



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: **January 7, 2025**
TO: **THE MAYOR AND ALDERMEN OF THE CITY OF SAVANNAH**
FROM: **METROPOLITAN PLANNING COMMISSION**
SUBJECT: **Zoning Map Amendment**

PETITION REFERENCED:

Petitioner/Agent: Warner Moore, Agent for WJMoore Properties, LLC

Address: 1421 and 1425 West Gwinnett Street

Alderman District: 1 - Bernetta B. Lanier

County Commission District: 8 - Kenneth A. Adams

Property Identification Number: 20050 -16021, -16022

Petition File Number: 24-001759-ZA

MPC ACTION:

The Planning Commission recommends **approval** of the request to rezone to Traditional Commercial-1 (TC-1) with the following 2 conditions:

- 1) Allowed uses on the property shall be limited to those allowed as permitted, limited, and special uses in the TN-3 district and as regulated by use standards in Article 8.0 applicable to TN- districts. The provisions of Sec. 5.12.8.d shall not apply.
- 2) Development of the site shall be consistent with the conceptual plan submitted and reviewed in association with this Petition for a zoning map amendment. Future redevelopment of the site for any other use shall require MPC review and approval of a General Development Plan.

MPC STAFF RECOMMENDATION:

MPC Staff recommends **approval** of the request to rezone to Traditional Commercial-1 (TC-1) with the following 2 conditions:

- 1) Allowed uses on the property shall be limited to those allowed as permitted, limited, and special uses in the TN-3 district and as regulated by use standards in Article 8.0 applicable to TN- districts. The provisions of Sec. 5.12.8.d shall not apply.
- 2) Development of the site shall be consistent with the conceptual plan submitted and reviewed in association with this Petition for a zoning map amendment. Future redevelopment of the site for any other use shall require MPC review and approval of a General Development Plan.

MEMBERS PRESENT: 9

Traci Amick
Laureen Boles
Travis Coles
Karen Jarrett - Chairwoman
Jay Melder
Amanda Wilson
Stephen Plunk
Coren Ross
Dwayne Stephens

PLANNING COMMISSION VOTE: Approve Staff Recommendation.
(9-0)

APPROVAL Votes: 9	DENIAL Votes:	ABSENT	Abstain	Recused	Online
Amick Boles Coles Jarrett Melder Wilson Plunk Ross Stephens		Ervin Kaigler Notrica Welch Woiwode			



Respectfully submitted,

Melanie Wilson
Executive Director and CEO

Melanie Wilson/pz

MW/sh

Enclosure

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



CHATHAM COUNTY-SAVANNAH METROPOLITAN PLANNING COMMISSION

“Planning the Future, Respecting the Past”

Council Report

To: City Council
From: Planning Commission
Date: January 7, 2024
Subject: Zoning Map Amendment

