixed-income, mixed-use development with one, two and three bedroom multifamily units, including housing for seniors and veterans, commercial units, greenspace and recreational amenities. The redevelopment of this area also presents an opportunity for the community, the developer, and the City to collaborate on ideas for improving the

area surrounding the Clearview detention basin while preserving its stormwater management functions.



West Bay Street Improvements—The Georgia Department of Transportation's redesign of West Bay Street along the neighborhood's southern boundary will improve vehicular and pedestrian safety and enhance the corridor with median plantings and other streetscape improvements. In recognition of this corridor as a major gateway into downtown Savannah, the City has completed conceptual designs for West Bay Street from Martin Luther King, Jr. Boulevard to the eastern base of the viaduct as part of the downtown streetscape improvement project. If funded, improvements to this segment would further enhance the character of the corridor and provide important connections to downtown and between the Hudson Hill and West Savannah neighborhoods.

Vacant Properties—Access to recreation and exposure to green spaces are essential features of a strong, healthy, and livable neighborhood. The numerous vacant properties sprinkled throughout Hudson Hill/Bayview offer opportunities to redesign and reinvest in the community in ways that benefit residents and local businesses by creating more public spaces, greenways and other amenities that make the area more appealing. Vacant residential properties could be utilized as potential sites for quality, affordable single family residences. Collaboration with the City’s Housing Department, Land Bank Authority, Community Housing Services Agency, and other non-profit and for-profit developers can help residents learn about options available for the repair, development, and/or sale of vacant or poorly maintained properties.

Workforce and Youth Development—Residents have been working to create opportunities for the youth of the Hudson Hill Community. Programs and resources designed to allow each child to imagine his or her full potential could also be an economic driver for the community. Creative careers and jobs with opportunities for advancement along career pathways can be transformative for families, providing economic stability and opportunities for building wealth. The impact of improving job skills, workforce readiness and employment opportunities is significant for a neighborhood as well, improving economic and health outcomes for the entire community over time.

A number of initiatives offered by the City of Savannah and partner organizations are available to help prepare neighborhood residents for job opportunities and apprenticeships in high growth industries, set up small businesses or continue their education. These include job training, workforce readiness and employment assistance programs provided through the Moses Jackson Advancement Center, WorkSource Coastal, and other City-supported initiatives.

Many programs are also available through the City and various community organizations to engage youth in civic activities and to assist them in developing job, entrepreneurial, leadership, literacy, and social skills. The resident leadership team is assessing programs offered by partner organizations to make referrals.

Police Presence—The City’s Downtown Police Precinct will move to the old Great Dane building on East Lathrop Avenue on the neighborhood’s eastern fringe, which offers an opportunity for the neighborhood to forge a closer relationship with law enforcement officers. There is also an opportunity to work with the Police Department to identify ways in which the neighborhood’s built environment can be improved to help prevent crime.



The Hudson Hill Community Garden may offer opportunities for youth to learn entrepreneurial skills while potentially earning money selling produce.

4. ACTION PLAN

Neighborhood Vision, Goals and Objectives

The neighborhood's vision for the community focuses on improving the quality of life for all residents. It states: *Hudson Hill, where families are safe, healthy and prosperous.* Overarching goals and specific objectives supporting this vision are:



LAND USE AND ZONING

A neighborhood of traditional residential character that allows neighborhood supported commercial land uses and is buffered from incompatible industrial uses.

Objective 1: Maintain and preserve residential land use in the neighborhood.

Objective 2: Identify appropriate land uses for large properties adjacent to Hudson Hill.

Objective 3: Support neighborhood-appropriate commercial uses.

Objective 4: Support the rezoning of parcels within the neighborhood that are currently zoned industrial to uses that are compatible with the neighborhood's residential character.



PUBLIC SAFETY

A neighborhood free of crime with safe traffic conditions for all residents.

Objective 1: Lower the rate of drug and property crime annually.

Objective 2: Build a partnership with police.

Objective 3: Develop traffic calming concepts for target high speed areas.

Objective 4: Provide youth/young adults with opportunities to engage in positive activities during free time.



HOUSING AND PROPERTY MAINTENANCE

A neighborhood where homes are safe and in good repair, are compatible with existing homes, and affordable for families.

Objective 1: Support the reduction of properties not in compliance with property maintenance codes.

Objective 2: Support the repair and improvement of existing housing.

Objective 3: Support home buyers interested in purchasing neighborhood homes.

Objective 4: Support the development of new housing on vacant property.

Objective 5: Support the redevelopment of Clearview and Bayview properties.

Objective 6: Support affordable estate planning (Will) services that help protect family real property assets and reduce cloudy titles that may lead to blighted properties after the death of property owners.



ECONOMIC DEVELOPMENT

A neighborhood that offers economic opportunities for residents of all ages, increases self-sufficiency, builds local wealth, and provides for the commercial needs of residents.

