



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

## METROPOLITAN PLANNING COMMISSION

*"Planning the Future - Respecting the Past"*

M E M O R A N D U M

**DATE:** MAY 18, 2021

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

**FROM:** METROPOLITAN PLANNING COMMISSION

**SUBJECT:** MPC RECOMMENDATION

**PETITION REFERENCED:**

**Petitioner:** Vincent J. Del Monte on behalf of the Frank Callen Boys and Girls Club  
**Owner:** Roman Catholic Diocese of Savannah  
**Aldermanic District:** 5, Alderwoman Dr. Estella Shabazz  
**County Commission District:** 5, Commissioner Tanya Milton  
**Neighborhood/Subdivision:** Liberty City  
**Current Zoning District:** Residential Single Family, RSF-6  
**Future Land Use (FLU) Category:** Civic/Institutional  
**Requested Zoning District:** Office Institutional-Expanded, OI-E with limited uses (1. Single Family detached, 2. General Park, 3. Library, 4. Community Center, 5. Indoor recreation, 6. General office use)  
**File No.** 21-001244-ZA  
**Location:** 4300 Block of ACL Boulevard  
**PIN:** 20705 03004

**MPC ACTION:**

**Approval** of the request to rezone the property on ACL Boulevard from RSF-6 to OI-E with the following limited uses: Single Family detached, General Park, Library, Community Center, Indoor recreation, General office use, and with the conditions stated in the staff report.

**MPC STAFF RECOMMENDATION:**

**Approval** of the request to rezone the property on ACL Boulevard from RSF-6 to OI-E with the following limited uses: Single Family detached, General Park, Library, Community Center, Indoor recreation, General office use, and with the conditions stated in the staff report.

Vincent J. Del Monte on behalf of the Frank Callen Boys and Girls Club, Petitioner  
May 18, 2021

**MEMBERS PRESENT:** 8 + Vice-Chairman

Joseph Welch, Vice-Chairman  
Laureen Boles  
Travis Coles  
Elizabeth Epstein  
Wayne Noha  
Lee Smith

Dwayne Stephens  
Maliak Watkins  
Tom Woiwode

**PLANNING COMMISSION VOTE:** Approve Staff Recommendation (8-0)

<b>APPROVAL Votes: 8</b>	<b>DENIAL Votes: 0</b>	<b>ABSENT/ ABSTAINED</b>
Boles Coles Epstein Noha Stephens Smith Watkins Woiwode		Welch Brown Ervin Jarrett Joyner Parker

Respectfully submitted,



Melanie Wilson  
Executive Director

/jh

Enclosure

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





## CHATHAM COUNTY-SAVANNAH METROPLITAN PLANNING COMMISSION

*"Planning the Future, Respecting the Past"*

### STAFF REPORT

File No. 21-001244-ZA

Location: 4300 Block of ACL Boulevard

PIN: 20705 03004      Acreage: 15

Prepared by Kiakala Ntemo, Planner

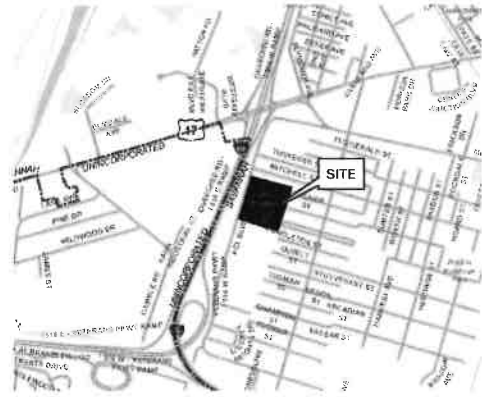


Figure 1 Location Map

**Petitioner:** Vincent J. Del Monte on behalf of the Frank Callen Boys and Girls Club

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#### Summary of Request

The petitioner is requesting to rezone a 15-acre parcel on ACL Boulevard from its current zoning classification of Residential Single Family (RSF-6) to the proposed zoning classification Office Institutional-Expanded (OI-E) with previously listed limited uses for a proposed indoor recreational facility.

### **Background and Zoning History**

The subject property is a residentially zoned parcel in the Liberty City neighborhood. Historically, it has remained undeveloped with the exception of a baseball field and shelter structure near the front of the property. A large percentage of the property, which abuts the rear and side yards of nearby residences, is wooded and consists of wetlands. A stormwater ditch runs through the wooded area near the rear of the property. The property has approximately 800 feet of frontage on ACL Boulevard, a two lane, 60 ft right of way classified as a collector street per Appendix A-1 of the Savannah Zoning Ordinance. Other than the zoning update of 2019, there have been no recent rezonings in the immediate vicinity.

### **Public Notice**

Mailed notice of the Planning Commission meeting was sent to all property owners within 300 feet of the subject property, signs were posted on site and required newspaper advertisements were run. The notice included instructions on how to access the meeting over the internet. There were two neighborhood meetings regarding this request, one at the Frank Callen Boys and Girls Club on March 29 and another at the MPC on April 29.

