



METROPOLITAN PLANNING COMMISSION

"Planning the Future - Respecting the Past"

M E M O R A N D U M

DATE: July 26, 2022
TO: THE MAYOR AND ALDERMEN OF THE CITY OF SAVANNAH
FROM: METROPOLITAN PLANNING COMMISSION
SUBJECT: MPC RECOMMENDATION

PETITION REFERENCED:

Petitioner: Harold Yellin, Agent for Christian Chamblee, Manger Building, LLC
Owner: Manger Building, LLC
File No. 22-002694-ZA

MPC ACTION:

Approval of staff's alternative amendment to allow existing contributing buildings located within the Hotel Development Overlay District, that were converted from hotels to another conforming use within the Period of Significance, as defined in Sec. 7.8.5 may be re-established as a hotel use.

MPC STAFF RECOMMENDATION:

Denial of the applicant's text amendment request.

Approval of the alternative amendment to allow existing contributing buildings located within the Hotel Development Overlay District, that were converted from hotels to another conforming use within the Period of Significance, as defined in Sec. 7.8.5 may be re-established as a hotel use.

MEMBERS PRESENT: 9 + Chairman

Joseph Welch, Chairman
Travis Coles
Shedrick Coleman
Elizabeth Epstein
Joseph Ervin
Karen Jarrett
Jay Melder
Wayne Noha
Jeff Notrica
Dwayne Stephens

PLANNING COMMISSION VOTE: Approve Staff Recommendation (10-0)

APPROVAL Votes: 10	DENIAL Votes: 0	ABSENT
Welch Coles Coleman Epstein Ervin Jarrett Melder Noha Notrica Stephens		Boles Smith Watkins Woiwode

Respectfully submitted,



Melanie Wilson
Executive Director

ML/SH

Enclosure



cc: Mark Massey, Clerk of Council
Lester B. Johnson, Assistant City Attorney
Jennifer Herman, Assistant City Attorney
Zarina Davis, Planning & Urban Design
Bridget Lidy, Planning & Urban Design
Candra Teshome, Planning & Urban Design



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

TO: The Mayor and Alderman, City of Savannah

FROM: The Planning Commission

DATE: July 26, 2022

SUBJECT: **Proposed text amendment to the Savannah Zoning Ordinance**

Re: Amendment to Section 7.13, Hotel Development Overlay District
Applicant: Harold Yellin, Agent for Christian Chamblee, Manger Building, LLC.

Melissa Paul-Leto, MPC Project Planner

MPC FILE NO: 22-002694-ZA

ISSUE:

A proposal to amend the Savannah Zoning Ordinance relative to re-establishment of historic hotels within the Hotel Development Overlay District to include existing contributing buildings located within the Hotel Development Overlay District, that were converted from hotels to another conforming use within the Period of Significance (1733-1960) as defined in Section 7.8.5 and may be re-established as a hotel use once again.

BACKGROUND:

In the Savannah Zoning Ordinance, new hotels are permitted only within designated areas as shown in Savannah Historic District, Hotel Development Overlay District.

The intent of this overlay district is to establish standards to guide the size and location of future hotel development within the Savannah Historic District.

The overlay district distinguishes hotel categories by large hotels (75 guest rooms or more) and small hotels (16-74 guest rooms) based on the Smith Travel Accommodations Report (STAR) program used by the global hotel industry. STAR benchmarks the performance of hotels in competitive markets. The local tourism industry uses STAR data to gauge market demand and plan accordingly.

The following are approvals leading to the creation of The Savannah Historic District, Hotel Development Overlay District which identifies areas where small and large hotels are appropriate:

- On November 21, 2017, City Council approved a text amendment based on the Mayor and Aldermen's concerns regarding an increase in hotel development in the Savannah Historic District, particularly with regards to impacts on residential areas and the possibility that hotel development may discourage new residential development. A study was undertaken

by MPC staff that identified regulations and policies that could make hotel development easier to pursue than residential development. The Savannah Development and Renewal Authority and City staff prepared a residential study that later led to the text amendment that was approved on November 21, 2017, to eliminate residential density requirements for the Savannah Historic District. As part of the study, MPC was also requested to provide text amendments to determine areas where large and small hotels would be most appropriate.

- On January 12, 2018, the Planning Commission voted to recommend approval of the Hotel Development Overlay District and Lodging Establishments text amendment.
- The following month, City Council approved the amendment on February 1, 2018, to the Zoning Ordinance regarding the Hotel Development Overlay District and Lodging Establishments.

FINDINGS:

1. The Savannah Historic District, Hotel Development Overlay District shows where hotels are permitted. Locations were regulated according to size. Areas that will permit small hotels (16-74 rooms) are shown in yellow. Areas that will permit small and large hotels (75 or more rooms) are shown in green. Red areas indicate that hotels are not permitted at all.