- Objective 1:** Connect interested working age residents with job training programs within the City of Savannah and Chatham County.
- Objective 2:** Connect interested working age residents with business classes and other educational opportunities that help prepare them to pursue entrepreneurial opportunities.
- Objective 3:** Connect neighborhood youth with programs advancing youth enterprise development and job skills.
- Objective 4:** Create opportunities for small businesses and commercial property owners to partner with residential property owners on community wealth building initiatives.
- Objective 5:** Identify the top three commercial needs and opportunities for Hudson Hill and Bayview/Clearview residents.
- Objective 6:** Encourage the development of a neighborhood commercial district and marketplace east of Carolan Street.



ENVIRONMENT AND HEALTH

A neighborhood where residents live in a clean, safe, eco-friendly and hazard-free environment.

- Objective 1:** Provide adequate separation between industrial and residential uses to protect residents from noise and air pollution, natural or manmade emergency situations, and visual clutter.
- Objective 2:** Improve the storm drainage system within the community.
- Objective 3:** Provide opportunities for access to healthy food and personal health care facilities.
- Objective 4:** Reduce noxious odors and air emissions below current levels.
- Objective 5:** Preserve and protect mature canopy trees along neighborhood streets.
- Objective 6:** Provide healthy lifestyle information to residents.
- Objective 7:** Establish and maintain a notification system that alerts Hudson Hill/Bayview residents of emergency situations related to surrounding industries and allows for timely and appropriate response actions.



RECREATION AND OPEN SPACE

A neighborhood that offers quality facilities, programs and outdoor spaces for residents of all ages to participate in active and passive recreational activities.

- Objective 1:** Enhance existing community facilities, parks and open space for improved public use.
- Objective 2:** Explore opportunities for additional public open space/recreational facilities within the community.

5. IMPLEMENTATION PLAN

The Implementation Plan presented on the following pages outlines strategies, responsible parties and potential partners, and timeframes for implementing the plan upon City Council adoption. Responsible parties and potential partners listed next to the strategies have expressed an interest in assisting with the implementation of this plan and are presumed to be participating as part of their regular work program or in a volunteer capacity. The listed organizations are not presumed to be entities that the City will contract with to carry out activities associated with the strategies. Cost estimates for various strategies should be developed as the implementation plan is carried out to best reflect current conditions.



LAND USE AND ZONING



PUBLIC SAFETY



**HOUSING AND PROPERTY
MAINTENANCE**



ECONOMIC DEVELOPMENT




ENVIRONMENT AND HEALTH



RECREATION AND OPEN SPACE

Land Use and Zoning

	STRATEGY	RESPONSIBLE PARTIES/ POTENTIAL PARTNERS	TIMELINE	POTENTIAL FUNDING SOURCE
LU.1	Work with MPC and City staff on amendments to the City's Future Land Use Map to 1) preserve the single family residential character of the neighborhood west of Cleland and Nettles streets, 2) limit commercial uses to east of Carolan Street and along the Bay Street frontage, and 3) encourage the development of a neighborhood commercial district east of Carolan Street. *	Metropolitan Planning Commission COS – Planning & Urban Design COS – Housing & Neighborhood Services Hudson Hill Community Organization Ivory Bay Community Development Corporation	2019	COS Regular Work Program CDC grant funds
LU.2	Support the adoption of resident endorsed zoning changes proposed for Hudson Hill/Bayview in the City's New Zoning Ordinance (New ZO), and work with MPC and City staff to identify additional refinements that may be needed to ensure compatibility with the neighborhood plan. *	Metropolitan Planning Commission COS – Planning & Urban Design COS – Housing & Neighborhood Services Hudson Hill Community Organization	2019	COS Regular Work Program
LU.3	Contact Zoning Inspectors when there is a possibility of a violation of the zoning code within the neighborhood.	Hudson Hill Community Organization COS – Planning & Urban Design	Ongoing	COS Regular Work Program
LU.4	Ensure that when a non-residential use is next to residential areas, the buffering standard is being met or exceeded and code enforcement is being met.	Hudson Hill Community Organization COS – Planning & Urban Design	Ongoing	COS Regular Work Program
LU.5	Ensure Zoning Board of Appeal (ZBA) and other actions come to the neighborhood association for review.	Hudson Hill Community Organization Metropolitan Planning Commission/ZBA	Ongoing-Monthly	COS Regular Work Program
LU.6	Identify appropriate uses for underutilized vacant lots.	Hudson Hill Community Organization COS – Planning & Urban Design COS – Housing & Neighborhood Services Ivory Bay Community Development Corporation	2020	COS Regular Work Program
LU.7	Conduct a public meeting to gain feedback of desirable land uses east of Cleland Street and east of Carolan Street.	Hudson Hill Community Organization Metropolitan Planning Commission COS – Planning & Urban Design COS – Housing & Neighborhood Services Private and non-profit housing developers Ivory Bay Community Development Corporation	2020	COS Regular Work Program

* Further discussion of the recommendations supporting strategies **LU.1** and **LU.2** is provided on the following pages.

