

HATHAM COUNTY-SAVANNAH

METROPOLITAN PLANNING COMMISSION

"Planning the Future - Respecting the Past"

— M E M O R A N D U M —

DATE: FEBRUARY 27,	2018
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TO: THE MAYOR AND ALDERMEN OF THE CITY OF SAVANNAH

FROM: METROPOLITAN PLANNING COMMISSION

SUBJECT: MPC RECOMMENDATION

PETITION REFERENCED:

 Text Amendment to the City of Savannah Zoning Ordinance
 Re: Amendments to Article K, Mid-City District, Civic and Institutional (CIV) District
 Foram Development, LLC, Petitioner
 Robert L. McCorkle, III (McCorkle & Johnson, LLP), Agent
 File No. 18-000592-ZA

MPC ACTION:

Approval of the petitioner's alternate text amendment to amend the CIV District in place of MPC staff recommended amendment, and in place of establishing the petitioner's proposed TC-3 (Traditional Commercial-Mixed Use Development) zoning district.

MPC STAFF RECOMMENDATION:

<u>Approval</u> of an alternate text amendment to amend the CIV District in place of establishing the petitioner's proposed TC-3 (Traditional Commercial-Mixed Use Development) zoning district.

MEMBERS PRESENT:

11 + Chairman

James Overton, Chairman Thomas Branch Travis Coles Ellis Cook Joseph Ervin Rob Hernandez Karen Jarrett Lacy Manigault Tayna Milton Lee Smith Joseph Welch Tom Woiwode

PLANNING COMMISSION VOTE: Approve Staff Recommendation (9-2)

APPROVAL Votes: 9	DENIAL Votes: 2	ABSENT / ABSTAINED
Overton	Jarrett	Suthers
Branch	Milton	(absent)
Cook		Woiwode
		(abstained)
Coles		
Ervin		
Hernandez		
Manigault		
Smith		

Respectfully submitted,

Melony West Interim Executive Director

/jh

Enclosure

cc Luciana Spracher, Interim Clerk of Council Brooks Stillwell, City Attorney Lester B. Johnson, Assistant City Attorney Jennifer Herman, Assistant City Attorney Beth Barnes, Department of Inspections



Chatham County - Savannah Metropolitan Planning Commission

February 27, 2018 Special Called MPC Meeting

Title

D8 - TEXT AMENDMENT: Request to Establish a New Mid-City TC-3 (Traditional Commercial) Zoning District | Foram Development, LLC, Petitioner | Robert L. McCorkle, III (McCorkle & Johnson, LLP), Agent | File No. 18-000592-ZA

Description

The staff report will be attached by Monday afternoon.

Recommendation

Contact

Financial Impact

n/a

Review Comments

Attachments

- @ 4-Feb 20 Staff Report.pdf
- <u>5-Multi-Family Examples in the Mid-City District.pdf</u>
- <u>6-MPC Staff Recommended Amendments.pdf</u>
- <u>7-Petitioner's Proposed Amendments.pdf</u>
- @ 1-Staff Report-18-000592-ZA-Feb 27.pdf
- @ 3-Concept Plan-opt.pdf
- @2-Maps.pdf
- Ø 8-Public Comments.pdf



METROPOLITAN PLANNING COMMISSION

"Planning the Future - Respecting the Past"

— M E M O R A N D U M –

TO:	The City of Savannah Mayor and Aldermen
FROM:	Planning Commission
DATE:	February 27, 2018
SUBJECT:	Text Amendment to the City of Savannah Zoning Ordinance Re: Amendments to Article K, Mid-City District Foram Development, LLC, Petitioner Robert L. McCorkle, III (McCorkle & Johnson, LLP), Agent

File No. 18-000592-ZA

ISSUE:

The initial request was to establish a new zoning classification for the Mid-City District referred to as TC-3 (Traditional Commercial-Mixed Use Development) and to amend certain Mid-City district parking standards. An alternate amendment was subsequently proposed by the petitioner to allow certain civic and institutional buildings in the CIV (Civic and Institutional) district to be redeveloped using a more flexible zoning approach, and to include adjacent and associated parcels.

