



C H A T H A M   C O U N T Y   -   S A V A N N A H

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# METROPOLITAN PLANNING COMMISSION

*"Planning the Future - Respecting the Past"*

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M E M O R A N D U M

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**DATE:**            MAY 19, 2020

**TO:**              THE MAYOR AND ALDERMEN OF THE CITY OF SAVANNAH

**FROM:**          METROPOLITAN PLANNING COMMISSION

**SUBJECT:**       MPC RECOMMENDATION

**PETITION REFERENCED:**

Kansa Travel Centers, LLC, Petitioner - Owner  
Travis Burke - Coleman Company, Agent  
Jimmy DeLoach Parkway at Crossroads Parkway  
PIN: 20980 04011  
Acreage: 14.82 Acres  
Aldermanic District: 1 (Lanier)  
County Commission District: 8 (Ellis)  
File No. 20-001475-ZA

**MPC ACTION:**

**Approval** of the petitioner's request to rezone the subject site located at the southwest corner of Jimmy DeLoach Parkway and Crossroads Parkway from the existing I-H (Heavy-Industrial) zoning classification to a B-C (Community-Business) zoning classification based on the findings identified in the staff report.

**MPC STAFF RECOMMENDATION:**

**Approval** of the petitioner's request to rezone the subject site located at the southwest corner of Jimmy DeLoach Parkway and Crossroads Parkway from the existing I-H (Heavy-Industrial) zoning classification to a B-C (Community-Business) zoning classification based on the findings identified in the staff report.

**MEMBERS PRESENT:** 10 + Chairman

Joseph Ervin, Chairman	Linder Suthers
Thomas Branch	Joseph Welch
Travis Coles	Tom Woiwode
Karen Jarrett	
Tanya Milton	
Wayne Noha	
Eula Parker	
Lee Smith	

**PLANNING COMMISSION VOTE:** Approve Staff Recommendation (11-0)

APPROVAL Votes: 11	DENIAL Votes: 0	ABSENT
Ervin Branch Coles Jarrett Milton Noha Parker Smith Suthers Woiwode Welch		Cook Manigault Monahan

Respectfully submitted,

  
Melanie Wilson  
Executive Director

/jh

Enclosure

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





C H A T H A M   C O U N T Y - S A V A N N A H

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**METROPOLITAN PLANNING COMMISSION**

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*Planning the Future - Respecting the Past*

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**TO:**            **The Mayor and Aldermen, City of Savannah**

**FROM:**        **MPC Staff**

**DATE:**        **May 19, 2020**

**SUBJECT:**    **Kansa Travel Centers, LLC, Petitioner - Owner**  
                  **Travis Burke - Coleman Company, Agent**  
                  **Jimmy DeLoach Parkway at Crossroads Parkway**  
                  **PIN: 20980 04011**  
                  **Acreage: 14.82 Acres**  
                  **Aldermanic District: 1 (Lanier)**  
                  **County Commission District: 8 (Ellis)**  
                  **File No. 20-001475-ZA**

**Marcus Lotson, MPC Project Planner**

**ISSUE:** A request to rezone 14.82 acres from an I-H (Heavy Industrial) zoning classification to a B-C (Community Business) zoning classification.

**BACKGROUND:**

The subject property is an undeveloped parcel located at the southwest corner of Jimmy DeLoach Parkway and Crossroads Parkway. The property has never been developed and has substantial vegetation including several mature trees. Also, portions of the site have been delineated as freshwater wetlands.

**FACTS AND FINDINGS:**

1. **Public Notice:** As required by the City of Savannah Zoning Ordinance, notice of the proposed zoning map amendment was mailed on April 24, 2020 to all property owners located within 300 feet of the petitioned site. Also, a sign was posted on the subject site adjacent to Jimmy DeLoach Parkway and adjacent to Crossroads Parkway. As of the writing of this report, staff has not received any comments. If comments are received prior to the May 19<sup>th</sup> MPC meeting, they will be presented at the pre-meeting.
2. **Existing Development Pattern:**

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

<u>Location</u>	<u>Land Use</u>	<u>Designation</u>
North	Jimmy DeLoach Parkway Office Building	OI-E [1]