Applicant/Agent: Warner Moore, Agent for WJMoore Properties, LLC

Address: 1421 and 1425 West Gwinnett Street

PIN: 20050 -16021, -16022

Alderman District: 1 – Bernetta B. Lanier

Chatham County Commission District: 8 – Kenneth A. Adams

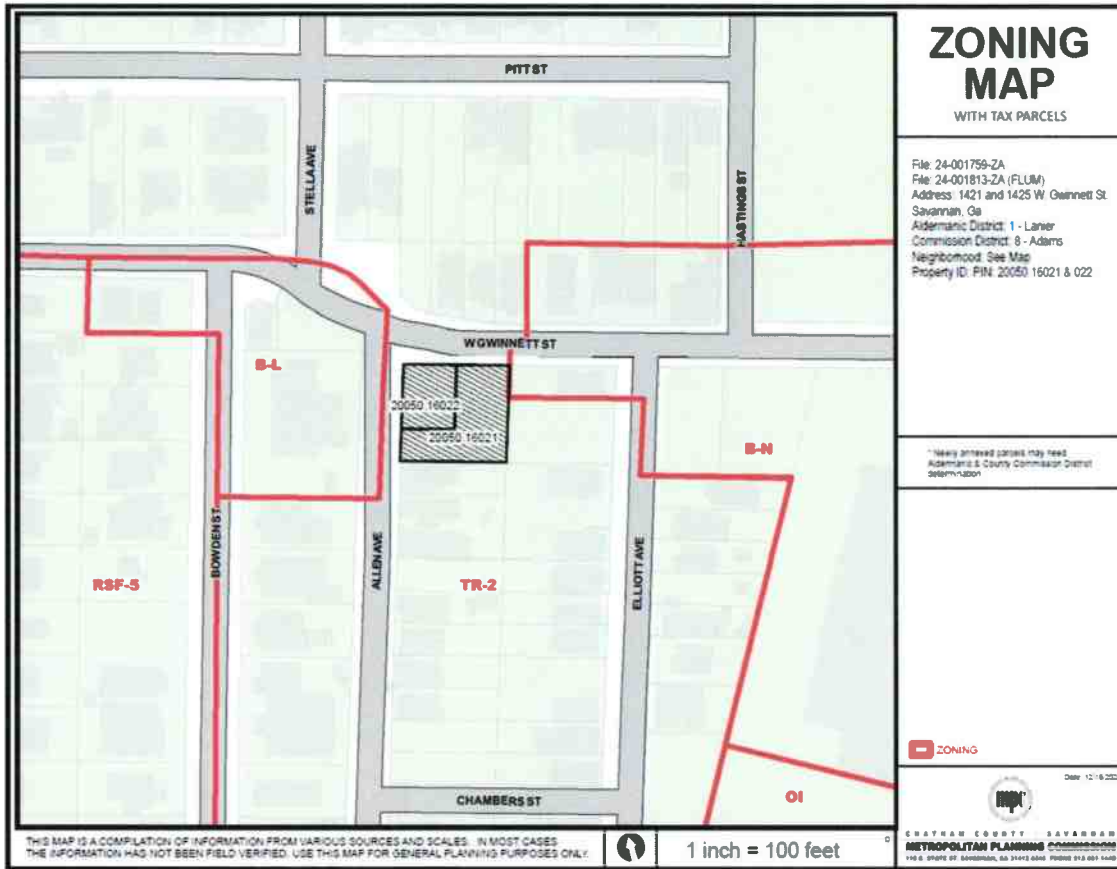
Request: Rezone from TR-2 (Traditional Residential-2) to TC-1
(Traditional Commercial-1)

File Number: 24-001759-ZA

Request

The Petitioner requests amendment of the Zoning Map from *Traditional Residential-2 (TR-2)* to *Traditional Commercial-1 (TC-1)* in association with a proposal to convert an existing duplex into a neighborhood-scale multi-tenant commercial structure. The two-story structure currently hosts an over-under duplex with a 1,400 square foot 3-bedroom dwelling on the ground floor and a 1,400 square foot 2-bedroom dwelling on the second floor. The proposal would see the conversion of the structure for nonresidential uses to include: office, personal services, and a potential food-oriented retail establishment on the ground floor. A contractor office would occupy the second floor.

The rezoning request was filed concurrently with a request to amend the Future Land Use Map to reflect '*Traditional Commercial*' use on the subject parcels (24-001813-ZA-FLUM). At the time of the request, the parcel was designated for Urban Transitional Character Area with a future land use of '*Residential Single-family*.'



Current Zoning Map

Facts and Findings

Site

The request involves the development of two parcels totaling 9,000 square feet in area. The parcels have a combined frontage of 100 feet on Gwinnett and 90 feet on Allen Ave. Individually, each parcel conforms with the requirements for its present zoning district. The parcel assigned 1421 West Gwinnett contains a conforming duplex and two accessory structures. The parcel currently assigned 1425 West Gwinnett is vacant.

Both parcels also conform with the minimum requirements of the requested TC-1 zoning district for at least one permitted use.

The parcels are within the *Carver Heights National Historic Eligible District*. This, however, is not a listed National district nor a Local Historic District. The site adjoins the Carver Village National Historic Listed District and local [Conservation District](#).

Proposed development: The Petitioner's intent is to convert an existing residential structure for use as office, general service, personal services, and food-oriented retail use.

Office, general: An establishment generally providing professional services where tangible products are not produced or sold. This shall not include any other use identified in Sec. 5.4, Principal Use Table.

Services, general: An establishment generally providing personal, business, or financial assistance to customers where tangible products are not customarily or principally produced or sold, unless they are created or customized on an individual basis to customer specifications. Display of sample products may be permitted. This shall not include any other use identified in Sec. 5.4, Permitted Use Table.