Land Use and Zoning Recommendations

To help ensure that the City's land use and zoning regulatory framework supports neighborhood goals, the plan sets out recommendations to 1) modify future land use designations; 2) consider public improvements to encourage neighborhood scale development and connectivity; and 3) align neighborhood zoning districts with desired land use patterns.

1. Establishing Desired Future Land Uses, Appropriate Scale, and Connectivity

The residents of Hudson Hill have expressed a desire to improve the quality of life of their neighborhood by transforming the character of land use within particular areas of the community. Metropolitan Planning Commission and City of Savannah Community Planning and Development staff have worked closely with community leaders to identify the strategic points of intervention where land use changes can lead to the desired community outcomes. Desired outcomes include:

- preserving the single family residential character of the neighborhood west of Cleland and Nettles streets,
- limiting commercial uses to east of Carolan Street and along the West Bay Street frontage, and
- encouraging the development of a neighborhood commercial district east of Carolan Street.

Areas where specific changes to neighborhood character are envisioned include the following and are marked on the map in Figure 23:

Area East of Carolan Street

- A neighborhood commercial district in the area bounded by Carolan Street to the west, West Bay Street to the south, East Lathrop Street to the east, and the City of Savannah's boundary to the north would primarily serve local needs of residents in the immediate vicinity.
- Establishing a mix of Traditional Commercial, Traditional Neighborhood & Civic/Institutional future land uses¹⁵ in this area would support local economic development at an appropriate scale. The Hudson Hill/Bayview neighborhood was developed during the "streetcar era" of urban growth in Savannah. As such, the application of Traditional Commercial and Traditional Neighborhood future land use districts is consistent with the intended use of these designations. Both Traditional districts allow a mix of residential and non-residential uses and are intended to enhance compatibility of the built environment with historic precedent in the area.
- Establishing development standards for the Traditional Commercial and Traditional Neighborhood areas would help ensure that buildings, streets, signage and public spaces are designed at a scale appropriate for the neighborhood.

Bay Street Frontage

- A transition from Commercial – Suburban to Traditional Commercial would retain West Bay Street's role as a major thoroughfare and commercial corridor while modifying the scale to ensure safe and convenient access for neighborhood residents.

¹⁵ Definitions of Future Land Use categories are provided in Table 15 in the Appendix.

-
- Establishing development standards for the Traditional Commercial area would encourage pedestrian-scaled storefronts to serve the adjacent Hudson Hill/Bayview and West Savannah neighborhoods.

Various areas along Damon and Rogers Streets

- Establishing Residential–General uses in these areas would provide a buffer between commercial establishments facing West Bay Street and the interior of neighborhood.

2. Improving the Quality of the Public Domain to Support Land Use Goals

In addition to modifications to future land use designations in portions of the neighborhood, the public domain (i.e., streets and open space) should be carefully assessed in terms of how well it supports the goals of the neighborhood plan. Each street should be examined to assess feasible modifications. For example, historic maps of the area indicate that the alignment on Jay Street at one time extended further west, past Carolan Street. Extending a narrow lane where this alignment once existed would support neighborhood scale development, pedestrian access and safe streets. The addition of narrow lanes may be appropriate for other blocks in the neighborhood as well.

Streetscape and other public space improvements would also enhance connectivity and pedestrian access within the neighborhood and support the development of a neighborhood commercial district and marketplace. In the longer term, neighborhood connectivity could be further enhanced by extending either Millen Street or West Street across Bay Street from West Savannah to Westside Park and making landscape and other improvements to the park itself.