Locations are further restricted by street. Hotels must be located on one of the streets or lanes identified on the map. They include all or portions of: Martin Luther King, Jr. Boulevard, Montgomery Street, Whitaker Street, Drayton Street, Abercorn Street (Bay to Oglethorpe), Fahm Street, Ann Street, River Street, Indian Street, Bay Street, Bryan Street (west of Lincoln), Broughton Street, Oglethorpe Avenue, Liberty Street, Zubley Street, Turner Boulevard, Louisville Road, and Jones Street (west of MLK).

2. On June 7, 2022, Harold Yellin, Agent for Christian Chamblee, Manger Building, LLC submitted a text amendment request to the City of Savannah to amend the Savannah Historic District, Hotel Development Overlay District Map 7.13-1 to include a portion of Bull Street and Congress Street as streets where hotels are permitted. The request is to allow the Manger Building, located at 7 East Congress Street, on the corner of Congress and Bull Street to be restored and re-established as its original hotel use (from 1912 through 1977).

MPC staff began researching through historical files as well as Sanborn Maps to find other existing buildings located within the Savannah Historic District, Hotel Development Overlay District that were once a hotel and may in the future want to be a hotel once again. Staff's research found that there are two existing historic buildings located within the Savannah Historic District, Hotel Development Overlay District that were once hotels.

1. The Manger Building, located at 7 East Congress Street was originally addressed as 32 Bull Street. This building was constructed circa 1912-1913 as The Savannah Hotel by architect, WL Stoddart. There were several additions, remodeling, and restorations that took place through the years.
 - In 1919 - A small section of the Congress Lane side was added.
 - In 1982 - Restoration of elevators, wrecking of existing metal partitions.
 - In 1983 – Upper level of building, removal of exterior balcony and stucco piers replacement of red and orange with three new piers.

- In 1989 – Completion of remodeling of third and fourth floor offices.
2. Moon River Brewing Company, located at 21 West Bay Street. This building was constructed in 1821 as the City Hotel. It was used as a hotel for an unknown period. By 1884, it had been converted into office spaces with a printing shop in the back. Currently, it is used as a brewery and restaurant space.

MPC staff met with the applicant to discuss altering the text amendment request to add a portion of Congress and Bull Streets to the Savannah Historic District, Hotel Development Overlay District. As Bay Street is currently an identified street within the Savannah Historic District, Hotel Development Overlay District, the Moon River Brewing Company, located at 21 West Bay Street currently has the right to re-establish the existing building to a hotel use once again. Leaving, The Manger Building as the one remaining existing historic building that was once a hotel and is located within the Savannah Historic District, Hotel Development Overlay District.

The applicant and staff have agreed the best direction would be to include an additional condition in Section 7.13.5 Hotel Use Conditions to allow for a re-establishment of a historic hotel.

The following is the recommended text amendment request:

Section 7.13.5 Hotel Use Conditions states the use conditions that apply to new hotels. The following uses shall apply:

- a. **Location:** New hotels are permitted only within designated areas of the Historic District as shown Figure 7.13-1 Location is based on street designation and the “small” or “large” hotel classification.
- b. **Frontage:** New hotels must be located on a designated street as shown on Figure 7.13-1.
- c. **Conversion of Residential Structures Classified as Historic:** Any single-family residential structure identified on the Historic Buildings Map for the Historic District cannot be converted to a hotel use. Single-family residential includes the following: detached, attached, semi-attached, row, end-row, and accessory dwellings. This condition applies only to the areas designated as “Small Hotels Only” on Figure 7.13-1.
- d. **Re-establishment of a Historic Hotel**
Existing contributing buildings located within the Hotel Development Overlay District, that were converted from hotels to another conforming use within the Period of Significance, as defined in Sec. 7.8.5 may be re-established as a hotel use. Section 7.13.6 (c) criteria does not apply to the re-establishment of a historic hotel. In such case, the Historic Preservation Officer shall validate the historic use prior to the issuance of a Certificate of Occupancy.

7.13.6 Effect on Existing Hotels and Applications

a. Effects on Existing Hotels with Lawfully-issued and Valid Tax Certificates

As of the Effective Date of this Ordinance:

- i. Any existing hotels that are non-conforming or become non-conforming by virtue of the adoption of this ordinance will be considered conforming with regards to use, use location, and use conditions.
- ii. Lawfully existing business tax certificates shall not be terminated, and applications for renewal or transfer of such certificates will not be denied.

b. Effect on Existing Applications

As of the Effective Date of this Ordinance, if a valid application has been received by the City for any permit, license, variance or other approval which is required by the City relative to the development of a hotel, compliance with the zoning requirements in effect at the time of receipt shall be required.

c. Time Period for Re-establishing a Hotel

- i. As of the Effective Date of this Ordinance, if a hotel has not been in operation and a business tax certificate has expired (not renewed or transferred), the time period for re-establishing the use or obtaining a new business tax certificate for the same physical location is 12 months.