	Vacant Parcels (office park)	OI-E
South	Undeveloped (Crossroads Business Park)	I-H
East	Crossroads Parkway Distribution Warehouse (Wal Mart)	I-H
West	Interstate 95 Distribution Warehouse	PD [2]

[1] OI-E – Office and Institutional – Expanded

[2] PD – Planned Development – Godley Station – Light Industrial

The subject site is located within the Crossroads Business Center. The business center is a planned development that was established in 1994 by the Savannah Economic Development Authority (SEDA). SEDA is the Declarant of the Business Park. In conjunction with the creation of the Crossroads Business Park, restrictive covenants and development standards were enacted by and recorded by SEDA.

Staff contacted SEDA to request a copy of the restrictive covenants and the development standards. The uses to be developed by the petitioner are not specifically listed as uses that are or are not permitted within the Crossroads Business Center. However, the factors to be considered in determining the appropriateness of a use are detailed in the restrictive covenants.

Staff informed SEDA of the request to rezone the subject site from an I-H classification to a B-C classification and the desire to develop a truck stop/convenience store and a hotel on the subject site. MPC staff received a letter of support from SEDA on April 23<sup>rd</sup> for the proposed zoning map amendment.

### 3. Existing I-H (Heavy Industrial) Zoning District:

- a. **Intent of the I-H District:** The intent of the I-H district is *“to provide sites for activities which involve large scale warehousing, processing and manufacturing facilities, major transportation terminals and waste-related facilities that have greater impact on the surrounding area than industries found in the IL-T and I-L districts. It is also the intent of this district to provide an environment for industries that is unencumbered by nearby non-industrial development.”*
- b. **Allowed Uses:** The list of permitted uses for the I-H district appear in the use table included in the staff report.
- c. **Development Standards:** The development standards are identified in Table 1.

### 4. Proposed B-C (Community Business) Zoning District:

- a. **Intent of the B-C District:** The intent of the B-C district is *“to provide community shopping facilities consisting of a wide variety of sales and service facilities at*

*locations that will be accessible to a market area containing from 35,000 to 70,0000 people."*

- b. **Permitted Uses:** Permitted uses for the B-C district include, but are not limited to, hotels, indoor amusement, package stores, general offices, restaurants, fuel stations, major vehicle repair, construction contractor offices, and self-storage warehouses. A complete list of permitted uses for the B-C district are included in the staff report.
  - c. **Development Standards:** The development standards for the B-C district are identified in Table 1.
- 5. **Transportation Network:** The subject site will have frontage along Jimmy Deloach Parkway, an existing major arterial roadway that has access to Interstate 95. The subject site also will have frontage along Crossroads Parkway, an existing collector roadway that extends from Jimmy Deloach Parkway to Airways Avenue.
  - 6. **Public Services and Facilities:** The property is served by the Savannah Police Department, City fire protection and by City water and sewer services.
  - 7. **Comprehensive Plan Land Use Element:** The Comprehensive Plan Future Land Use Map (FLUM) designates the subject property as Industrial. The proposed B-C zoning district is not compatible with the Industrial land use designation.

**ADDITIONAL REVIEW CRITERIA:**

***a. Suitability and Community Need***

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

**Staff Comment:** Although it is true that the range of uses permitted under the current zoning are not likely to be developed here due to the restrictive covenants of the Crossroads Business Park, it is also true that the intent and purpose of the requested B-C district and some of the allowable uses would not be compatible with the intent and purposes of the business park.

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

**Staff Comment:** Based on observation, there does not appear to be a shortage of commercially zoned property in the city. However, there appears to be a desire and need for a truck stop in this general location along Interstate 95 based on recent inquiries.

***b. Compatibility***

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

**Staff Comment:** It is unlikely that the uses permitted in the proposed zoning district would adversely impact the nearby uses located within the business park.

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

**Staff Comment:** The existing I-H district is intended in part to allow a vast range of uses from manufacturing, warehousing and other non-residential uses. The proposed B-C zoning district would allow uses that are not allowed in the existing I-H district. However, the other uses permitted in the proposed B-C district are less intense and should not significantly change the development pattern of the general area or the viability of the business park.