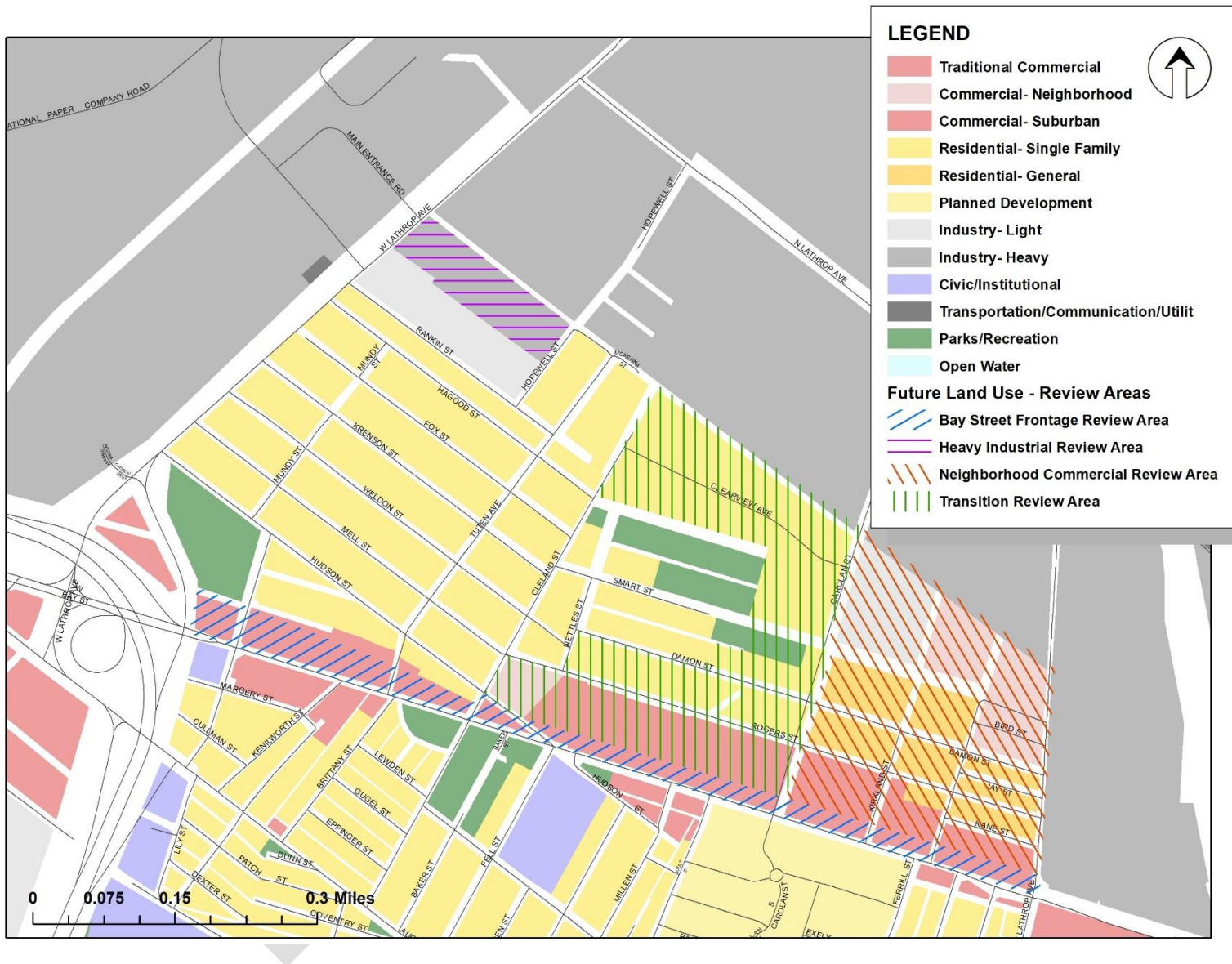
These and other improvements to the public domain should be fully explored to help create active and safe public spaces that build social connectedness, support neighborhood-serving businesses, foster healthy lifestyles, and improve economic outcomes for neighborhood residents and businesses.

3. Getting the Zoning Right

As discussed in the Existing Conditions section, a number of changes to the City’s zoning map are proposed in the NewZO draft to address concerns stemming from incompatible land uses in the Hudson Hill/Bayview area. The proposed changes reflect many of the revisions recommended by the neighborhood during the planning process. More detailed changes would be needed to support the Traditional Neighborhood and Traditional Commercial land uses desired east of Carolan Street and along West Bay Street.

Figure 23: Future Land Use Review Areas


The review areas depicted on this map indicate areas where specific changes to neighborhood character are envisioned by the community.




Public Safety

	STRATEGY	RESPONSIBLE PARTIES/ POTENTIAL PARTNERS	TIMELINE	POTENTIAL FUNDING SOURCE
PS.1	Establish a Neighborhood Watch in areas that currently are not covered in the neighborhood. Re-establish the Watch in areas where it is not active.	Hudson Hill Community Organization Savannah Police Department	2019	COS Regular Work Program
PS.2	Develop a public awareness campaign to educate property owners about reducing their risk of property crime.	Hudson Hill Community Organization Savannah Police Department	2020	COS Regular Work Program
PS.3	Develop a home safety program to install safety lights, trim shrubbery and improve home visibility.	Hudson Hill Community Organization Savannah Police Department	2020	COS Regular Work Program
PS.4	Assess lighting, landscaping and other physical conditions throughout the neighborhood and make environmental design improvement recommendations to prevent crime and positively affect public perceptions of safety.	Hudson Hill Community Organization Savannah Police Department	2020	COS Regular Work Program
PS.5	Utilize City of Savannah Traffic Calming Procedures to make streets safer.	Hudson Hill Community Organization COS Traffic Engineering COS Traffic Calming Committee	Ongoing, per application	COS Regular Work Program
PS.6	Connect with existing youth development organizations and activities to explore possibilities of expanding programs into the community. (See also ED.2, ED.9, and EHS.4.)	Hudson Hill Community Organization Moses Jackson Advancement Center WorkSource Coastal - Jobs for Georgia's Graduates); YouthBuild Savannah Summer 500 Savannah Youth Ambassadors Ivory Bay Community Development Corporation Westside Whippers Savannah Urban Garden Alliance Harambee House/Harambee Farms	Annual -Informational workshop/fair	COS Regular Work Program