If a tax certificate for a hotel is terminated, not renewed or transferred within 12 months from the date of termination, regardless of whether the use is intended to be abandoned, the use cannot be re-established unless it complies with the requirements of this Section.

POLICY ANALYSIS:

The proposed Ordinance allows an existing contributing building that is located within the Hotel Development Overlay District that historically was once a hotel and has since been converted into another conforming use within the Period of Significance to be re-established once again. It is important, however, that the Historic Preservation Officer shall validate the historic use prior to the issuance of a Certificate of Occupancy. The proposed Ordinance does not apply to vacant lots and non-contributing buildings. It only applies to existing contributing buildings within the Hotel Development Overlay District.

ALTERNATIVES:

1. Recommend approval of the request to amend the Zoning Ordinance as proposed.
2. Recommend an alternate amendment.
3. Recommend denial of the request.

RECOMMENDATION:

The Planning Commission recommends **denial** of the applicant's text amendment request to amend the Savannah Historic District, Hotel Development Overlay District Map 7.13-1 to include a portion of Bull Street and Congress Street as streets where hotels are permitted.

The Planning Commission recommends **approval** of the alternative amendment to allow existing contributing buildings located within the Hotel Development Overlay District, that were converted from hotels to another conforming use within the Period of Significance, as defined in Sec. 7.8.5 may be re-established as a hotel use.

Note: This recommendation could change subject to new information provided at the meeting. Final decisions will be made by the Commission at the public hearing based on information provided at the meeting, as well as information submitted for the staff recommendation.

MAP 1: SAVANNAH HISTORIC DISTRICT HOTEL DEVELOPMENT OVERLAY DISTRICT



CODE OF ORDINANCES SAVANNAH, GEORGIA

DIVISION II

PART 8- PLANNING AND REGULATION OF DEVELOPMENT^[1]

CHAPTER 3. - ZONING (EFFECTIVE SEPTEMBER 1, 2019)

ARTICLE 7.0 OVERLAY DISTRICTS

Sec. 7.13 Hotel Development Overlay District

7.13.1 Purpose

The intent of this overlay district is to establish standards to guide the size and location of future hotel development within the Savannah Historic District.

The overlay district distinguishes hotel categories by large hotels (75 guest rooms or more) and small hotels (16-74 guest rooms) based on the Smith Travel Accommodations Report (STAR) program used by the global hotel industry. STAR benchmarks the performance of hotels in competitive markets. The local tourism industry uses STAR data to gauge market demand and plan accordingly.

7.13.2 Relationship to Zoning Districts

For all properties within the boundaries of the Hotel Development Overlay (“HDO”) District, the regulations for both the base zoning district and the overlay district shall apply. The HDO District determines if a hotel use is or is not a permitted use rather than the base zoning district. The HDO District does not eliminate or reduce any of the Historic District regulations established in Section [7.8](#).

7.13.3 Applicability

- a. The Hotel Development Overlay (“HDO”) District shall be identified on the official zoning map as “HDO”.
- b. The boundaries of the HDO District shall be the same as the boundaries of the Savannah Historic District, which are the area bounded on the north by the Savannah River; on the east by Randolph Street between the Savannah River and Broughton Street and by East Broad Street between Broughton and Gwinnett Streets; on the south by Gwinnett Street; and on the west by West Boundary Street as illustrated in [Figure 7.13-1](#)

7.13.4 Permitted Uses

Within the HDO District, the permitted uses are the same as those in the zoning districts with the following exceptions:

a. **Hotels**

The HDO District, not the base zoning district, determines if a hotel use is or is not a permitted use.

b. **Motels**

New Motels shall not be a permitted use within the HDO District. A motel is a lodging establishment where guest rooms have their own door to the exterior of the building.

c. **Hotel Size**

Hotels within the HDO District are distinguished by size (small and large) based on the number of guest rooms. A small hotel has 16-74 guest rooms. A large hotel has 75 or more guest rooms.

7.13.5 Hotel Use Conditions

The below use conditions shall apply to new hotels. Variances from these conditions shall not be permitted.

a. **Location**

New hotels are permitted only within designated areas of the Historic District as shown on Figure 7.13-1. Location is based on street designation and the “small” or “large” hotel classification.

b. **Frontage**

New hotels must be located on a designated street as shown on Figure 7.13-1.

c. **Conversion of Residential Structures Classified as Historic**

Any single-family residential structure identified on the Historic Buildings Map for the Historic District cannot be converted to a hotel use. Single-family residential includes the following: detached, attached, semi-attached, semi-detached, row, end-row, and accessory dwellings. This condition applies only to the areas designated as “Small Hotels Only” on Figure 7.13-1.

d. **Re-establishment of a Historic Hotel**

Existing contributing buildings located within the Hotel Development Overlay District, that were converted from hotels to another conforming use within the Period of Significance, as defined in Sec. 7.8.5 may be re-established as a hotel use. Section 7.13.6 (c) criteria does not apply to the re-establishment of a historic hotel. In such case, the Historic Preservation Officer shall validate the historic use prior to the issuance of a Certificate of Occupancy.