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

**Staff Comment:** This is an undisturbed vacant property. The existing conditions do not provide any significant reasons why the proposed zoning district should not be approved. There are nearby industrially zoned properties and no residentially zoned properties in the general area.

**c. Consistency**

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

**Staff Comment:** The proposed zoning for the subject property is not consistent with the Future Land Use Map or approved land use designation.

**d. Reasonable Use**

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

**Staff Comment:** The existing zoning of the subject property does provide “reasonable use”. However, rezoning of a property to provide additional uses while maintaining many of the uses permitted in the current zoning classification is not uncommon and provides for greater flexibility in the development of a site.

**e. Adequate Public Services**

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

**Staff Comment:** Relative to services, the uses permitted in the B-C district could be accommodated.

**f. Proximity to a Military Base, Installation or Airport**

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

The subject site is not located within 3,000 feet of a military base or within the other listed zones. The Savannah – Hilton Head International Airport is located approximately 5,000 feet from the subject site.

**POLICY ANALYSIS:**

While the subject property is located within a Master Planned Business Park that is currently zoned I-H, the rezoning of one parcel to B-C to permit other non-residential business uses should not negatively impact the existing commercial uses or the business park. Rezoning would also provide other uses that could complement the existing business park and provide a greater flexibility of development options.

**ALTERNATIVES:**

1. Recommend approval of the petitioner's request.
2. Recommend denial of the petitioner's request.
3. Recommend approval of an alternative zoning classification.

**RECOMMENDATION:**

The Planning Commission recommends **Approval** of the petitioner's request to rezone the subject site located at the southwest corner of Jimmy Deloach Parkway and Crossroads Parkway from the existing I-H (Heavy-Industrial) zoning classification to a B-C (Community-Business) zoning classification based on the findings identified in the staff report.

Table 1: Comparison of Development Standards for the Existing I-H and Proposed B-C Zoning Districts		
	Existing District	Proposed District
	I-H District	B-C District
Minimum Lot Area (each unit unless otherwise specified)	n/a	Residential: Upper Story - 1,850 sf per unit Non-residential: n/a
Minimum Lot Width	n/a	n/a
Front Yard Setback	25 ft	n/a [2]
Minimum Side Yard Setback	40 ft adjacent to road 25 ft interior	15 ft adjacent to street interior: n/a
Minimum Rear Yard Setback	25 ft 5 ft from lane and access easements	n/a]
Maximum Height	n/a	75ft
Maximum Building Coverage	80%	n/a
Maximum Density	n/a	n/a



<b>B-C – List of Permitted Uses</b>
Upper story residential
Child caring institution
Single room occupancy
Agriculture, personal
Community Garden
Park, general
Library/community center
Museum
Post office
Police/fire station or substation
Emergency Medical Services (EMS) substation/ Ambulance Service
Shelter, emergency
Shelter, transitional
Soup kitchen
Child/adult day care center
Child/adult care center, 24 hour
College, university, seminary
Educational building used by a college, university or seminary
School, public or private (K-12)
School, trade, vocational or business
All places of worship
Private club/Lodge
Correctional transition facility
Hospice
Hospital
Intermediate care facility
Nursing home
Assisted living facility
Personal care home, registered
Personal care home, family
Substance recovery facility
Office, general
Call center
Day labor employment center
Office, medical
Office, utility/contractor
Studio/multimedia production facility
Arena; convention center
Indoor amusement
Indoor firearm range
Indoor sports facility
Indoor archery range/paintball facility

Teen Club
Theater/cinema/
Drive-in theater
Golf course
Outdoor amusement
Stadium or outdoor arena; Amphitheater; Outdoor sports facility or complex
Retail, general
Art/photo studio; gallery
Consumer Fireworks Retail Sales Facility
Convenience store
Fuel/gas station
Flea market; Farmer's market; Open air market
Food-oriented retail
Garden center
Manufactured/modular home sales
Outdoor sales
Pawnshop
Pharmacy
Truck Stop
Warehouse or Office Showroom / Flex Space
Services, general
Animal services, indoor
Animal services, outdoor
Bank
Body art services
Business support services
Catering establishment
Check Cashing; Title Pawn;
Crematorium
Funeral home; mortuary (not including crematorium)
Hall, banquet or reception
Event Venue
Instructional studio or classroom
Laundromat;
Dry Cleaner/Laundry, Neighborhood
Personal service shop
Psychic; palmist; medium; fortune teller
Repair-oriented services
Self-service storage facility
Tour company terminal
Distillery, craft,
Bar; tavern
Nightclub