Personal Service Shop: Includes, but is not limited to, such uses as hair salon, barber shop, beauty salon, nail salon, tanning establishment, massage therapy, acupuncture and day spa. Does not include massagists and massage establishments as identified in City Code Chapter 1, Article C or as amended.

Food-oriented Retail: An establishment primarily engaged in the sale of food products for off-premise consumption. This term includes butcher shops, fish and seafood markets, bakeries, produce and fruit markets and similar establishments. This term does not include restaurants, grocery stores, convenience stores, catering establishments, farmer's markets, package stores or wine specialty shops.

Existing Zoning and Development Pattern

The subject parcel is currently zoned TR-2 (Traditional Residential-2). This zoning district permits the development of limited housing types including single-family detached and two-family over/under units. This zoning district may only be utilized in the Benjamin Van Clark Park, Eastside and Live Oak neighborhoods.

Location	Land Use	Existing Zoning
North	Church / Dwellings	TR-2
South	Dwellings	TR-2
East	Dwellings	B-N / TR-2
West	Daycare Center	B-L

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 at least 15 days prior to the meeting. The mailed notice included instructions on how to access the public meeting via the internet.

Neighborhood Meetings

The Petitioner presented the concept to the Historic Carver Village Neighborhood Association prior to the Petitioner's initial appearance at the MPC in May 2024. The Neighborhood Association President and several members of the community appeared at the meeting (at which the Petition was continued) to convey support for the request to MPC Staff.

Impact and Suitability

Public Services and Facilities

The proposed development would be served by City water, sewer and stormwater systems. The proposed Site Plan must ultimately receive approval of all reviewing departments following any zoning-related approvals by City Council and the MPC.

Comprehensive Land Use Plan Element

The rezoning request was filed concurrently with a request to amend the Future Land Use Map to reflect Traditional Commercial use on the subject parcel. At the time of the request, the parcel was designated for Urban Transitional Character Area with a future land use of Residential Single-family. As the name suggests, this future land use designation would permit rezoning only to a single-family residential zoning district.

Urban Transitional character areas are those that are sometimes classified as "urban edge" or "urban expansion." This character area includes the Cuyler-Brownville Historic District, established neighborhoods such as Ardsley Park and Victory Heights, and commercial corridors on Abercorn Street and Victory Drive. Urban Transitional areas are identifiable by more automobile-oriented, suburban style residential areas that still provide access to urban amenities and public transit. Most of these neighborhoods are also pedestrian-oriented with well-used sidewalks, parks, and open spaces. Redevelopment and infill development opportunities are prevalent in this character area, and special attention should be paid to corridors suited for TOD.

Traditional Commercial is described as 'Business areas in close proximity to Downtown Savannah or in outlying historically settled areas. This category includes commercial uses that should be compatible with the character and scale of adjacent neighborhoods, most often found along collectors and arterials. Characteristics include walkability, limited or on street parking, and multi-tenant retail.' Staff supports the FLUM amendment as the parcel is on a major thoroughfare, and in proximity of other parcels already functioning in a principally commercial capacity.

The requested FLUM amendment and uses are consistent with the *Plan 2040* Character Area designation.

Existing Zoning District

- Intent of the TR Zoning Districts: The Traditional Residential (TR) districts are intended to accommodate predominately residential neighborhoods that were mostly developed prior to 1950, and that tend to have smaller lot sizes and a variety of housing types compared to those in the Single-Family Residential districts. The Traditional Residential districts are also intended to encourage compatible residential infill. While the districts are intended to accommodate

residential uses, limited nonresidential uses that are compatible with residential neighborhoods may also be allowed.

Residential development in the TR-2 district allows for limited housing types including single-family detached and two-family over/under units. This district may be applied only to the following neighborhoods: Benjamin Van Clark Park, Eastside and Live Oak.

- **Allowed Uses:** The uses allowed in the zoning district appear in the following chart:

TR-2	√= Permitted Use L= Limited Use S=Special Use	Use Standards
Single-family detached	√	
Two-family	√	
Agriculture, personal	√	
Community Garden	√	
Park, general	√	
Library/community center	√	
Police/fire station or substation	√	
Child/adult day care home	L	Sec. 8.3.9 or Sec. 8.7.11
School, public or private (K-12)	L	Sec. 8.3.14 and Sec. 8.7.14
All places of worship	S	Sec. 8.3.15, Sec. 8.7.13, and Sec. 8.8.3(d)
Personal care home, registered	√	Sec. 8.3.19
Personal care home, family	S	Sec. 8.3.19
Utilities, major	S	
Utilities, minor	√	

- **Development Standards:** The development standards of the TR-2 zoning district appear in a chart appended to the end of this report.