PLANNING COMMISSION ACTIONS:

February 20, 2018: The Planning Commission heard the initial request to create a new TC-3 district and rezone five parcel to the TC-3 classification. Because of two tied 4-4 votes to both approve and deny the request, the amendment was continued to a special meeting on February 27. The continuance also provided an opportunity for staff to work on an alternate amendment and to meet with the petitioner.

February 27, 2018: An alternate text amendment to the CIV district was suggested as an alternative to the TC-3 district originally requested by the petitioner. MPC staff presented its recommended amendment; the petitioner presented an alternate version of staff's recommendation, which the Planning Commission approved. At the Commission meeting, the petitioner's agent verbally withdrew the TC-3 rezoning request. This report addresses the alternate amendment.

BACKGROUND:

The Mid-City District was established as part of a rezoning study for the Thomas Square neighborhood and portions of the Metropolitan and Baldwin Park neighborhoods. Collectively, this

File No. 18-000592-ZA February 27, 2018 Text Amendment Foram Development, LLC, Petitioner

area is known as "Mid-City" for zoning purposes. Mid-City zoning is specific to this area and was adopted by the Mayor and Aldermen in 2005 as part of an extensive study that included input from residents, business owners and other property owners.

Mid-City is a local historic district, which means that certain activities, such as new construction, exterior renovations and the demolition or moving of historic structures that contribute to the district must be reviewed using specific standards that were adopted to protect its historic and architectural character.

At the time of adoption, four zoning districts were created, including CIV (Civic), TN-2 (Traditional Neighborhood), TC-1 (Traditional Commercial-Neighborhood) and TC-2 (Traditional Commercial-Corridor). All zoning districts allow for mixed-use development (i.e. a combination of residential and non-residential uses), but each has a specific purpose that is identified in their intent/purpose statements as follows:

- **CIV (Civic):** The CIV District is intended to provide for civic and institutional district uses that serve a large area or produce intensive activities not readily assimilated into other districts.
- TN-2 (Traditional Neighborhood): The TN-2 District is intended to ensure the vibrancy of historic residential neighborhoods with traditional development patterns characteristic of Savannah from 1890 to 1930 during the streetcar and early automobile era. While the district provides for primarily residential streets, it also includes limited nonresidential uses that were historically deemed compatible with the residential character of neighborhoods, specifically located as corner stores and limited ground-floor uses.
- **TC-1 (Traditional Commercial-Neighborhood):** The TC-1 District is intended to ensure the vibrancy of historic mixed-use neighborhoods with traditional development patterns characteristic of Savannah from 1890 to 1930 during the streetcar and early automobile era. The district provides for commercial areas that are developed at a mass and scale harmonious with nearby residential neighborhoods.
- TC-2 (Traditional Commercial-Corridor): The TC-2 District is intended to ensure the vibrancy of historic mixed-use neighborhoods with traditional development patterns characteristic of Savannah from 1890 to 1930 during the streetcar and early automobile era. The district provides for arterial commercial corridors that traverse historic neighborhoods and serve through traffic and as well as local markets.

The property the petitioner seeks to redevelop includes three of the above zoning classifications: CIV (church parcel at 2201 Bull Street); TN-2 (church surface parking lot at 19 W. 38th Street) and TC-1 (City of Savannah police sub-station lot at 2115 Bull Street).

The concept plan provides a general idea of the petitioner's proposed development. A rendering of the parking structure has not been provided. As with any concept plan, uses and square footages are subject to change.

Existing Site Use	Proposed Site Use	
Police Station Site	Multi-family Apartment Building (54 units).	
Church Site	Conversion of the church into an event venue with up to 900 people; construction of a building on the existing surface parking lot on Bull Street that will include residential and ground floor commercial; additionally, the existing classroom building will include offices, retail, and restaurants (including one atop the roof).	
Church Surface Parking Lot	A "lift" parking garage system for 160 vehicles that would be shared parking. A public park is proposed for the roof of the garage.	