Restaurant
Food Truck Park
Retail consumption dealer (on premise consumption of alcohol)
Ancillary retail dealer (off-premise consumption of alcohol)
Package store (not including wine specialty shops)
Wine Specialty Shop (not including package stores)
Winery; Meadery; Cidery
Brewery, Micro
Bed and Breakfast Homestay
Inn
Hotel/motel, 16-74 rooms
Hotel/motel, 75 or more rooms
Short-term vacation rental
Heavy equipment/Heavy vehicle sales,rentals and leasing
Vehicle sales,rentals and leasing
Moped/motor scooter sales, rentals and leasing
Vehicle Service, Heavy equipment/Heavy vehicle
Vehicle service, minor
Vehicle service, major
Vehicle wash, full or self-service
Watercraft sales, repair and service
Artisan/Craft
Parking facility
Passenger terminal
Transportation dispatch and storage
Broadcast transmission tower
Utilities, major
Utilities, minor

<b>I-H – List of Permitted Uses</b>
Agriculture, personal
Park, general
Police/fire station or substation
Emergency Medical Services (EMS) substation/ Ambulance Service
College, university, seminary
Educational building used by a college, university or seminary
School, trade, vocational or business
Office, general
Consumer Fireworks Retail Sales Facility
Fuel/gas station
Warehouse or Office Showroom / Flex Space
Crematorium
Event Venue
Dry Cleaner/Laundry, Neighborhood
Distillery, craft,
Bar; tavern
Nightclub
Restaurant
Food Truck Park
Retail consumption dealer (on premise consumption of alcohol)
Winery; Meadery; Cidery
Brewery, Micro
Vehicle Service, Heavy equipment/Heavy vehicle
Vehicle towing and impound facility
Watercraft sales, repair and service
All adult-oriented businesses
Dock, Commercial
Boat Yard
Watercraft Launch/Ramp
Container Storage Yard
Outdoor Storage Yard
Warehousing
Dry cleaning/Laundry plant
Salvage yard/Recycling facility
Limited/Light
General
Intensive
Research, testing and development laboratory
Solid waste and industrial landfill facility
Class 2
Class 3, 4 or 5
Class 6

Recycling collection facility
Waste incinerator
Solid waste transfer station
Airport, airfield; Heliport
Intermodal freight yard
Passenger terminal
Railyard
Transportation dispatch and storage
Vehicle and freight terminal
Broadcast transmission tower
Utilities, major
Utilities, minor