### **Existing Development Pattern**

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

<b><u>Location</u></b>	<b><u>Land Use</u></b>	<b><u>Designation</u></b>
North	Single-family residential/church and industrial uses	RSF-5/I-L-R
East	Single-family residential	RSF-6
South	Cemetery/church	C-P/RSF-6
West	undeveloped land	RSF-6

This portion of ACL Boulevard is sparsely developed with the interstate system in close proximity to its west. There is a segment of single-family residences zoned RSF-5 north of the subject property. Its development pattern reveals lot sizes of smaller dimensions and less uniformity than the rest of the RSF-6 zoned neighborhood to its east. Further north is a mix of uses fronting Mills B. Lane Boulevard; they consist of a church and industrial warehouse. All of the properties adjacent to the rear lot line of the subject property are single-family residences that abut the subject property only from their side yards. Towards the south, between the subject property and the cemetery, is an undeveloped rectangular lot slightly under an acre in size; this lot is not under the same ownership of the subject property and is not part of the proposed rezoning or development. Further south of the cemetery is a church zoned RSF-6. Less than 200 ft west of the subject property, beyond ACL Boulevard, is Interstate 516. There are several undeveloped, irregular shaped, residentially zoned parcels on the western side of ACL Boulevard in between the subject property and the Interstate.

### **Future Land Use**

The Comprehensive Plan Future Land Use Map designates the subject property as Civic/Institutional. The Comprehensive Plan defines this Future Land Use category as an “area identified as an employment hub 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.”

### **Existing Residential Single Family (RSF-6) District**

- a. ***Intent of the RSF-6 Districts:*** The Residential Single-family-6 district is established to allow single-family detached development on 60 foot wide lots with a minimum area of 6,000 square feet. A limited number of nonresidential uses are allowed that are compatible with single-family residential uses.
- b. ***Development Standards:*** The development standards are attached to the report. (Table 2)

### **Proposed Office Institutional-Expanded (OI-E) Zoning District**

- a. ***Intent of the OI-E District:*** “The OI-E district is established to allow office uses as well as limited residential, group living, health care, educational, cultural, lodging and service uses. The OI-E district is intended to serve a transition district between the more intensive Nonresidential districts and less intensive districts.”
- b. ***Development Standards:*** The development standards are attached to the report (Table 2).

### **Transportation and Transit**

The subject property fronts ACL Boulevard, a two-lane residential collector street with 60 feet right of way. There are no public transit routes that run along this roadway. The nearest public bus route runs along Liberty Parkway, about a block from the subject property. The applicant provided a conceptual plan that shows a walking trail through the wooded portion of the subject property to the abutting neighborhood via Pendleton Street.

### **Public Services and Facilities**

The subject property is served by the Savannah Police Department and City Fire protection. There is a City-maintained stormwater drainage ditch fronting ACL Boulevard towards the north of the property and another drainage City-maintained ditch running towards the rear of the property in the wooded area. There are stormwater inlets near the rear of the property which service the residential streets to the east. These lines tie into the drainage canal running in the rear of the subject property. There are no sewerage connections along this portion of ACL Boulevard. However, sewer lines are present towards the rear property line and fronting the residences towards the north on Mitchell Street. City water lines are present along ACL Boulevard towards the north side of the property.

## **Environmental**

A significant portion of the subject property's wooded area has been identified as wetlands. The area spans from the portion of the subject property that abuts the residences on Mitchell Street to the north and along the rear of the property near the residences abutting towards the east.

## **Zoning Ordinance Review**

The following review criteria for rezoning are prescribed in the Savannah Zoning Ordinance Sec. 3.5.8

### ***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:** The range of uses permitted in the entire OI-E zoning district are not more suitable at this location than the range of uses permitted in the current RSF-6 zoning district. OI-E permits uses too intense for the predominantly single-family neighborhood. However, the specific use the petitioner is proposing for the indoor recreational facility and the other limited uses are not likely to adversely impact the public health, safety, or welfare of the neighborhood.

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

**Staff Comment:** Although the proposed zoning district itself does not address a particular need for office use in this area, there is a market need for indoor recreational facilities in the City and County.

### ***b. Compatibility***

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

**Staff Comment:** There are uses in the OI-E zoning district that do have the potential to adversely impact the welfare of nearby properties. However, it is unlikely that the Petitioner's requested specific limited uses of the OI-E district would have such effect.

- 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:** There is no presence of OI-E zoned properties in the nearby area. However, the nature of the proposed limited uses could complement the surrounding residential area by providing recreational resources for the community and retain the architectural context of the existing area.

- 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:** Given the proximity of the subject property to the interstate system without protection of a noise barrier, sound pollution may make this subject property less desirable for residential development and more suitable for nonresidential uses.

**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 zoning proposal conforms with the Comprehensive Plan.

**d. Reasonable Use**

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

**Staff Comment:** The subject property can be reasonably developed with a nonresidential use that is permitted in the current zoning district. Developing the subject property with single-family houses would require a major subdivision request. The houses would be susceptible to noise pollution from the non-barriered nearby interstate system.

**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:** The subject property has adequate infrastructure present for the petitioned uses of the proposed zoning district.