A February 8 email from the petitioner's agent provided the following additional details about the project:

"-Height- Tallest point 58' (due to parapet) and majority of buildings 55' and less.

-5 stories on north and south building. Upper floors are set back 5-10 feet from lower floors. -92 MF Units- Mix of studio, 1BD, and a few added 2BD (roughly 85,000sf+-)

-10 artist studio spaces (roughly 1400sf total)

-13,200 sf of Retail/Restaurant space

-roughly 14,000sf event venue (Inclusive of off stage and green spaces for artists on upper floors)

-160 Off-street parking spaces

-Enclosed semi-automated parking structure with roof top park. Total height roughly 32 feet. -7600sf community rooftop park

-1600sf community courtyard between existing historic buildings

-15,500sf Private office/co-working space"

FINDINGS:

- 1. **Public Notice:** Public notice of the Planning Commission meeting is not required by local or state law for text amendments. However, mailed noticed of the previously requested rezoning was shared with all property owners within 300 feet of the subject property and the neighborhood association. The notice indicated that a text amendment to create a TC-3 district was proposed. Public comments are provided with this report.
- 2. **TC-3 District Proposal:** The staff report to the Planning Commission provided with this report explains the petitioner's initial desire to create a TC-3 zoning district for Mid-City. It also provides the concerns that led to a staff recommendation for denial. While the petitioner now seeks approval of an alternate amendment, the original amendment is provided as it has not been withdrawn.
- 3. Alternate Proposal to the CIV District: To encourage the redevelopment of large contributing(historic) buildings that were originally constructed for uses that tend to be difficult to re-use, such as churches and schools, it is suggested that a provision be included in the CIV district to allow such parcels to be considered individually for the potential of

some development flexibility. This could include allowing additional uses not permitted in the CIV district and adjustments to development standards. Additionally, it is suggested that this provision apply to "associated and adjacent" properties. The associated and adjacent properties can remain in their existing zoning districts.

This provision would be specific to a parcel/development with all flexible provisions (i.e., those not consistent with the base zoning district) identified. Any qualifying property could seek the same flexibility through a text amendment.

As shown in the attached staff proposed amendment, this provision specifically identifies the parcel with the contributing building (in this case, the former Epworth Methodist Church as it was originally known). Staff met the petitioner to review all five parcels within the proposed project. Staff supported some changes to the church parcel, but not to the surface parking lot or police station parcel; this included not supporting the desire to not "wrap" the proposed parking structure with a residential or non-residential use at the ground level.

The flexibility staff could support is:

"For the parcel with the parcel identification number of 2-0065-29-002, the CIV principal uses and standards shall apply with the following exceptions:

- i. All TC-1 zoning district principal uses, ground and upper floor uses are permitted in addition the CIV principal uses.
- ii. The street and rear yard setbacks may be consistent the street and rear yard setbacks established for the church and its associated buildings. The side yard setback may be a minimum of five feet."

For the church parcel, the only standard not supported by staff was an increase in building height from the maximum 3 stories/45 feet to 5 stories/58 feet. Likewise, development standards proposed for the surface parking lot to construct a parking garage and for the police station site to construct a multi-family building were not supported by staff. Instead, staff recommended that these standards be considered through the variance process overseen by the Zoning Board of Appeals. Because of differences, the petitioner provided its own amendments. **Table 1** provides the development standards for the TC-1, TN-2 and CIV parcels to compare what is required and what is proposed.

In addition to this provision, staff also recommended the addition of "event venue" and "multi-family residential" in the CIV district. Upper-story residential is already permitted in the CIV district; multi-family residential is proposed to be added to allow residential uses at the ground level.