7.13.6 Effect on Existing Hotels and Applications

a. **Effects on Existing Hotels with Lawfully-issued and Valid Tax Certificates**

As of the Effective Date of this Ordinance:

- i. Any existing hotels that are non-conforming or become non-conforming by virtue of the adoption of this ordinance will be considered conforming with regards to use, use location, and use conditions.

- ii. Lawfully existing business tax certificates shall not be terminated, and applications for renewal or transfer of such certificates will not be denied.

b. Effect on Existing Applications

As of the Effective Date of this Ordinance, if a valid application has been received by the City for any permit, license, variance or other approval which is required by the City relative to the development of a hotel, compliance with the zoning requirements in effect at the time of receipt shall be required.

c. Time Period for Re-establishing a Hotel

- i. As of the Effective Date of this Ordinance, if a hotel has not been in operation and a business tax certificate has expired (not renewed or transferred), the time period for re-establishing the use or obtaining a new business tax certificate for the same physical location is 12 months.
- ii. If a tax certificate for a hotel is terminated, not renewed or transferred within 12 months from the date of termination, regardless of whether the use is intended to be abandoned, the use cannot be re-established unless it complies with the requirements of this Section.

MAP 1: SAVANNAH HISTORIC DISTRICT HOTEL DEVELOPMENT OVERLAY DISTRICT

Streets Where Hotels Are Permitted

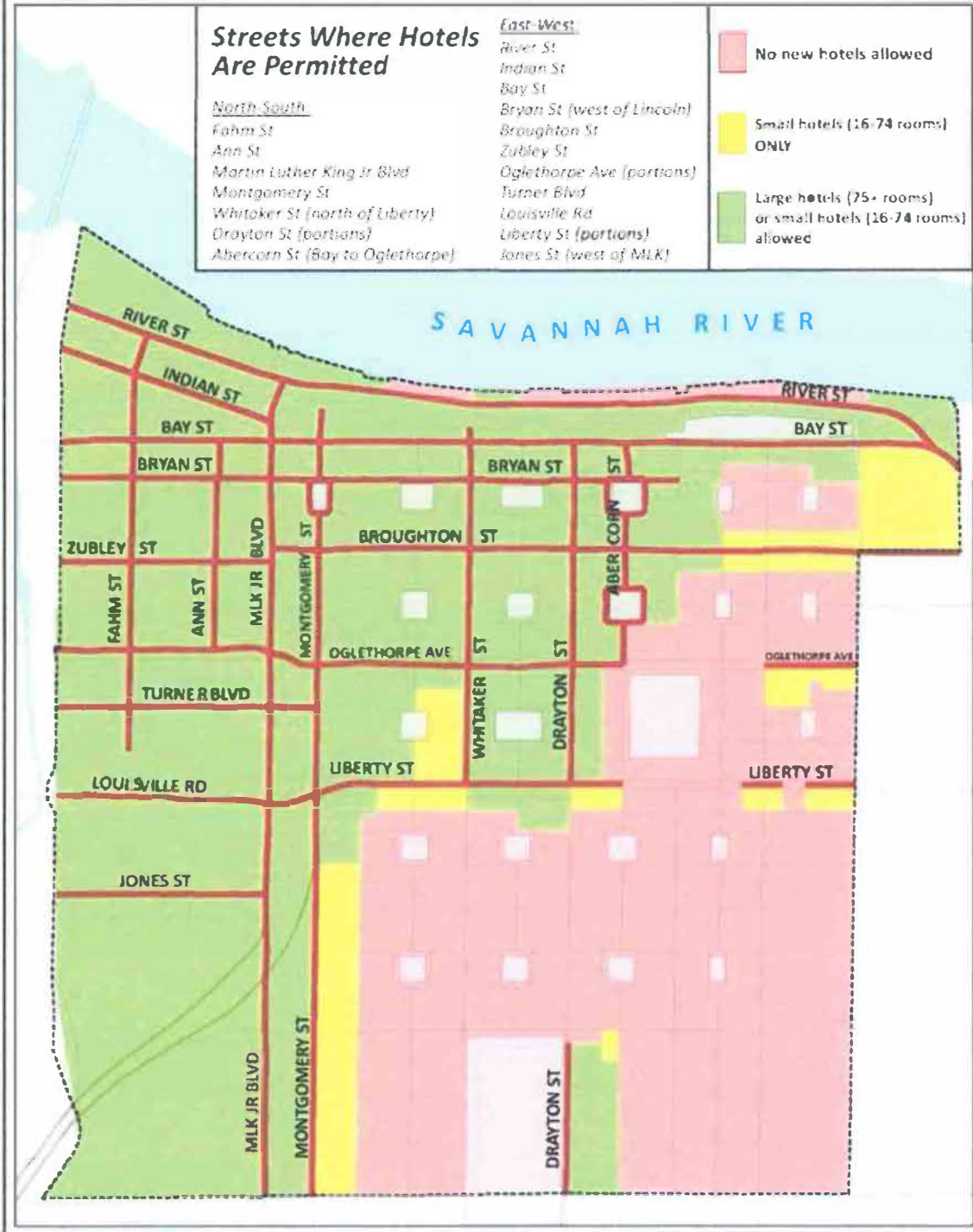
North-South

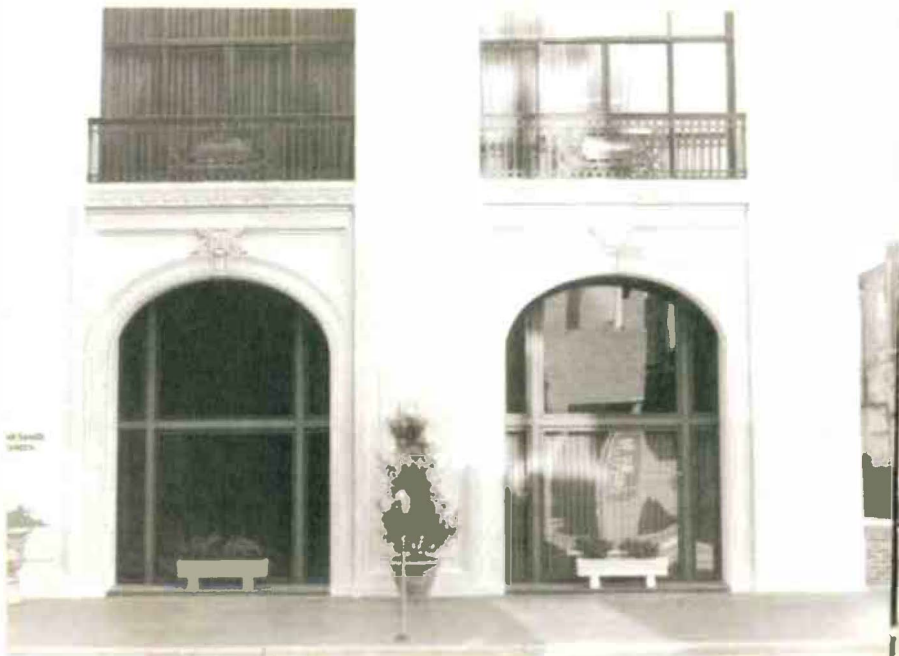
Fahm St
Ann St
Martin Luther King Jr Blvd
Montgomery St
Whitaker St (north of Liberty)
Drayton St (portions)
Abercorn St (Bay to Oglethorpe)

East-West

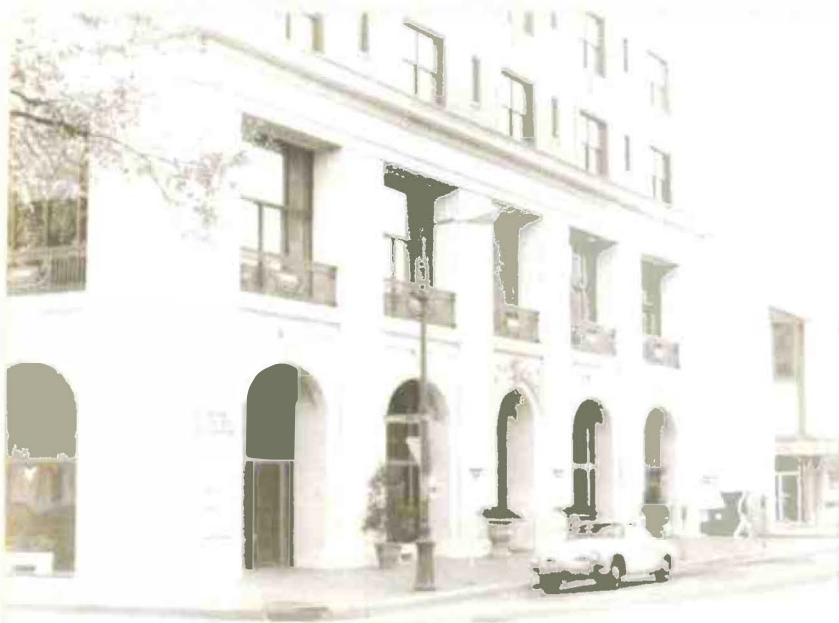
River St
Indian St
Bay St
Bryan St (west of Lincoln)
Broughton St
Zubley St
Oglethorpe Ave (portions)
Turner Blvd
Louisville Rd
Liberty St (portions)
Jones St (west of MLK)