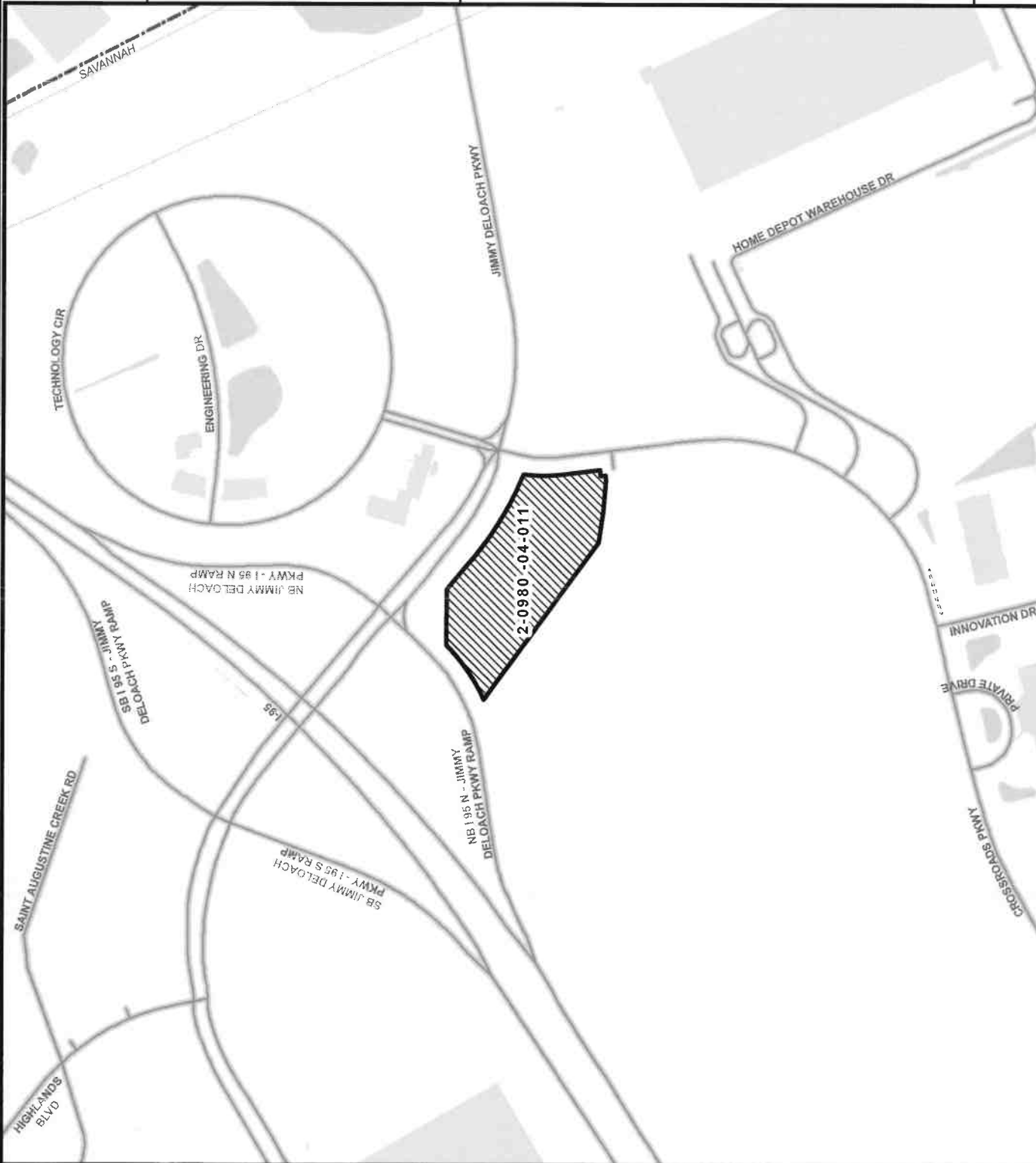
# VICINITY MAP

FILE # 20-001475-ZA  
Address: -  
Savannah, Ga  
Aldermanic District: 1  
Commission District: 8  
Neighborhood: Crossroads  
Business Park Area  
Property ID: See Map

Date: 3/25/2020



CHATHAM COUNTY - SAVANNAH  
METROPOLITAN PLANNING COMMISSION  
110 E. STATE ST. SAVANNAH, GA 31412-8246 PHONE 912.851.1440