**Analysis:**

The subject property is located on the fringe of an established residential area. No presence of office developments or multi-family housing are in the subject property's immediate area. There are a few institutional uses; two churches (one north and south) and a school near the church to the south. ACL Boulevard runs parallel with Interstate 516, which is less than 200 feet away from the roadway, and has no sound barrier between the interstate and the neighborhood. There are a small number of residences that front ACL Boulevard. The existing trees and wetlands on the subject property serve as a natural sound barrier to the abutting residential properties from the noise pollution of the interstate.

During both neighborhood meetings, residents raised concerns and expressed desires to the applicant to retain the wooded portion of the subject property and to include passive recreation, such as horseback riding, in the wooded area. Preserving the wetland/wooded area would also provide for the required amount of space that would be appropriate for a large nonresidential development adjacent to existing residences. Residents also brought up the concern that rezoning the subject property may increase vehicular traffic on residential streets, particularly Mitchell Street and Tuskegee Street, two residential streets north of the subject property that connect ACL Boulevard and Liberty Parkway. Placing signs that route traffic directly towards ACL Boulevard could help lessen the potential for increased traffic on these roads. Exploring the possibility of placing speed bumps on these roadways may deter an uptick in potential drivers or would at least discourage speeding. Additionally, this rezoning could support the Community Health goal set forth in the Comprehensive Plan to “Organize, promote, and ensure access to community health services, recreational opportunities and fitness programs to accommodate the special needs of families, the obese, the elderly, and disabled citizens to adopt healthy lifestyle behaviors.”

**Alternatives:**

1. Recommend approval of the Staff recommendation.
2. Deny the petitioner’s request.

**RECOMMENDATION:** Staff recommends the **approval** of the request to rezone the property on ACL Boulevard from RSF-6 to OI-E with the following limited uses: 1. Single Family detached 2. General Park 3. Library 4. Community Center 5. Indoor recreation 6. General office use, and with the following conditions:

1. The final site and building design be approved by the MPC. The applicant agreed to work with the Neighborhood Association to ensure a design compatible with the Liberty City Neighborhood in architectural context and overall character.
2. A minimum 75-foot buffer of existing wooded area be preserved along the property line abutting residentially zoned property with the addition of a 6-foot fence, 500 feet along the shared property line with lots fronting Mitchell Street starting from ACL Boulevard.
3. Access to the subject property will be routed towards ACL Boulevard.
4. Additional uses be limited to 7. Cluster Development 8. Personal agriculture 9. Community garden 10. All places of worship 11. Medical office 12. Instructional studio or classroom.

Note: Staff’s recommendation is based upon information contained in the application and discussions with the Applicant. This recommendation could change based on information gathered during the public hearing.



Table 1: Limited Uses from RSF-6 (Existing) and OI-E (Proposed) Zoning Districts	
RSF-6	OI-E
Single-family detached	Agriculture, personal
Cluster development	Community Garden
Agriculture, personal	Park, general
Community garden	Library
Park, general	Community center
Library	All places of worship
Community center	Office, general
All places of worship	Office, medical
	Indoor sports facility
	Instructional studio or classroom

\*highlighted cells show uses that are permitted only in respective district

Table 2. Comparison of Development Standards			
Standards	RSF-6 (residential development)	RSF-6 (non-residential development)	OI-E
<b>Lot Dimensions</b>			
Lot area (min sq. ft)	6,000	20,000	1,740
Lot width (min ft)	60	100	n/a
<b>Building Setbacks (min ft)</b>			
Front yard	20	30	15
Side (interior) yard	5	20	10
Side (street) yard	10	20	10
Rear yard	20	30	20
From access easement	5	5	5
Building Separation	See Fire Code	See Fire Code	See Fire Code
<b>Building Coverage (max)</b>	40%	40%	75%
<b>Height (max ft)</b>	36	36	60
<b>Parking Area Setback (min ft)</b>			
From collector or arterial street rights-of-way	n/a	15	15
From local street rights-of-way	n/a	10	10
Abutting lane, property line or access easement	n/a	5	5