- No new hotels allowed
- Small hotels (16-74 rooms) ONLY
- Large hotels (75+ rooms) or small hotels (16-74 rooms) allowed





EXISTING
STOREFRONTS



VIEW FROM JOHNSON SQUARE

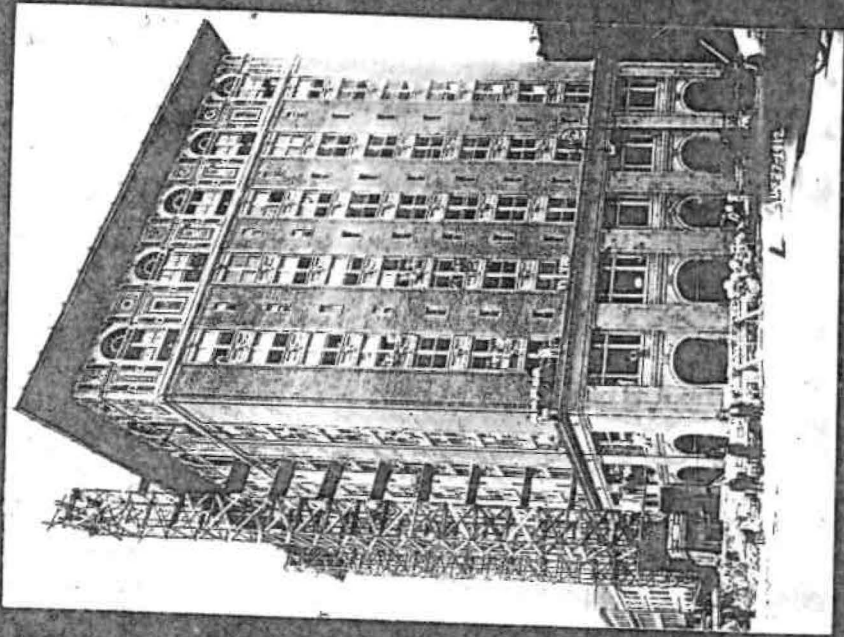


32 BULL STREET
SAVANNAH, GA.

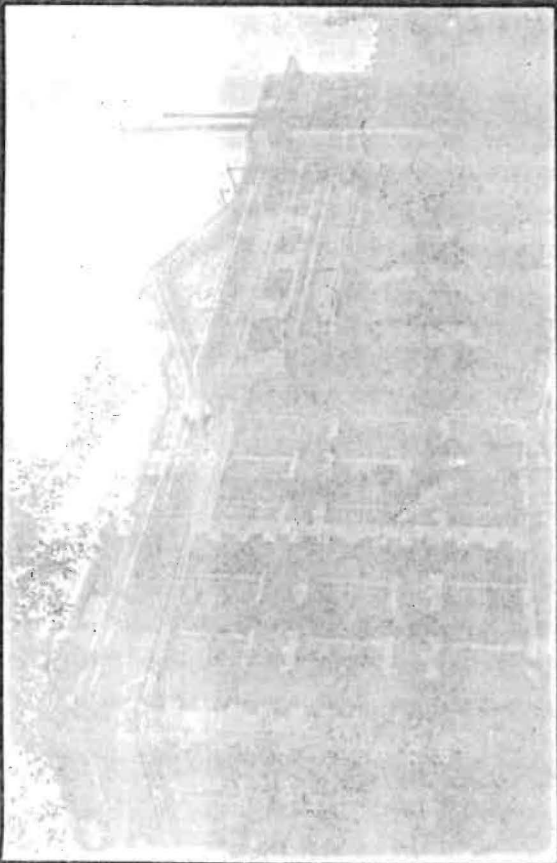
2/26/88
1of1

Patrick O. Shay & Associates
Architecture • Land Planning • Interiors

Post Office Box 9933 • Savannah, Georgia 31112 • (912) 238-4434



↑ 32 E. 4th St.