Housing and Property Maintenance

	STRATEGY	RESPONSIBLE PARTIES/ POTENTIAL PARTNERS	TIMELINE	POTENTIAL FUNDING SOURCE
HPM.1	Cite property owners and occupants violating property maintenance codes.	Hudson Hill Community Organization COS Code Compliance Department	Ongoing, year round Annual Informational Workshop	COS Regular Work Program
HPM.2	Make property owners aware of financing and incentives to improve their property.	Hudson Hill Community Organization COS Housing & Neighborhood Services Dept. COS Code Compliance Dept. COS Human Services Dept. Community Housing Services Agency (CHSA)	Ongoing, year round Annual Informational Workshop or Event	COS Regular Work Program
HPM.3	Make prospective home buyers aware of financing and incentives purchase neighborhood homes.	Hudson Hill Community Organization COS Housing & Neighborhood Services Dept. CHSA Realtors	Ongoing, year round Annual Informational Workshop	COS Regular Work Program
HPM.4	Make housing developers aware of financing and incentives to develop new housing on vacant property.	Hudson Hill Community Organization COS Housing & Neighborhood Services Dept. Community Housing Services Agency (CHSA)	Ongoing, year round Annual Informational Workshop	COS Regular Work Program
HPM.5	Make developers aware of financing and incentives to redevelop the Clearview and Bayview sites with quality housing and amenities.	Hudson Hill Community Organization COS Housing & Neighborhood Services Dept. CHSA Chatham County-Savannah Land Bank Authority	Ongoing, year round	COS Regular Work Program
HPM.6	Work with non-profit legal services organizations and others to establish a low cost or free estate planning (Will) service to help families secure real property assets and to avoid future problems associated with cloudy titles and heirs property.	Hudson Hill Community Organization Ivory Bay CDC Georgia Legal Services COS Human Services Dept. COS Housing & Neighborhood Services Dept.	Annual Informational Workshop	COS Regular Work Program
HPM.7	Create a Hudson Hill Design Manual of recommended housing styles and materials to encourage compatible, energy efficient infill housing development and sensitive renovations.	Hudson Hill Community Organization Metropolitan Planning Commission COS – Planning & Urban Design Planning/design consultant Ivory Bay CDC Other non-profit and for-profit housing developers	2020	COS Regular Work Program


Economic Development

	STRATEGY	RESPONSIBLE PARTIES/ POTENTIAL PARTNERS	TIMELINE	POTENTIAL FUNDING SOURCE
ED.1	Identify partners and provide informational resources to assist residents with opportunities in skill building, continuing education, employment assistance, or small business assistance.	Hudson Hill Community Organization Moses Jackson Advancement Center WorkSource Coastal COS Business Opportunity Office Woodville-Tompkins Career High School Small Business Assistance Center/ SCORE Ivory Bay Community Development Corporation Community Business Roundtable	Annual informational workshop/fair	COS Regular Work Program CDC grant funds
ED.2	Connect neighborhood youth with youth development opportunities.	Hudson Hill Community Organization Moses Jackson Advancement Center WorkSource Coastal - Jobs for Georgia's Graduates (JGG); YouthBuild Savannah Summer 500 Savannah Youth Ambassadors Ivory Bay Community Development Corporation Westside Whippers	Annual informational workshop/fair	COS Regular Work Program
ED.3	Contact local businesses to support neighborhood events, athletic teams or activities.	Hudson Hill Community Organization	Ongoing	Community business partners
ED.4	Expand the Hudson Hill Community Business Roundtable to include three neighborhood-based small businesses.	Hudson Hill Community Business Roundtable	2019	N/A
ED.5	Conduct a neighborhood market study to determine commercial market opportunities, with a particular focus on community asset-based enterprises.	Hudson Hill Community Organization Ivory Bay Community Development Corporation COS – Office of Business Opportunity Marketing consultant	2020	COS Regular Work Program
ED.6	Conduct an assessment of streetscape and other public space improvements needed to support a neighborhood commercial district and marketplace east of Carolan Street.	COS – Planning & Urban Design COS – Housing & Neighborhood Services Ivory Bay Community Development Corporation International Longshoremen's Association Private and non-profit developers	2020	COS Regular Work Program
ED.7	Develop a process for entering into Community Benefits Agreements with developers proposing redevelopment activities within the neighborhood.	Hudson Hill Community Organization Ivory Bay Community Development Corporation	2019	N/A


Economic Development, continued

	STRATEGY	RESPONSIBLE PARTIES/ POTENTIAL PARTNERS	TIMELINE	POTENTIAL FUNDING SOURCE
ED.8	Establish a neighborhood alliance in partnership with labor, non-profit community development organizations, faith-based organizations and others to promote and support community wealth building.	Hudson Hill Community Organization Ivory Bay Community Development Corporation International Longshoremen’s Association Local churches Local businesses	2020	CDC grant funds
ED.9	Promote the Hudson Hill community garden as an opportunity for youth to learn entrepreneurial skills while earning money selling produce.	Hudson Hill Community Organization Ivory Bay Community Development Corporation Savannah Urban Garden Alliance Harambee House Harambee Farms	2019	CDC grant funds
ED.10	Install a digital sign to notify residents of job and business training opportunities.	Hudson Hill Community Organization Local business partners (for funding)	2019	Community business partners