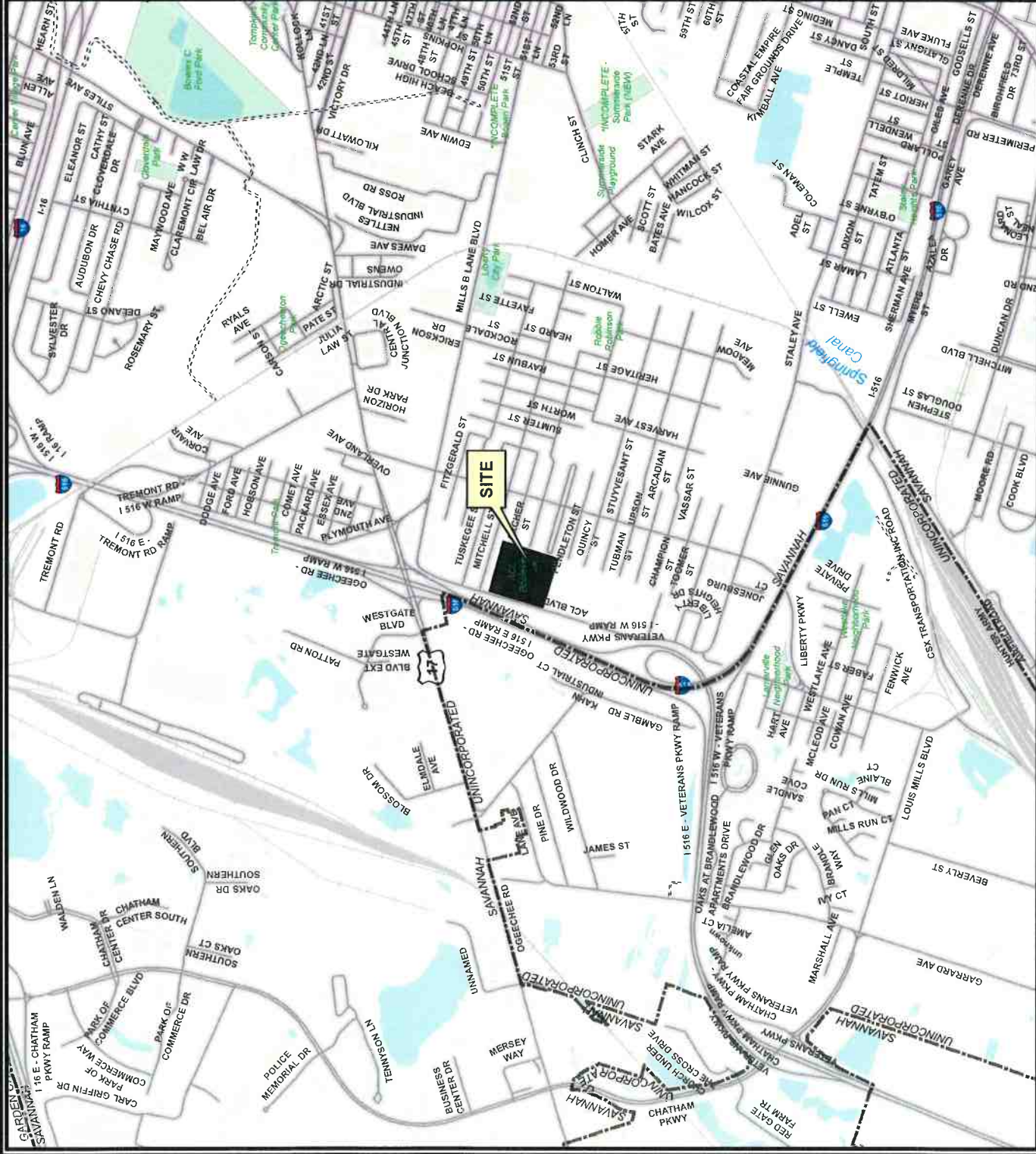
# VICINITY MAP

21-001244-ZA  
ACL Blvd.  
Savannah, Ga  
Aldermanic District: 5 (Shabazz)  
Commission District: 5 (Milton)  
Neighborhood: See Map  
PIN(s): See Map

Date: 3/11/2021



CHATHAM COUNTY · SAVANNAH  
**METROPOLITAN PLANNING COMMISSION**  
110 E. STATE ST. SAVANNAH, GA 31412-3246 PHONE 912/651-1440