GEORGIA HISTORIC RESOURCES

Historic Preservation Section
Georgia Department of Natural Resources

205 Butler Street, Suite 1462
Atlanta, Georgia 30334
404/656-2840

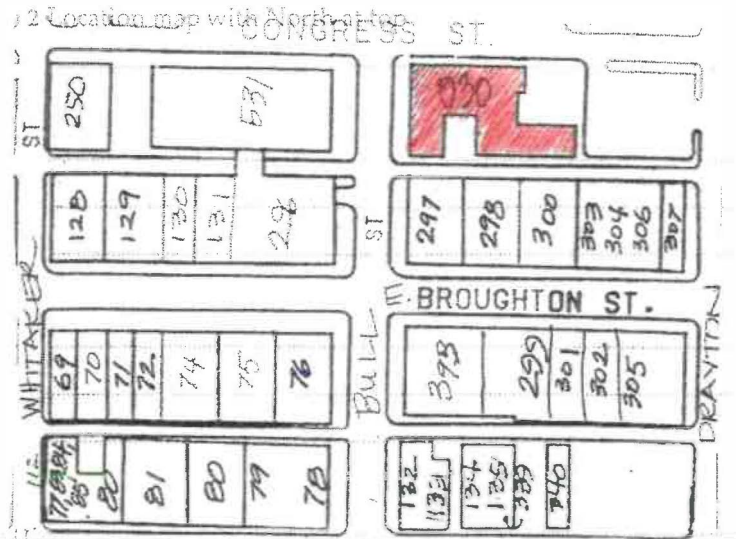
Resource No. CH-S-530
County Chatham

21

Historic Survey Map

For instructions, see the Georgia Historic Resources Survey Manual

- 1 Name(s) of resource
Savannah Hotel-historic
- 3 Address/location
*Bank South Centre-current
Savannah, 31401*
- 4 Owner's name and mailing address
*Liberty Kuester Limited Partners
Attn Controller
Federal Reserve Plaza
Boston, MA 02210*
- 5 Building Structure
 Site Object
 Landscape feature
- 6 Representative example of building type
Number represented
- 7 Use: current *business/office; professional/office; banks/savings &*
original *hotel/inn/motel/bed & breakfast*

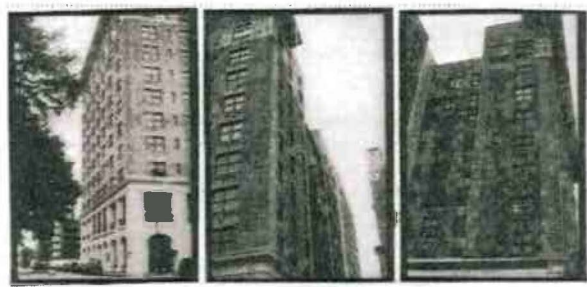


- 8 Date of construction (or estimate)
ca. 1912-1913
- 9 Major changes & date (explain in No.25)
 Altered Moved
 Addition Destroyed
- 10 Architect/engineer/designer
W. L. Soodart
- 11 Contractor/builder/craftsman
Unknown
- 12 Style
Chicago School - elements
- 13 Building type
- 14 Original floor plan
irregular - two rooms deep
- 15 Plan shape
L-shaped

- 16 Number of stories
Five to Ten
- 17 Facade symmetry & front door(s)
asymmetrical, three or more doors
- 18 Roof type & material
flat - concrete tile
- 19 Chimney placement & material
no chimney observed - unknown material
- 20 Type of construction
metal/steel framing
- 21 Exterior material(s)
brick; running bond, hand-made
- 22 Foundation material(s)
brick continuous
- 23 Porch(es)
- 24 Windows
double-hung sash (flat-headed, unknown, rectangular)

25 Additional physical description
*1974-remodeled. 1919-small section of the Congress Lane side added.
 1982-restorations of elevators, wrecking of existing metal partitions.
 1983-upper level of building, removal of exterior balcony and stucco piers
 replacement of red and orange with three new piers. 1989-completion of
 remodeling of third and fourth floor offices.*

26 Negatives: roll # frames #



* see continuation sheet

27 Description of outbuildings (if any)

28 Site plan with North at top

29 Description of landscape features

*streetscape - street trees/landscaping town square/courthouse square; planters*30 Number of buildings 1 structures 0
outbuildings 0 sites 0
landscape features 0

31 Description of the environment

urban - commercial (old resources)

32 Archaeological potential

33 History

The smaller rectangle of the T-shaped plan was debated to be torn down in 1979 but the debate failed. The 1884 Sanborn map show the house as a possible bed and breakfast.

34 Historical theme(s)

THEMES: commerce

35 Significance

*history - development (well preserved example)
architectural type (well preserved example)*

36 Sources of information

*GHS Library historical society 33
Field Card primary written 10.20.95*

37 Prepared by (person, organization and address)

*Nancy King
SCAD Historic Preservation Dept.
PO Box 3146
Savannah, GA 31401-3146*

38 Date of survey 1995 resurvey

39 Government preservation activity

- Section 106 review Grant
 Tax certification Other

40 SHPO evaluation

*appears not to meet Nat. Reg. criteria (integrity)*41 USGS quadrangle name *Savannah*