POLICY ANALYSIS:

The alternative amendment to modify the CIV district limits changes only to the Epworth Church site and adjacent and associated parcels, unlike the TC-3 district that could have been potentially applied to nine arterial streets in the Mid-City district if it was adopted. The TC-3 uses were virtually the same as the TC-2 (Traditional Commercial-Corridor) districts and some of the development standards were not consistent with the character of the Mid-City neighborhood.

<u>RECOMMENDATION</u>: <u>Approval</u> of the petitioner's amendments to allow certain civic and institutional buildings in the CIV (Civic and Institutional) district to be redeveloped using a more flexible zoning approach, and to include adjacent and associated parcels. (Amendments are provided on the next page.)

PETITIONER'S PROPOSED AMENDMENTS (see yellow highlights)

Sec. 8-3215. Civic & Institutional (CIV).

(1) Purpose.

The CIV District is intended to provide for civic and institutional district uses that serve a large area or produce intensive activities not readily assimilated into other districts.

Principal Uses.

(a) The following principal uses are permitted by right, or permitted as a special use by the Board of Appeals in accordance with Special Use Review.

CIV District		Standards
Key: \checkmark = Permitted $*$ = Subject to Special	Line De	States of the second states and the second states of the
RESIDENTIAL USES	USE K	eview
Accessory dwelling, garage apartment, carriage house,		
caretaker's quarters	\checkmark	8-3217(4)
Multi-family residential	~	
Upper-story residential	~	
CIVIC USES		
Adult day care center (over 18 people)	~	8-3218(1)
Ambulance service, rescue squad	~	8-3218(2)
College, university	~	00210(2)
Congregate care home (over 15 people)	\checkmark	8-3218(3)
Convent, monastery	\checkmark	00210(2)
Day care center (over 18 children)	~	8-3218(4)
Eleemosynary or philanthropic institution	~	0.0210(1)
Event Venue	~	
Food service center for homeless	~	
Homeless shelter (emergency)	~	8-3218(6)
Hospital	\checkmark	
Institutional group care	~	8-3218(7)
Museum, library	\checkmark	
Place of worship	\checkmark	
Public uses, including recreation sites	\checkmark	
School, public or private (K-12)	\checkmark	
Single room occupancy residence	\checkmark	8-3218(8)
Special needs housing	\checkmark	8-3218(9)
Technical, trade or business school	\checkmark	
Utility, major	~	
Utility, minor	\checkmark	
COMMERCIAL USES		and the second second
Indoor recreation (commercial)	\checkmark	
Office, General	\checkmark	
Office, Medical	\checkmark	
Outdoor recreation (commercial)	\checkmark	
Shooting range, indoor	~	

(b) All commercial uses listed in the table above shall be permitted only when associated with a public or civic facility except as provided in 8-3215(6).

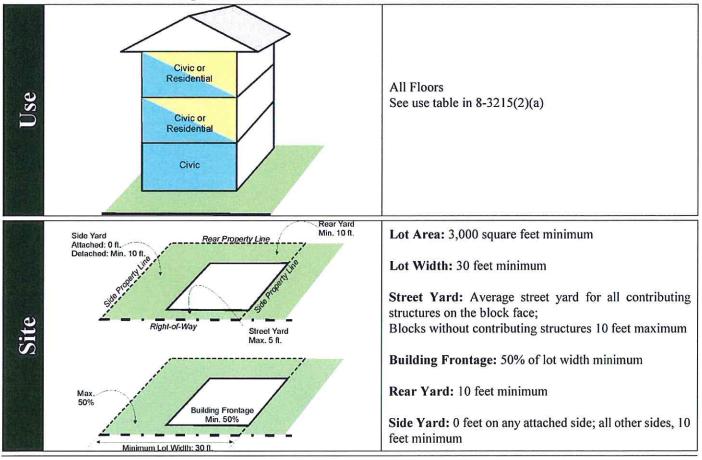
(c) Telecommunication towers and antennas shall be permitted in accordance with Division II, Article J City of Savannah Code of Ordinances.

Design Standards.