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1 inch = 800 feet

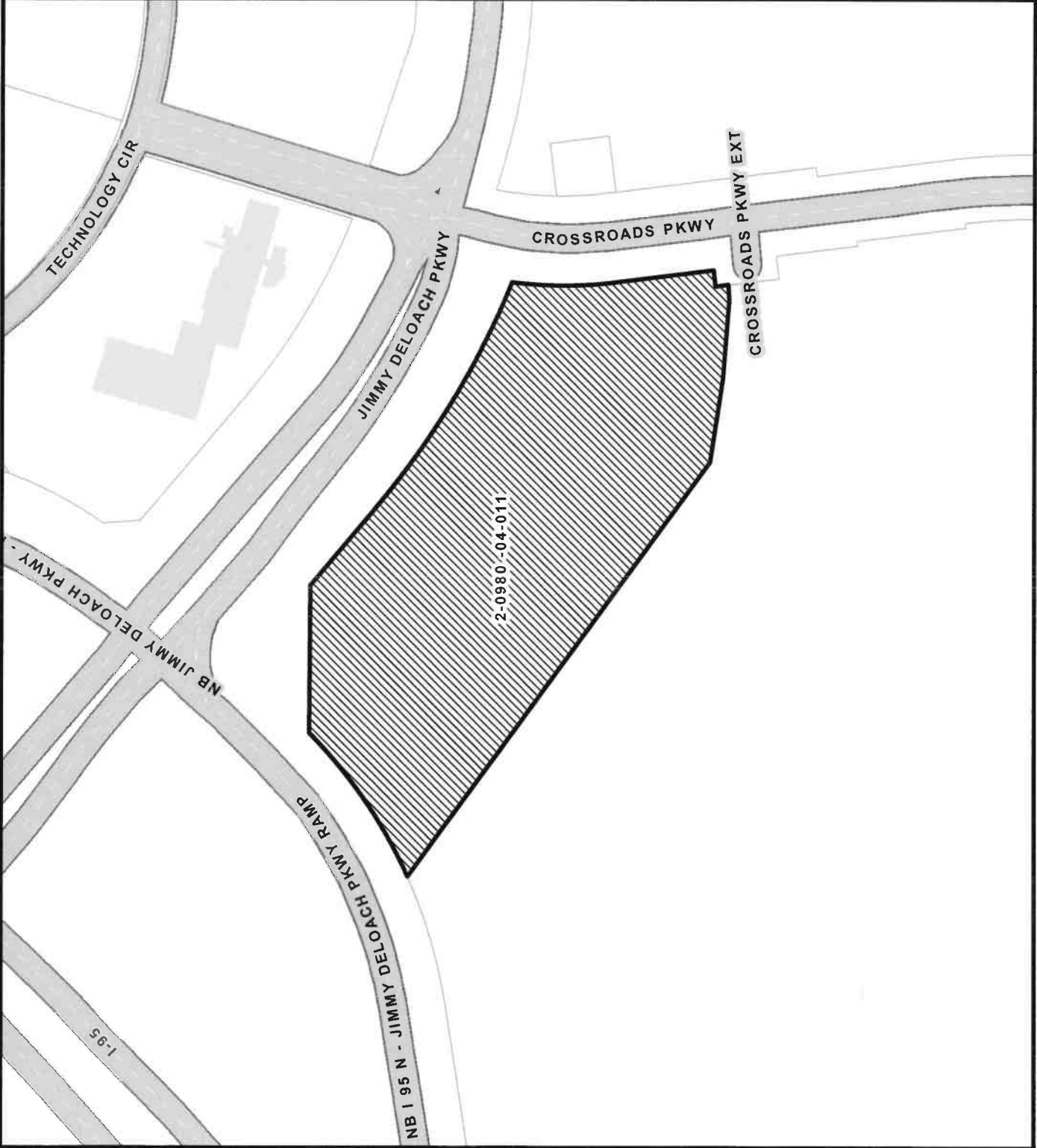
# TAX MAP

FILE # 20-001475-ZA  
Address: -  
Savannah, Ga  
Aldermanic District: 1  
Commission District: 8  
Neighborhood: Crossroads  
Business Park Area  
Property ID: See Map

Date: 3/25/2020



CHATHAM COUNTY - SAVANNAH  
METROPOLITAN PLANNING COMMISSION  
110 E. STATE ST. SAVANNAH, GA 31412-8246 PHONE 912-651-1440



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1 inch = 300 feet

D

# ZONING MAP

FILE # 20-001475-ZA

Address: -

Savannah, Ga

Aldermanic District: 1

Commission District: 8

Neighborhood: Crossroads

Business Park Area

Property ID: See Map

Current property zoning(s) is primarily

I-H

Proposed property zoning:

B-C

City of Savannah NewZoo Zoning When Applicable

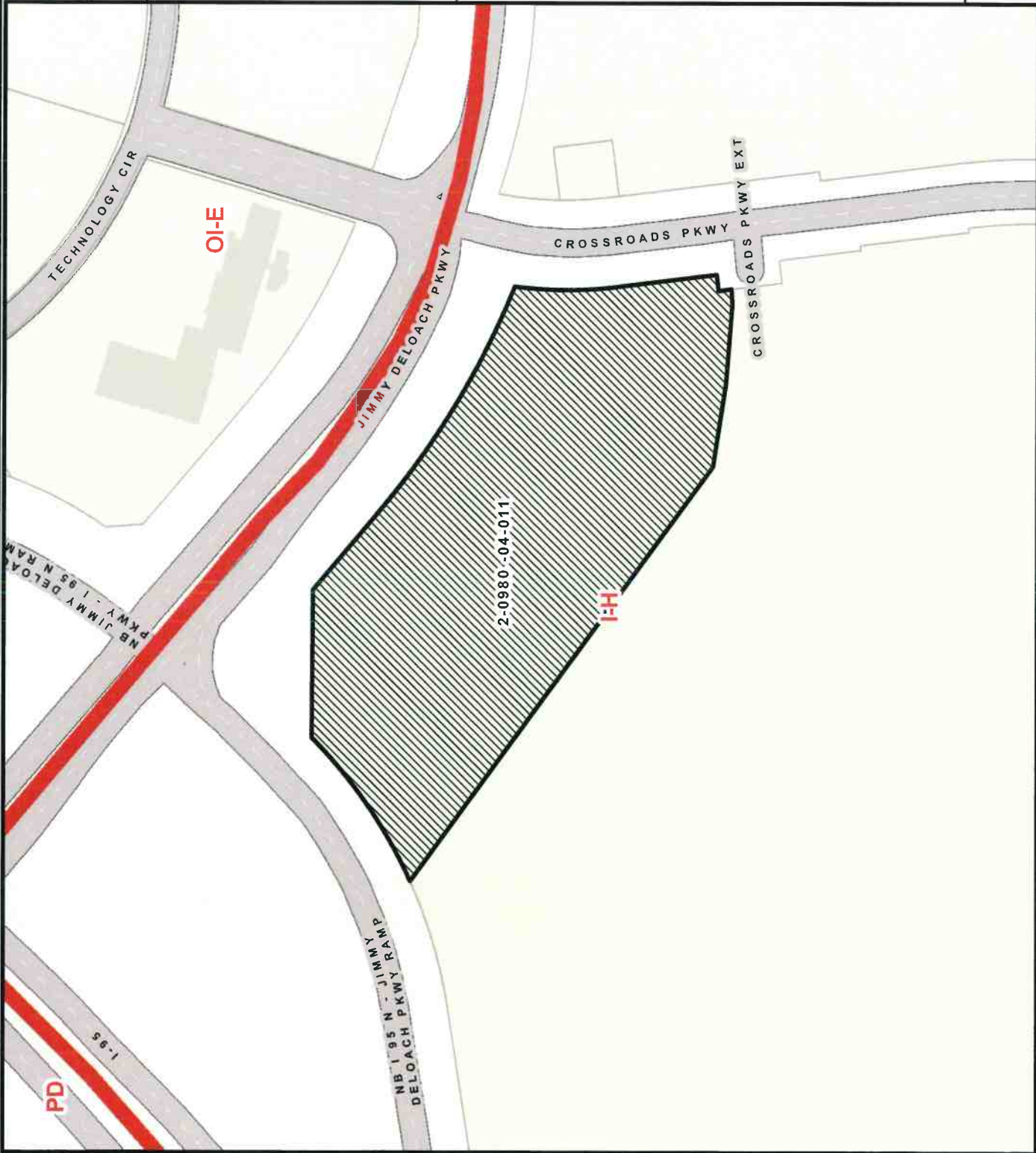
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1 inch = 300 feet

D



# AERIAL MAP

FILE # 20-001475-ZA  
Address: -  
Savannah, Ga  
Aldermanic District: 1  
Commission District: 8  
Neighborhood: Crossroads  
Business Park Area  
Property ID: See Map