UTM reference

17 491410 3549040
zone easting northing

42 Tax map number 1 00038 012

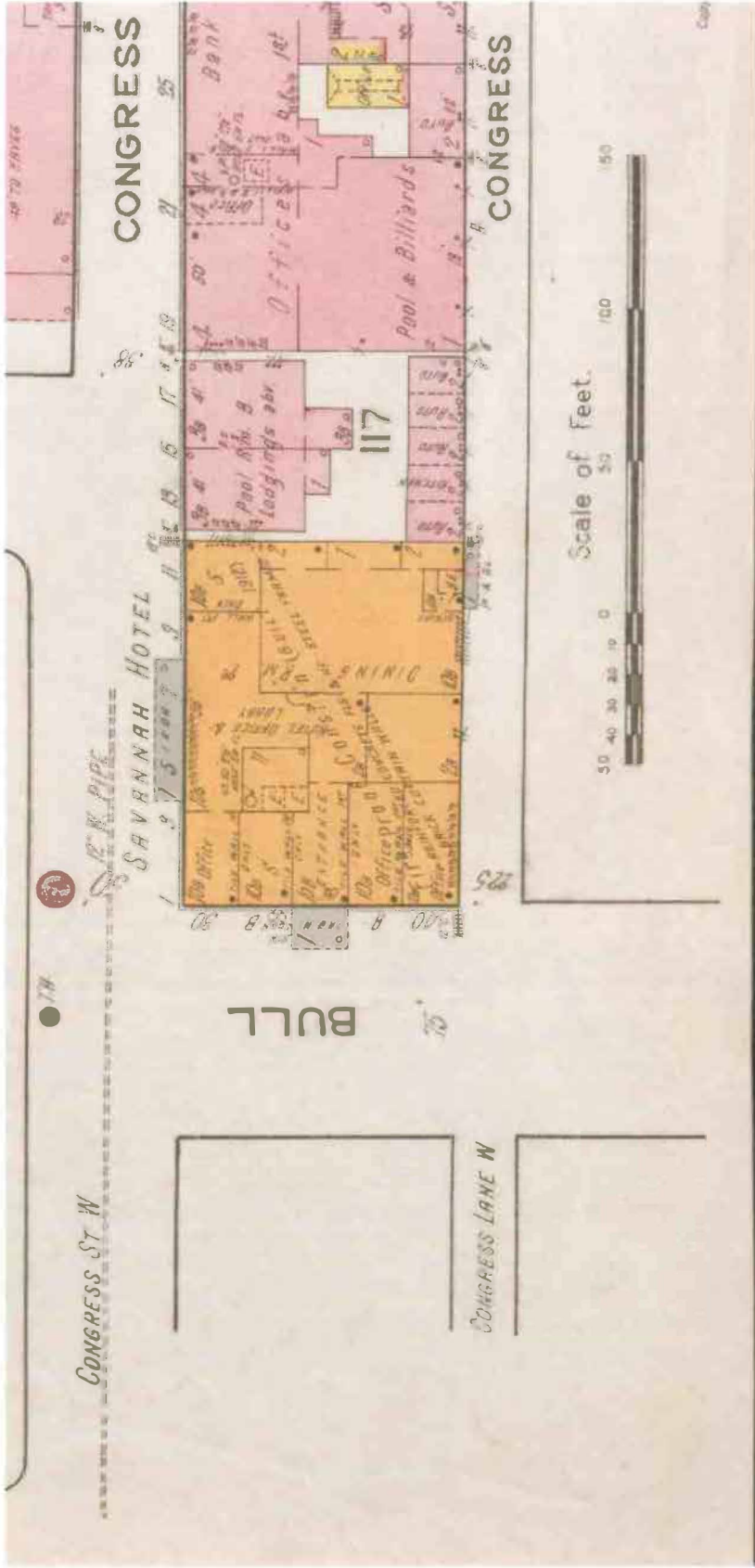
43 Recognition and date

- 1966 National Landmark - district
 National Register
 Georgia Register
1973 Local designation - district
 HABS/HAER
 Determination of eligibility
 Other



Continuation Sheet

7 *lambstock exchange*



CONGRESS ST W

CONGRESS

SAVANNAH HOTEL

BULL

117

CONGRESS LANE W

CONGRESS

Scale of Feet.



Copy



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

Savannah City Council Agenda Item Information Sheet

Date of MPC Hearing: July 26, 2022

Type of Petition: Text Amendment

Staff Generated Petition: Y/N

Harold Yellin, Agent for Christian Chamblee, Manger Building (File No. 22-002694-ZA) is requesting approval of an amendment to the Hotel Development Overlay District to include portions of Bull Street and Congress Street.

The Planning Commission recommends approval of the alternative amendment to allow existing contributing buildings located within the Hotel Development Overlay District, that were converted from hotels to another conforming use within the Period of Significance, as defined in Sec. 7.8.5 may be re-established as a hotel use.