Proposed Zoning District

- **Intent of the TC-1 Zoning District:** The Traditional Commercial (TC) districts support mixed-use, commercially oriented development in areas dating from the 19th and early 20th centuries, emphasizing a “Main Street” character with pedestrian-friendly design and historic continuity. These districts, often adjacent to Traditional Neighborhood (TN) and Traditional Residential (TR) zones, foster sustainable neighborhoods with convenient local commercial access. The TC districts vary in intensity, with TC-1 being the least intense and TC-2 the most, aimed at supporting vibrant, historically patterned commercial corridors in historic neighborhoods, especially those from Savannah's streetcar and early automobile periods.
- **Allowed Uses:** The uses allowed in the TC-1 zoning district appear in a chart appended to the end of this report.
- **Development Standards:** The development standards of the TC-1 zoning district appear in a chart appended to the end of this report.

Zoning Ordinance Review

The following review criteria for rezoning are prescribed in the Savannah Zoning Ordinance [Sec. 3.5.8](#):

Suitability and Community Need

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

MPC Comment: *The uses proposed are equally appropriate as those currently permitted and are intended to occur within an existing structure with only the addition of impervious surfacing for parking and circulation. The area is in close proximity to the urban core and reflects a traditional development pattern. Though sidewalks are not widely present, the neighborhood has a significant amount of pedestrian activity and would benefit from the addition of convenience commercial uses and meaningful destinations within walking distance of their homes.*

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

MPC Comment: *The Carver Village area is heavily residential and would benefit from the addition of convenience commercial uses and meaningful destinations within walking distance of their homes.*

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

MPC Comment: *Staff recommends that permissible uses on the site be regulated in accordance with the TN-3 (Traditional Neighborhood-3) zoning district to ensure no uses are permitted that would adversely impact the heavily residential character of the area. The 'TN' districts are designed to facilitate the thoughtful mixing of nonresidential uses in proximity of residences. All 'TN' Districts have restrictions on operating hours and configuration of nonresidential uses, such as the prohibition of drive-thru service at restaurants, to ensure their compatibility with surroundings.*

5.12.8 Additional Requirements Applicable to the Traditional Neighborhood Districts

a. All TN- Districts

- i. Deliveries shall be restricted to the hours of 8:00 a.m. to 8:00 p.m., any day of the week.
- ii. Hours of operation for commercial uses shall be limited to:
 1. 6:00 a.m. until 10:00 p.m., Sunday through Thursday; and
 2. 6:00 a.m. until 11:00 p.m., Friday and Saturday.
- iii. Drive-thru service is not permitted.
- iv. Accessory structures with a roof must be located in the rear yard.
- v. Principal use dwellings shall be a minimum of 450 square feet.
- vi. On interior lots, permitted nonresidential uses are allowed only on the ground floor.

b. TN-1 District

- i. Nonresidential uses shall be located on a corner lot and abut a street that is classified as a collector or greater.
- ii. Lots of record existing as of the Effective Date of this Ordinance, shall be utilized to determine the extent to which the corner lot provision of this Section shall be allowed. The recombination of parcels is permitted but shall not be used as the basis for the expansion of non-residential usage beyond a distance of 60 feet as measured from the property line beginning at the corner.

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

MPC Comment: *As the proposal involves the conversion of an existing, conforming structure, and proposed uses are neighborhood-scale, the proposal is likely to offer benefit to the community.*

The current mixture of residential and nonresidential uses suggests a history of more diverse neighborhood-oriented activity along the Gwinnett Street corridor. If properly conditioned, the inclusion of new nonresidential activity at the proposed location is desirable in offering nearby residents a meaningful new destination.

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

MPC Comment: *As established in-town neighborhoods, Carver Heights and Carver Village are experiencing significant revitalization and new infill development. With new households in the area, there is also a greater market for convenience retail and neighborhood activity centers.*

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.

MPC Comment: The requested FLUM amendment to 'Traditional Commercial' and the proposed uses are consistent with the *Plan 2040* 'Urban Transitional' Character Area designation.