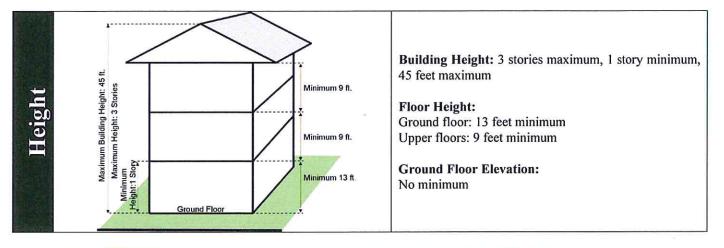
All uses are subject to the design standards set forth in in Article 7.0, Neighborhood Design Standards.

General Development Standards.

All uses are subject to the general standards set forth in Article 8.0, General Development Standards.



CIV District Development Standards.



Redevelopment of CIV District Parcels with Civic and Institutional Uses.

To encourage the re-use of parcels with contributing buildings originally-designed for religious or education-related uses, it may be desirable to allow for flexibility with regards to principal uses and development standards for such parcels and associated or adjacent parcels, when appropriate. Because these parcels are unique as to their location and surroundings, the extent to which flexibility may be allowed must be considered on an individual parcel basis. Associated and adjacent parcels may be included provided that their development or redevelopment is related to the parcel with the contributing building. Parcels include:

(a) Former Epworth Methodist Church.

- i. For the parcel with the parcel identification number of 2-0065-29-002, the CIV principal uses and standards shall apply with the following exceptions:
 - All TC-1 zoning district principal uses, ground and upper floor uses, are permitted in addition the CIV principal uses.
 - (2) Street, Side and rear yard setbacks shall be consistent with the street, side and rear yard setbacks for Epworth Methodist Church.
 - (3) Maximum building height shall be 5 stories, 58 feet maximum.
- ii. For the parcel with the parcel identification number of 2-0065-29-001, the TN-2 principal uses and standards shall apply with the following exceptions:
 - (1) The ground floor area shall be the same as permitted by the CIV district.
 - (2) There shall be no minimum garage or street or rear yard setbacks.
 - (3) There shall be no building coverage maximum.

A structured parking garage shall not be required to be wrapped in residential or nonresidential uses permitted in the district at the ground floor level.

- iii. For the parcels with the parcel identification numbers of 2-0065-21-005, 006 and 007, or any recombination thereof, the TC-1 principal uses and standards shall apply with the following exceptions:
 - (1) The ground floor area and residential density shall be the same as permitted by the CIV district.
 - (2) There shall be no minimum street or rear yard setbacks.
 - (3) Maximum building height shall be 5 stories, 58 feet maximum.

MPC STAFF PROPOSED AMENDMENTS (see yellow highlights)

Sec. 8-3215. Civic & Institutional (CIV).

(2) Purpose.

The CIV District is intended to provide for civic and institutional district uses that serve a large area or produce intensive activities not readily assimilated into other districts.

Principal Uses.

(d) The following principal uses are permitted by right, or permitted as a special use by the Board of Appeals in accordance with Special Use Review.

CIV District		Standards
Key: \checkmark = Permitted $*$ = Subject to Special	Lise Re	Their states a statistic statistic set
RESIDENTIAL USES	03010	
Accessory dwelling, garage apartment, carriage house,		2 12 2 2 2 2 2 2
caretaker's quarters	\checkmark	8-3217(4)
Multi-family residential	~	
Upper-story residential	~	
CIVIC USES		
Adult day care center (over 18 people)	\checkmark	8-3218(1)
Ambulance service, rescue squad	\checkmark	8-3218(2)
College, university	\checkmark	
Congregate care home (over 15 people)	\checkmark	8-3218(3)
Convent, monastery	~	
Day care center (over 18 children)	~	8-3218(4)
Eleemosynary or philanthropic institution	✓	
Event Venue	~	
Food service center for homeless	\checkmark	
Homeless shelter (emergency)	\checkmark	8-3218(6)
Hospital	\checkmark	
Institutional group care	\checkmark	8-3218(7)
Museum, library	\checkmark	
Place of worship	\checkmark	
Public uses, including recreation sites	\checkmark	
School, public or private (K-12)	✓	
Single room occupancy residence	\checkmark	8-3218(8)
Special needs housing	\checkmark	8-3218(9)
Technical, trade or business school	\checkmark	
Utility, major	\checkmark	
Utility, minor	\checkmark	
COMMERCIAL USES		
Indoor recreation (commercial)	\checkmark	
Office, General	\checkmark	
Office, Medical	\checkmark	
Outdoor recreation (commercial)	\checkmark	
Shooting range, indoor	~	