1 inch = 2,000 feet



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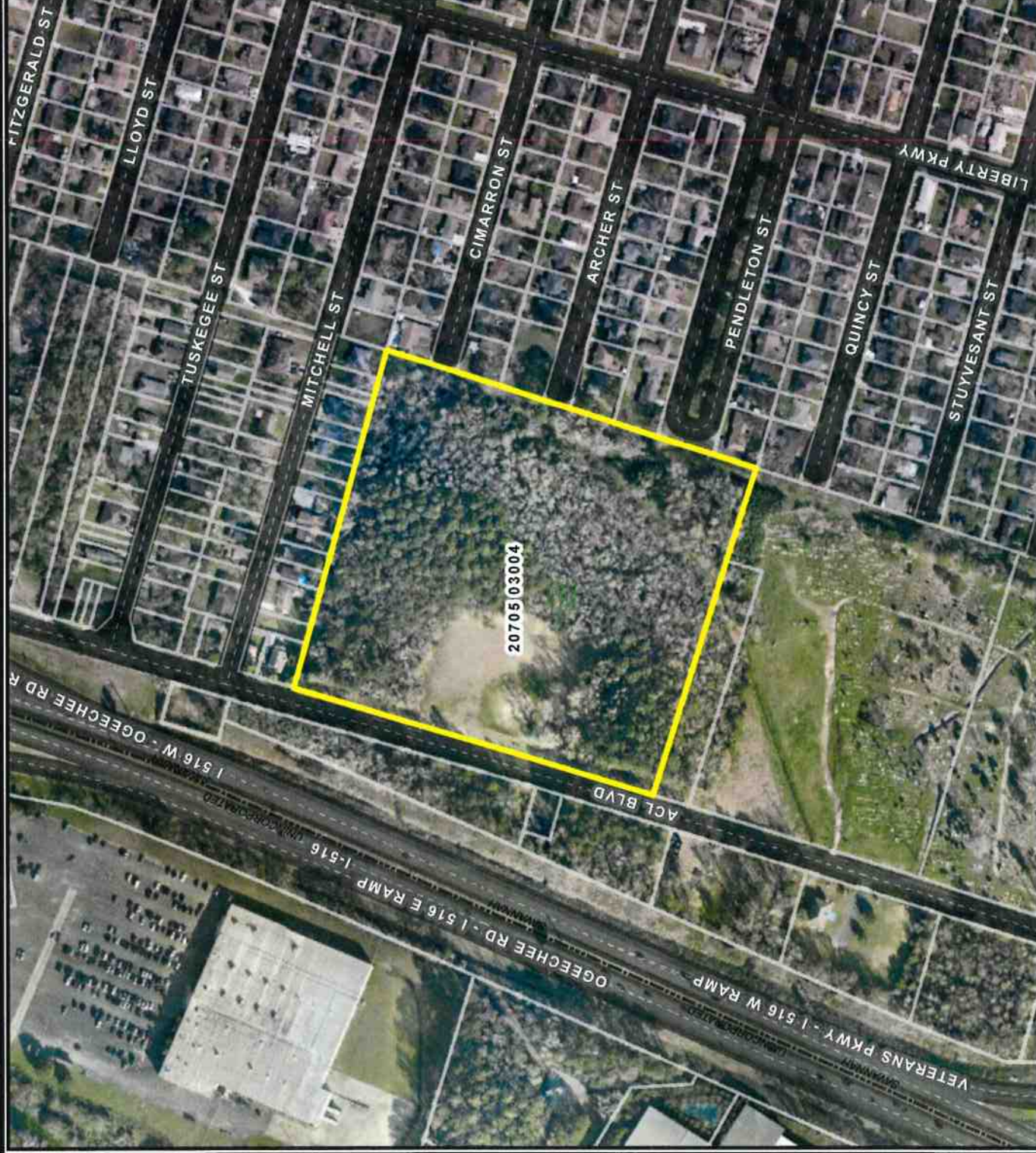
# AERIAL MAP

21-001244-ZA  
ACL Blvd.  
Savannah, Ga  
Aldermanic District: 5 (Shabazz)  
Commission District: 5 (Milton)  
Neighborhood: See Map  
PIN(s): See Map

Date 3/11/2021



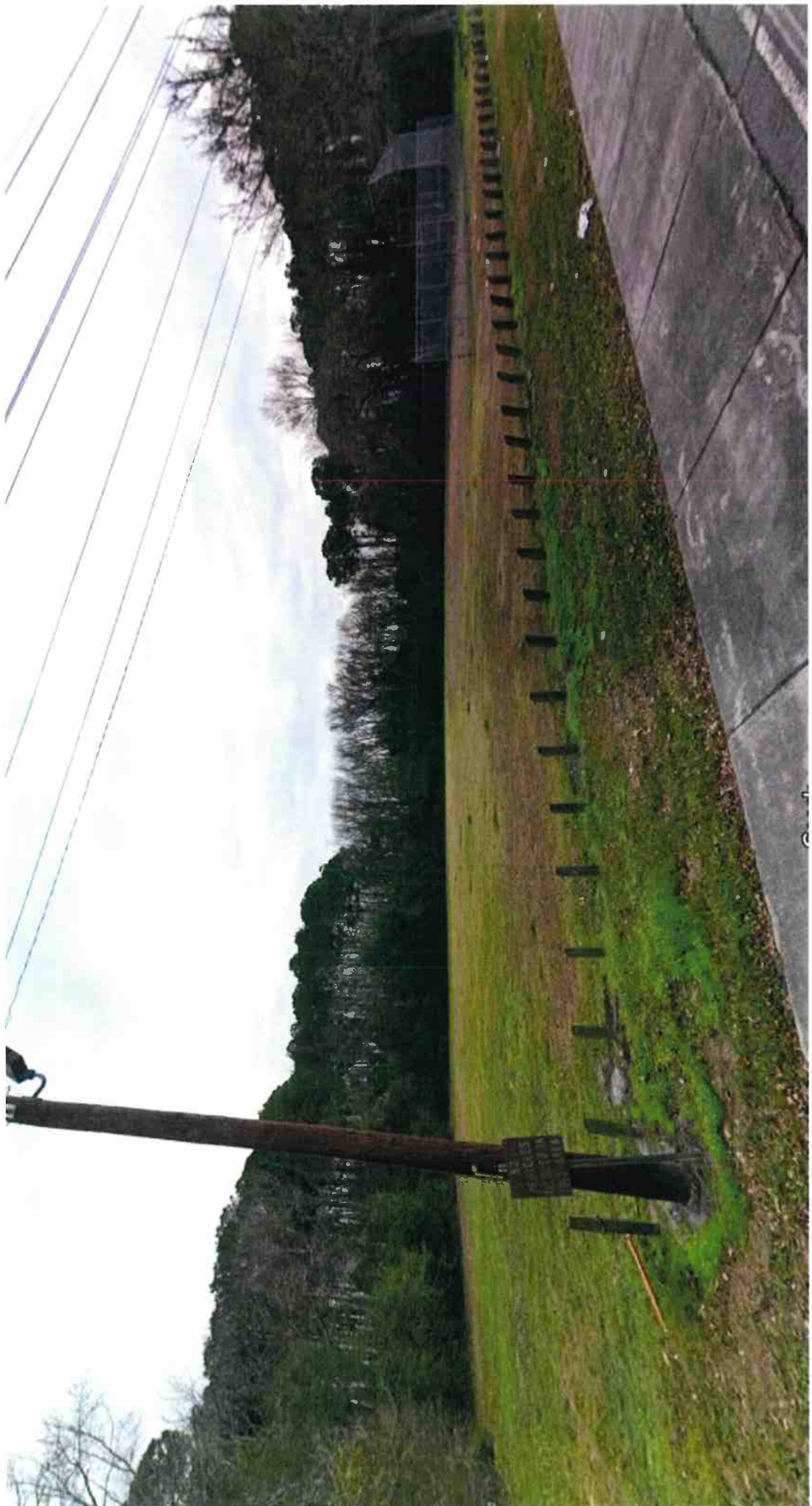
CHATHAM COUNTY - SAVANNAH  
METROPOLITAN PLANNING COMMISSION  
110 E. STATE ST. SAVANNAH, GA 31412-8246 PHONE 912-651-1440