Reasonable Use

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

MPC Comment: *The subject parcels have reasonable use as presently zoned and/or developed.*

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.

MPC Comment: *Adequate City services will be available to serve the proposed use. The Developer is aware that satisfaction of all current development standards and approval of all reviewing departments will be required for issuance of site development permits.*

5.9.5 Development Standards for Permitted Uses						
Standards	TR-1		TR-2		TR-3	
Vehicular Access	Street	Lane	Street	Lane	Street	Lane
Lot Dimensions (min)						
Single-family Detached						
Lot area (sq. ft.)	3,000	3,000	3,000	3,000	3,000	3,000
Lot width (ft.)	40	30	40	30	40	30
Single-family Attached						
Lot area per unit (sq. ft.)	--	2,250	--	--	--	--
Lot width per unit (ft.)	--	20	--	--	--	--
Two-family (side-by-side)						
Lot area per unit (sq. ft.)	--	2,250	--	--	--	--
Lot width per unit (ft.)	--	20	--	--	--	--
Two-family (over-under)						
Lot area per unit (sq. ft.)	2,250	2,250	2,250	2,250	--	--
Lot width per unit (ft.)	22.5	20	22.5	20	--	--
Three & Four-Family						
Lot area per unit (sq. ft.)	--	1,800	--	--	--	--
Lot width per unit (ft.)	--	15	--	--	--	--
Nonresidential						
Lot area (sq. ft.)	--	--	--	--	--	--
Lot width (ft.)	--	--	--	--	--	--
Building Coverage (max)						
Two-Family, Three & Four-Family	40%		40%		40%	
All other housing types & uses	50%		50%		50%	
Building Setbacks (ft)						
Single-Family Detached						
Front yard	5 (min); 10 (max)		5 (min); 10 (max)		5 (min); 10 (max)	
Side (interior) yard	3 (min)		3 (min)		3 (min)	
Side (street) yard	10 (max)		10 (max)		10 (max)	
Rear yard	20 (min)		20 (min)		20 (min)	
From access easement	5 (min)		5 (min)		5 (min)	
All other housing types & uses						
Front yard	5 (min); 10 (max)		5 (min); 10 (max)		5 (min); 10 (max)	
Side yard (interior)	5 (min)		5 (min)		5 (min)	
Side yard (street)	10 (min)		10 (min)		10 (min)	
Rear yard	20 (min)		20 (min)		20 (min)	
From access easement	5 (min)		5 (min)		5 (min)	
Building separation	See Fire Code		See Fire Code		See Fire Code	
Height (max ft)	36		36		36	
Accessory Structure Setbacks	See Sec. 8.7		See Sec. 8.7		See Sec. 8.7	

TN-3 Uses

TN-3	√= Permitted Use L= Limited Use S=Special Use	Use Standards
Upper story residential	√	
Agriculture, personal	√	
Community Garden	√	
Park, general	√	
Library/community center	√	
Museum	√	Sec. 8.7.24
Police/fire station or substation	√	
Child/adult day care center	S	Sec. 8.3.10 or Sec. 8.7.11
School, trade, vocational or business	S	
All places of worship	√	Sec. 8.3.15, Sec. 8.7.13, and Sec. 8.8.3(d)
Office, general	√	Sec. 8.4.1
Office, medical	√	Sec. 8.4.3
Indoor sports facility	√	
Retail, general	√	
Art/photo studio; gallery	√	
Food-oriented retail	√	Sec. 8.4.16
Pharmacy	√	Sec. 8.4.21
Pharmacy for Medical Cannabis Dispensary or Medical Marijuana Dispensary	L	Sec. 8.4.51
Services, general	√	
Animal services, indoor	L	Sec. 8.4.24
Business support services	√	
Catering establishment	√	
Instructional studio or classroom	√	
Personal service shop	√	Sec. 8.4.28
Psychic; palmist; medium; fortune teller	√	
Repair-oriented services	√	
Restaurant	√	Sec. 8.4.32, Sec. 8.7.24 and Sec. 7.14
Retail consumption dealer (on premise consumption of alcohol)	S	Sec. 8.7.24 and Sec. 7.14
Bed and Breakfast Homestay	L	Sec.8.4.33
Short-term vacation rental	L	Sec. 8.4.37 and Sec. 7.5
Utilities, major	S	
Utilities, minor	√	