(e) All commercial uses listed in the table above shall be permitted only when associated with a public or civic facility except as provided in 8-3215(6).

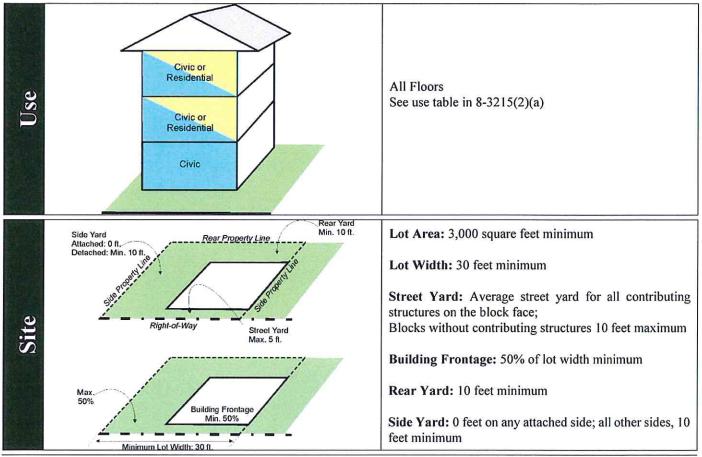
(f) Telecommunication towers and antennas shall be permitted in accordance with Division II, Article J City of Savannah Code of Ordinances.

Design Standards.

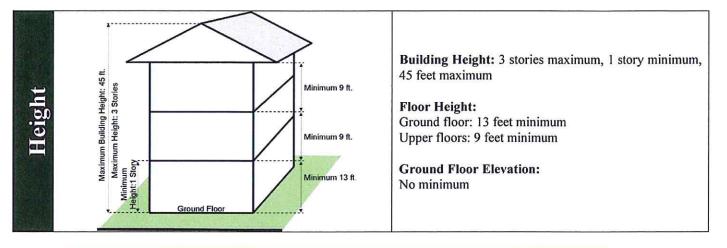
All uses are subject to the design standards set forth in in Article 7.0, Neighborhood Design Standards.

General Development Standards.

All uses are subject to the general standards set forth in Article 8.0, General Development Standards.



CIV District Development Standards.



Redevelopment of CIV District Parcels with Certain Civic and Institutional Uses.

To encourage the re-use of parcels with contributing buildings originally-designed for religious or education-related uses, it may be desirable to allow for flexibility with regards to principal uses and development standards, when appropriate. Because these parcels are unique as to their location and surroundings, the extent to which flexibility may be allowed must be considered on an individual parcel basis. Associated and adjacent parcels may be included provided that their development or redevelopment is related to the parcel with the contributing building. Parcels include:

(b) Former Epworth Methodist Church:

For the parcel with the parcel identification number of 2-0065-29-002, the CIV principal uses and standards shall apply with the following exceptions:

- i. All TC-1 zoning district principal uses, ground and upper floor uses are permitted in addition the CIV principal uses.
- ii. The street and rear yard setbacks may be consistent the street and rear yard setbacks established for the church and its associated buildings. The side yard setback may be a minimum of five feet.