1 inch = 300 feet

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# ZONING MAP

21-001244-ZA

ACL Blvd.

Savannah, Ga

Aldermanic District: 5 (Shabazz)

Commission District: 5 (Milton)

Neighborhood: See Map

PIN(s): See Map

Current property zoning(s) is primarily

RSF-6

Proposed property zoning:

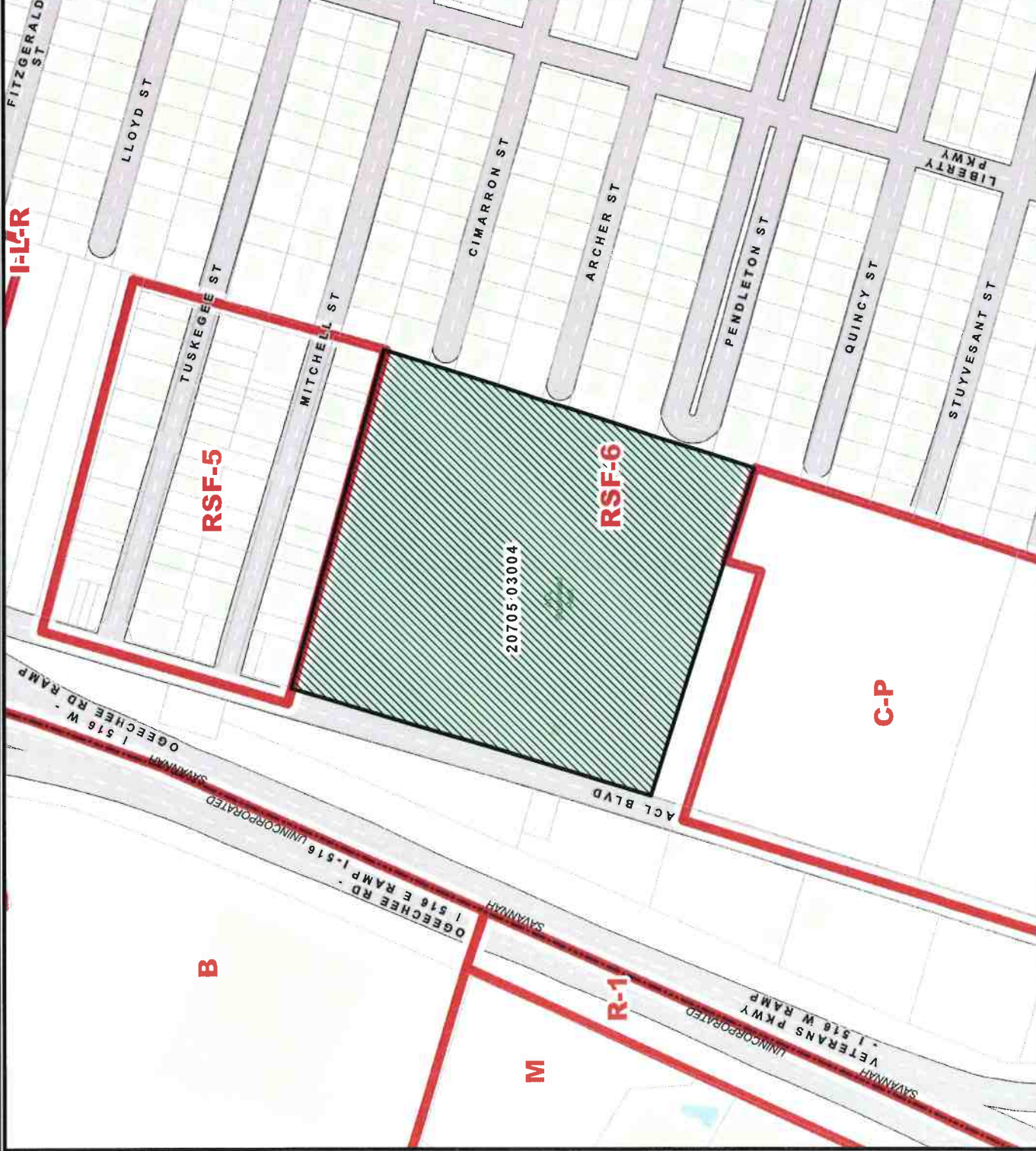
OI-E

City of Savannah NewZoo Zoning When Applicable

Date: 3/11/2021



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METROPOLITAN PLANNING COMMISSION  
110 E. STATE ST. SAVANNAH, GA 31412-3246 PHONE 912-651-1440