Environment and Health

	STRATEGY	RESPONSIBLE PARTIES/ POTENTIAL PARTNERS	TIMELINE	POTENTIAL FUNDING SOURCE
EH.1	Monitor land use activities to ensure enactment and enforcement of buffering requirements under the City's Zoning Ordinance.	Hudson Hill Community Organization COS – Planning & Urban Design	Ongoing	COS Regular Work Program
EH.2	Engage the City's Stormwater Management and Code Compliance staff to ensure regular maintenance of stormwater inlets and prevention and enforcement of illegal dumping, particularly along stormwater ditches.	Hudson Hill Community Organization COS – Stormwater Management COS – Code Compliance	Ongoing	COS Regular Work Program
EH.3	Work through the Hudson Hill Community Business Roundtable to ensure adjacent industries and chemical plants are complying with regulations regarding noise reduction and disposal of chemical wastes.	Hudson Hill Community Organization Hudson Hill Community Business Roundtable COS – Office of Sustainability	Ongoing	COS Regular Work Program
EH.4	Increase resident participation in cultivating and maintaining the Hudson Hill community garden as a means of providing healthy food. (See also Economic Development Strategy #10 and Public Safety Strategy #6.)	Hudson Hill Community Organization Savannah Urban Gardens Alliance Harambee House Harambee Farms Economy Feed & Seed Ivory Bay CDC	Ongoing Quarterly/Annual informational workshop/fair	CDC grant funds
EH.5	Identify programs and partners to provide health education, affordable health care services for residents and free health services for children	Hudson Hill Community Organization Curtis V. Cooper Primary Health Care, Inc. Chatham County Health Department/Chatham County Safety Net J. C. Lewis Health Center @ MJAC Harambee House Mercer University Health Sciences Center	Quarterly/Annual informational workshop/fair	N/A
EH.6	Organize a health awareness campaign for residents.	Hudson Hill Community Organization Ivory Bay Community Development Corporation Curtis Cooper Primary Health Care, Inc. Healthy Savannah Chatham County Safety Net and Partners Savannah Urban Garden Alliance Farm Truck 912 Harambee House	Annual informational workshop/fair Quarterly events: topical, screenings, garden	N/A

Environment and Health, continued

	STRATEGY	RESPONSIBLE PARTIES/ POTENTIAL PARTNERS	TIMELINE	POTENTIAL FUNDING SOURCE
EH.7	Organize and implement a tree planting to screen surrounding industrial facilities.	Hudson Hill Community Organization International Paper Savannah Tree Foundation Chatham County	2020	Community business partners Arbor Day Foundation Savannah Tree Foundation CommuniTREES Fund
EH.8	Initiate a neighborhood-based air quality monitoring program to train residents to collect and report air quality data using EPA’s Citizen Science Air Monitor (CSAM) or similar monitoring device.	Hudson Hill Community Organization Hudson Hill Community Business Roundtable Moving Forward Network/Harambee House Environmental Protection Agency (EPA)	2020	Community business partners EPA Healthy Communities Grant
EH.9	Assess the feasibility of establishing a community health center in the neighborhood that provides screenings for exposure to toxic chemicals as well as routine health screenings and annual checkups.	Hudson Hill Community Organization Harambee House	2019	N/A
EH.10	a) Work with a consulting arborist to assess the health of trees on public and private property along neighborhood streets; b) identify funding for replacement of trees where needed; and c) organize a tree care workshop for residents.	Hudson Hill Community Organization COS – Greenscapes Savannah Tree Foundation	2021	COS Regular Work Program COS Tree Fund Savannah Tree Foundation CommuniTREES Fund
EH.11	Work with the Hudson Hill Community Business Roundtable to develop procedures, public education components and training regarding emergency alerts concerning natural or manmade situations that might have an immediate effect on the health and welfare of neighborhood residents.	Hudson Hill Community Organization Hudson Hill Community Business Roundtable Chatham Emergency Management Agency Savannah Fire & Emergency Services Harambee House	Ongoing	Regular Work Program

Recreation and Open Space

	STRATEGY	RESPONSIBLE PARTIES/ POTENTIAL PARTNERS	TIMELINE	POTENTIAL FUNDING SOURCE
R.1	Evaluate the condition of the Hudson Hill Community Center and upgrade/expand recreational facilities to support community needs.	Hudson Hill Community Organization COS – Parks & Recreation COS – Capital Projects Ivory Bay Community Development Corporation	2019-2020: Begin scoping and design process	SPLOST 7
R.2	Explore options for improving the area surrounding the catch basin between Smart Street and Clearview Homes.	Hudson Hill Community Organization COS – Stormwater Management COS – Parks & Recreation or Greenscapes Developers	2020	SPLOST 7 Stormwater Utility Fees Developer agreements/ incentives
R.3	Make improvements to Westside Park, to include landscaping, lighting, signage, playground equipment upgrades, basketball court resurfacing, and park furniture replacements such as new picnic tables, benches, and water fountain.	Hudson Hill Community Organization COS – Parks & Recreation COS – Greenscapes	2021	SPLOST 7