Date 3/25/2020



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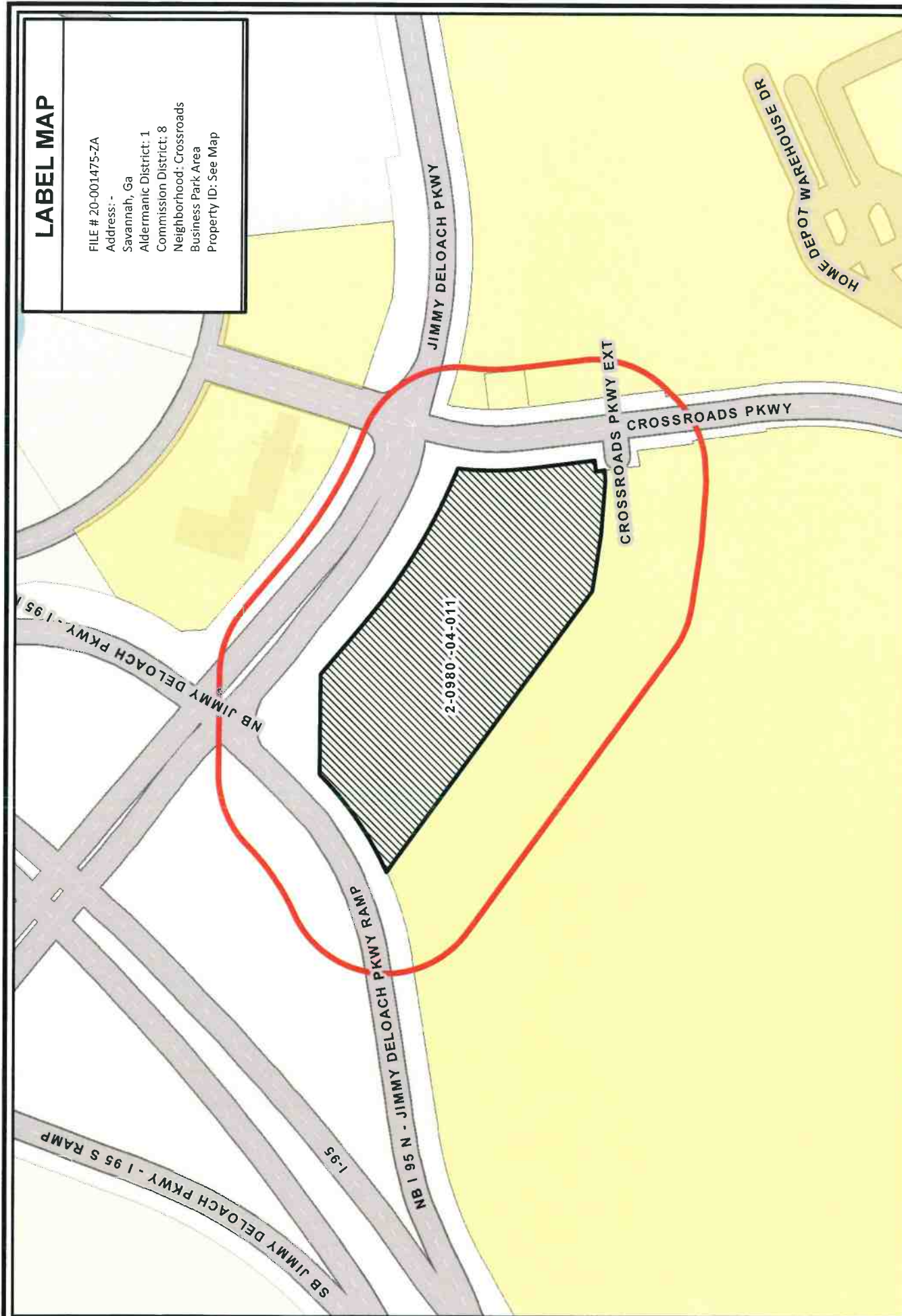
1 inch = 300 feet

D



# LABEL MAP

FILE # 20-001475-ZA  
 Address: -  
 Savannah, Ga  
 Aldermanic District: 1  
 Commission District: 8  
 Neighborhood: Crossroads  
 Business Park Area  
 Property ID: See Map



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 SCALES. IN MOST CASES THE INFORMATION HAS NOT BEEN FIELD VERIFIED.  
**USE THIS MAP FOR GENERAL PLANNING PURPOSES ONLY.**



1 inch = 400 feet



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