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# ACL BOULEVARD SITE - CONCEPT A

NOTES:  
 1. PLANNING OF THIS AND SUBMIT  
 2. TO BE MADE IN CONJUNCTION WITH  
 3. VARIOUS GOVERNMENTAL AGENCIES



## LEGEND

SYMBOL	USE
A	40,000 GSF BUILDING (11 STORY)
B	MULTI PURPOSE FIELD (176 YDS X 120 YDS)
C	16 U SOCCER FIELD (140 YDS X 50 YDS)
D	140 PARKING SPACES
E	STORMWATER AREA
F	PEDESTRIAN CONNECTION TO PENDLETON STREET
G	PRESERVED WOODLANDS / WETLANDS

FRANK CALLEN BOYS & GIRLS CLUB  
 ACL BOULEVARD SITE - CONCEPT A  
 SAVANNAH, GEORGIA

DATE: 12/1/03





# FUTURE LAND USE

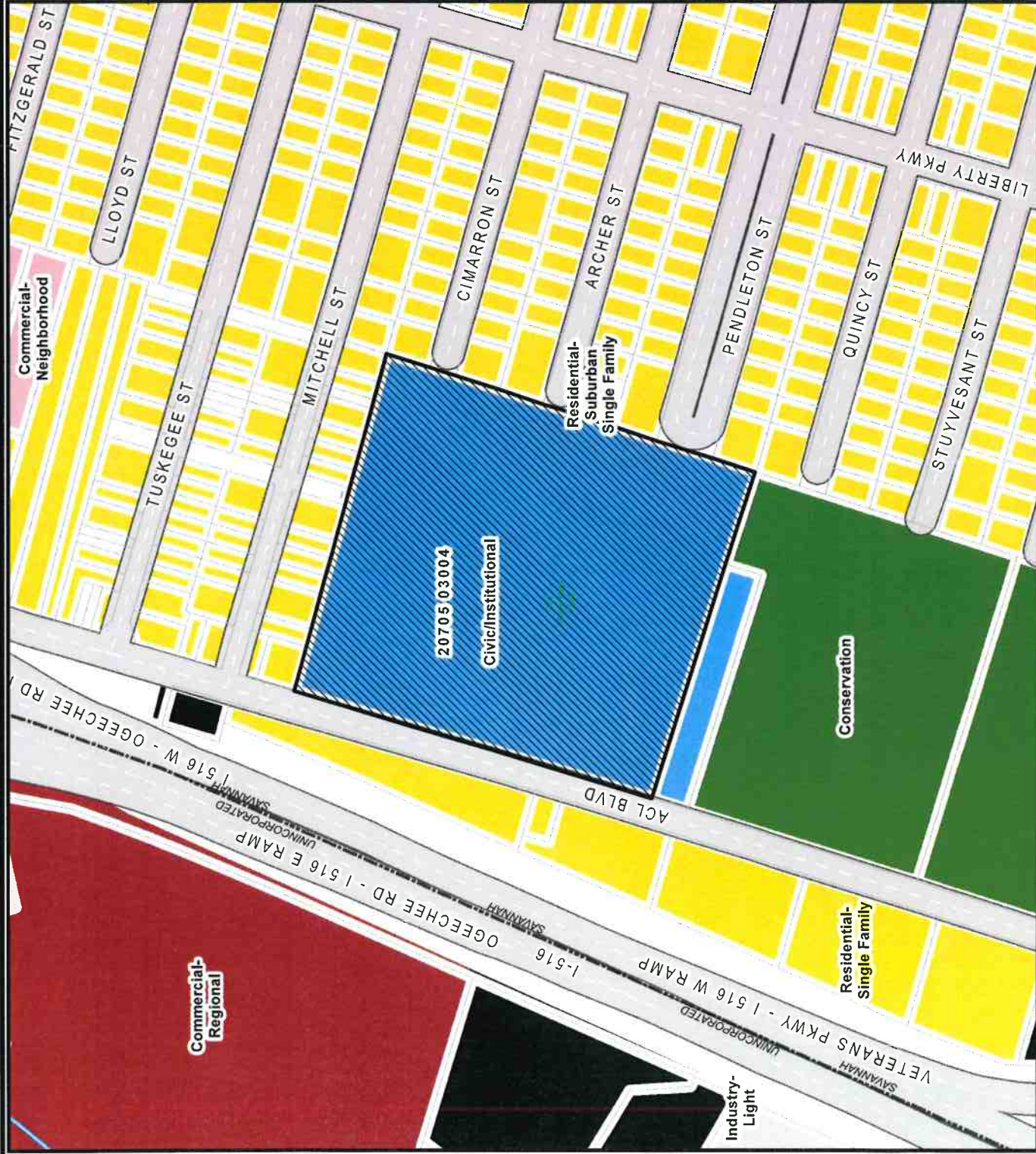
21-001244-2A  
ACL Blvd.  
Savannah, Ga  
Aldermanic District: 5 (Shabazz)  
Commission District: 5 (Milton)  
Neighborhood: See Map  
PIN(s): See Map