TC-1 District	TN-2	CIV District
(Police Station Site-Property for Sale)	(Existing Parking Lot)	(Existing Church)
Ground Floor Commercial, civic or residential (see use table in 8-3216(2)(a))	Interior Lot Ground Floor: Residential or mixed use (see use table in 8-3214(2)(a)). Upper Floors: Residential	
Upper Floors Residential, civic or commercial (see use table in 8-3216(2)(a)). No residential use allowed below a commercial use.	Corner Site Ground Floor: Residential or mixed use (see use table in 8-3214(2)(a)). Upper Floors: Residential or mixed use (see use table in 8-3214(2)(a)). No residential use allowed below a commercial use	All Floors See use table in 8-3215(2)(a)
Ground Floor Area 5,500 square feet maximum	Ground Floor Area: Residential: none. Commercial or office: 2,500 square feet maximum	
Residential Density 30 units per gross acre maximum 36 units per gross acre maximum for designated affordable housing	Residential Density 20 units per gross acre maximum 24 units per gross acre maximum for designated affordable housing	
Lot Area: 2,200 SF minimum for attached residential. 3,000 SF minimum	Lot Area: 2,200 SF minimum for attached residential. 3,000 SF minimum for all other uses.	
for all other uses.	Lot Width: 30 feet minimum	Lot Area: 3,000 square feet minimum
Lot Width: 30 feet minimum Building Frontage: 70% of lot width	Street Yard: Average street yard for all contributing structures on the block face; Blocks without contributing structures: Interior lot: 5	Lot Width: 30 feet minimum
minimum[*]	minimum to 10 feet maximum; Corner lot: 5 feet maximum	Street Yard: Average street yard
Street Yard Average street yard for all contributing structures on the block face;	Garage Setback: 20 feet minimum from street	for all contributing structures on the block face; Blocks without contributing structures 10 feet maximum
Blocks without contributing structures, 5 feet maximum	Building Frontage: 70% of lot width min[*]	Building Frontage: 50% of lot
Rear Yard: 10 feet minimum	Building Coverage: 60% maximum	width minimum
Side Yard: 0 feet on any attached side or abutting TC-1 or TC-2 zoning; all other	Rear Yard: 5 feet minimum; garage with access to lane, 3 feet minimum	Rear Yard: 10 feet minimum
sides, 5 feet minimum [*]	Side Yard: 0 feet on any attached side; all other sides, 5 feet minimum [*]	Side Yard: 0 feet on any attached side; all other sides, 10 feet minimum
provide either a 5 foot setback or 70% minimum building frontage	[*] For lots less than 31 feet in width, provide either a 5 foot side setback or 70% minimum building frontage	
Building Height: 3 stories maximum, 1 story minimum, 45 feet maximum	Building Height: 3 stories maximum, 2 stories minimum on block face with any two-story building, 45 feet maximum	Building Height: 3 stories maximum, 1 story minimum, 45 feet maximum
Floor Height Ground floor: 13 feet minimum Upper floors: 9 feet minimum	Floor Height Ground floor: 11 feet minimum Upper floors: 9 feet minimum	Floor Height: Ground floor: 13 feet minimum Upper floors: 9 feet minimum
Ground Floor Elevation Residential ground floor: 30 inches minimum, including slab construction;	Ground Floor Elevation Interior lot: 30 inches minimum, including slab	Ground Floor Elevation:



Chatham County - Savannah Metropolitan Planning Commission

February 20, 2018 Regular MPC Meeting

Title

D8 - TEXT AMENDMENT: Request to Establish a New Mid-City TC-3 (Traditional Commercial) Zoning District | Foram Development, LLC, Petitioner | Robert L. McCorkle, III (McCorkle & Johnson, LLP), Agent | File No. 18-000592-ZA

Description

Recommendation

Contact

Financial Impact

n/a

Review Comments

Attachments

- @ 2-Concept Plan as of Dec 22.pdf
- @ 3-Table 1-Uses by District.pdf
- <u>4-Table 2-Development Standards by District.pdf</u>
- @ 1-Staff Report-18-000592-ZA-Feb 20.pdf
- <u>5-Multi-Family Examples in the Mid-City District.pdf</u>