APPENDIX

Table 15: Future Land Use Categories

Table 16: Current and Proposed (NewZO) Zoning Districts in Hudson Hill/Bayview

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Table 15: Future Land Use Categories

FUTURE LAND USE CATEGORY	DEFINITION
Downtown	The traditional Central Business District, including retail, office, entertainment, institutional, civic, and residential uses that are integrated into the urban fabric.
Downtown Expansion	Areas in close proximity to the Central Business District that are identified for growth of retail, office, entertainment, institutional, civic, and residential uses. This area is intended to be compatible and interconnected with the Downtown area and surrounding neighborhoods, while also accommodating new forms of urban development.
Traditional Commercial	Business areas in close proximity to downtown or in outlying historically settled areas having development patterns characteristic of the Planned Town, Streetcar, and Early Automobile eras. This category includes residential uses that are compatible with the character of adjacent neighborhoods.
Traditional Neighborhood	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 non-residential uses that are compatible with the residential character of neighborhoods.
Civic / Institutional	Areas identified as employment hubs that may consist of office buildings, medical offices, banks, hospitals, and ancillary commercial uses that support the office economy. These areas permit apartments to allow for housing opportunities within close proximity to employment.
Commercial – Neighborhood	Nodal and strip business areas that are within predominately residential areas and are developed at a scale and intensity compatible with adjacent residential uses.
Commercial – Suburban	Business areas supporting shopping centers and corridor commercial uses at a scale and intensity capable of serving regional markets.
Commercial – Regional	Business areas supporting most retail, service, office, and institutional uses. Large scale commercial uses such as shopping malls and lifestyle centers are appropriate.
Commercial – Marine	Land dedicated to marina operations including those ancillary uses that are both marine-related and an integral part of the marina complex.

FUTURE LAND USE CATEGORY	DEFINITION
Industry – Light	Areas supporting warehouses, wholesale facilities, and the manufacturing, assembly or production of parts and products, primarily from previously prepared materials, that may require intensive truck traffic and outdoor storage but that do not produce noise, odor, dust, or waterborne contaminants above ambient levels.
Industry – Heavy	Areas supporting uses that are involved in the large-scale production of finished or semi-finished products from raw materials and that may produce noise, odor, dust, and waterborne contaminants measurably above ambient levels.
Residential – General	Areas with a wide range of residential uses including multi-family dwellings, attached dwellings, small lot single-family dwellings at densities greater than 10 units per gross acre.
Residential – Single Family	Areas identified for single-family detached residential dwellings at a density not to exceed eight (8) units per gross acre.
Residential – Suburban Single Family	Areas identified for single-family detached residential dwellings at a density not to exceed five (5) units per gross acre.
Planned Development	Master planned areas accommodating cluster development, neotraditional development, or mixed residential, commercial, or civic uses. Such developments are characterized by internal or external linkages among residential, commercial, institutional, or recreational use components. This category includes Amenity Communities, Village Centers, Town Centers, and existing Planned Unit Developments.
Planned Campus	Areas designated for research & development, educational, and business campuses, where landscaping, greenspace, open space, and open water area exceeds impervious area of structures and parking lots (other research and educational campuses may be classified as Office /Institutional).
Agriculture / Forestry	Areas principally used for farming, silviculture, dairy or livestock production, and resource extraction. This category also includes single family detached dwellings not to exceed one-half (0.5) unit per gross acre.
Transportation / Communication / Utility	Areas dedicated principally to railroad facilities, airports, and similar uses that produce intensive or obtrusive activities that are not readily assimilated into other districts.
Parks / Recreation	Land dedicated to open space that is accessible to the public or land that is dedicated to sports, exercise, or other types of leisure activities.

FUTURE LAND USE CATEGORY	DEFINITION
Conservation	Land that is publicly or privately held and designated for preservation in a natural state or for use for passive recreation (e.g., fishing, hiking, camping). This category also includes all back barrier islands consisting of less than two acres of contiguous uplands.
Conservation – Residential	This category is for back barrier islands that are in private ownership and have uplands exceeding two acres on a contiguous land mass. Such areas shall observe conservation principles, but may be developed for residential use at low densities.
Tidal Marsh	Areas of estuarine influence that are inundated by tidal waters on a daily basis and are characterized by spartina (cordgrass) habitat.
Transition	Areas having established residential character that due to their location adjacent to shallow frontage lots along arterial streets are confronted with potential commercial intrusion. These properties may be assembled with frontage properties, however they shall only be used to meet the required developments standards such as, but not limited to, parking, greenspace, and buffers. Principle uses are prohibited within these areas.