- Commercial- Neighborhood
- Commercial- Regional
- Residential- Suburban Single Family
- Residential- Single Family
- Industry- Light
- Civic/Institutional
- Transportation/Communication/Utilit
- Conservation

Date: 3/11/2021



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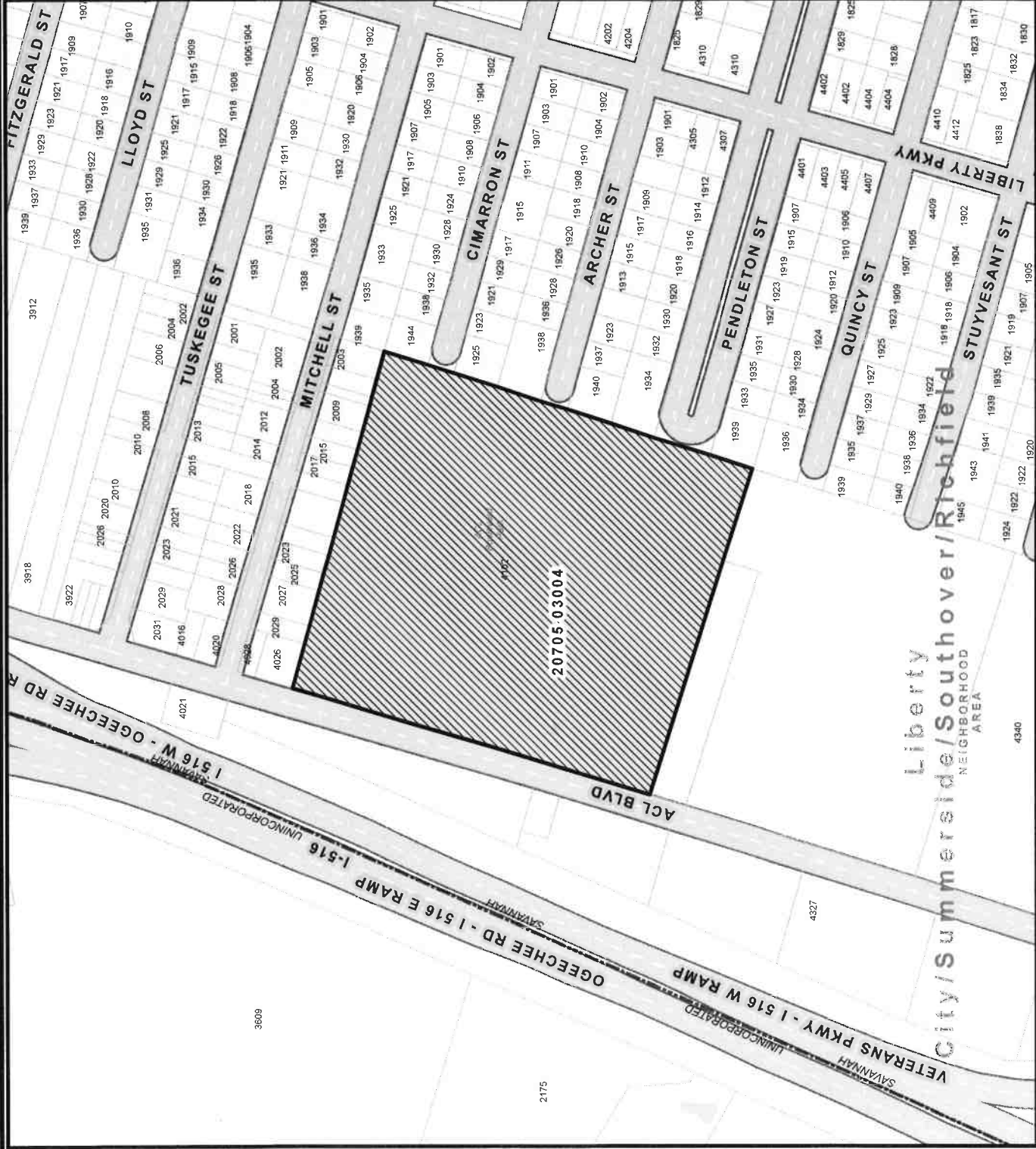
# TAX MAP

21-001244-ZA  
ACL Blvd.  
Savannah, Ga  
Aldermanic District: 5 (Shabazz)  
Commission District: 5 (Milton)  
Neighborhood: See Map  
PIN(s): See Map

Date: 3/11/2021



CHATHAM COUNTY - SAVANNAH  
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1 inch = 300 feet

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