Source: Chatham County-Savannah Comprehensive Plan

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Table 16: Current and Proposed (NewZO) Zoning Districts in Hudson Hill/Bayview

CURRENT ZONING DISTRICTS	PROPOSED ZONING DISTRICT (NEWZO)
<p>R-4 four-family residential: The purpose of this district shall be to maintain dwelling unit density to not more than 12 dwelling units per net acre of residential land in order to protect the property in this district from the depreciating effects of more densely developed residential uses.</p>	<p>Residential Single-family (RSF-6) The RSF- districts are established to preserve and create areas of single-family detached development on varying lot sizes. The five districts (RSF-30, RSF-20, RSF-10, RSF-6 and RSF-5) within the RSF- designation provide for varying development standards but generally permit the same uses. A limited number of nonresidential uses are allowed that are compatible with single family residential uses.</p>
<p>R-M Multifamily Residential (R-M-25): The purpose of this district shall be to provide areas for multifamily 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 not more than 40 units per acre.</p>	<p>Residential Multi-family (RMF-2-10 and RMF-2-15) The Residential Multi-family (“RMF-”) districts are established to allow multi-family development in addition to other types of residential development. The districts (RMF-1, RMF-2 and RMF-3) within the RMF- designation provide for varying development standards and generally the same uses with a few exceptions. The specific density (a whole number) shall be established at the time of rezoning. With the exception of RMF-1, the RMF- districts are intended to be placed on higher classifications of streets and in close proximity to mass transit corridors, retail services and employment opportunities. A limited number of nonresidential uses are allowed that are harmonious with multi-family residential areas.</p>
<p>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.</p>	<p>Community Business (B-C) The B-C district is established to accommodate a range of nonresidential uses commercial uses of varying scales that serve a community-wide market area and upper story residences. This district is intended to reduce or prevent impacts on adjacent or nearby residential districts. Uses in this district are intended to be located primarily on higher classification of collector or arterial streets to serve a community-wide market area.</p>
<p>P-B-G-1 Planned General Business Transition: The purpose of this district shall be to recognize general business areas which are developed commercially, but which because of their proximity to residential areas, require greater attention to the array of uses permitted in order to ensure that the quality of life in the surrounding area is not degraded, while at the same time protecting the vitality of the commercial uses.</p>	<p>Neighborhood Business (B-N) The B-N district is established to permit small-scale, neighborhood-oriented nonresidential uses and upper story residential uses. This district is intended to provide for limited commercial opportunities in a walkable environment and to reduce or prevent impacts on adjacent or nearby residential uses. Uses in this district are intended to be located primarily on higher classification of streets collector or arterial streets within convenient traveling distance from neighborhoods which they will serve.</p>

CURRENT ZONING DISTRICTS	PROPOSED ZONING DISTRICT (NEWZO)
<p>I-L Light-Industrial: 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.</p>	<p>Light Industrial-Restricted (IL-R) The IL-R district is established to accommodate industrial properties that developed prior to 1960 and which are typically located adjacent to or within residential areas. This district may also allow limited commercial, light manufacturing and assembly, research and development and small-scale warehousing and processing uses in order to promote economic viability and encourage employment growth. Development must be operated in a clean and quiet manner, with all activities occurring primarily indoors, and should not be obnoxious to nearby non-industrial uses.</p>
<p>P-I-L-T Planned-Light-Industrial-Transition: The purpose of this district shall be to recognize that older areas exist which contain residential and industrial uses in close proximity and this pattern of development is likely to continue. This district recognizes the need for planned development standards for the mutual protection of uses; therefore, the provision of Sec. 8-3031 - Planned Development District shall apply.</p>	<p>Light Industrial-Transition (IL-T) The IL-T district is established to accommodate limited heavy commercial, light manufacturing and assembly, research and development, and small-scale warehousing and processing uses in order to promote economic viability, encourage employment growth, and limit the encroachment of non-industrial development within established industrial areas. This district is intended to serve as a buffer between more intensive industrial districts and less intensive business or residential districts. Development must be operated in a clean and quiet manner, with all activities occurring indoors, and should not be obnoxious to nearby non-industrial uses.</p>
	<p>Light Industrial (IL) The IL district is established to provide for a wide range of research and development, light manufacturing and assembly, warehousing, and wholesaling activities as well as some support services. These uses are subject to standards intended to ensure such development is compatible with adjacent and nearby non-industrial areas. Development must be operated in a clean and quiet manner, with most activities occurring indoors, and should not be obnoxious to nearby non-industrial uses.</p>
	<p>Conservation-Park (C-P) The Conservation-Park (“C-P”) district is established to preserve and enhance parkland as permanent open space to meet the active and passive recreational needs of County and City residents and to also protect cultural and historic resources. Permitted uses are limited to parks and recreation, cemeteries and other uses that promote open space and preservation of resources.</p>

Source: Chatham County-Savannah Metropolitan Planning Commission, <http://www.newzo.org>