

Technical Memorandum

Recommendations for Future Land Uses Related to Freight and Goods Movement Needs and Forecasts

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1. FUTURE FREIGHT LAND USE RECOMMENDATIONS

Planning for accommodating future growth and presenting a vision for the future land uses in the Savannah region requires coordination from local, regional, and state partners. As the Savannah MSA (Bryan, Chatham and Effingham Counties) continues to grow with residential, commercial, and industrial development, the supply of available land in the region is being reduced. This reduction of available land coincides with the rise in demand for goods movement services due to the increased amount of freight projected for the Port of Savannah. Regional partners need to determine opportunities on how to preserve land which is in close proximity to the port for port-related freight-related businesses and land uses instead of higher, more profitable uses like commercial or residential uses that may not be best uses for this land.

Prioritizing the type of land uses which should be allowed for freight development is crucial for the long-term economic growth of the Savannah region. Preserving land in the most advantageous locations will provide the Savannah region the opportunity to accommodate the projected freight growth and sustain the area as a center of major international port.

In the following sections the two strategies to attract and accommodate freight-related land use for the Savannah region have been developed and summarized, and the general freight land use policies are recommended.

The strategies include:

- 1) Re-Use and Infill of Existing Freight Clusters which target investments to encourage the reuse and infill developments or sites that are located within existing freight clusters.
- 2) Potential Greenfield Developments that target and preserve "greenfield" developments that are located adjacent to the freight transportation network, including rail corridors.

The policy recommendations include:

- 1) Prioritization of clustering existing designated industrial developments.
- 2) Counties and Municipalities Zoning and Land Use Data should be consistent and reflect their future land use plans.
- 3) Development of a Savannah Regional Economic Development Task Force which coordinates among counties and municipalities on land use and economic development information sharing and communication in the region.
- 4) Increase transportation system safety by expanding the use of compatible land use practices in regard to transportation issues. Adoption of access management ordinances

by Counties and Municipalities. Locate freight development on properties with access to rail, truck, air, and port facilities.

- 5) Promote efficient transportation system management and operation by increasing the use of land use practices that protect transportation system capacity. Encourage new development projects that will leverage existing freight transportation network, while discourage development which would result in additional infrastructure needs.

2. LAND USE STRATEGIES

Although the implementation of land use practices does not specifically dictate the location of freight activities, the requirement of land use designation influence the planning process for freight transportation, in terms of access and potential needs. The conflict of freight activities (e.g., truck trips, warehousing and rail yard noise pollution), and community activities (e.g., schools, bicycle-pedestrian, and residential needs) may be mitigated in the freight planning process by understanding and potentially segregating these activities through land use designation. For example, planning for route designations between two freight generators, for truck trips, may be influenced by the presence of parcels designated for residential use.

In the following sections the two strategies to attract and accommodate freight-related land use for the Savannah region have been developed and summarized.

2.1 Re-Use and Infill of Existing Freight Clusters

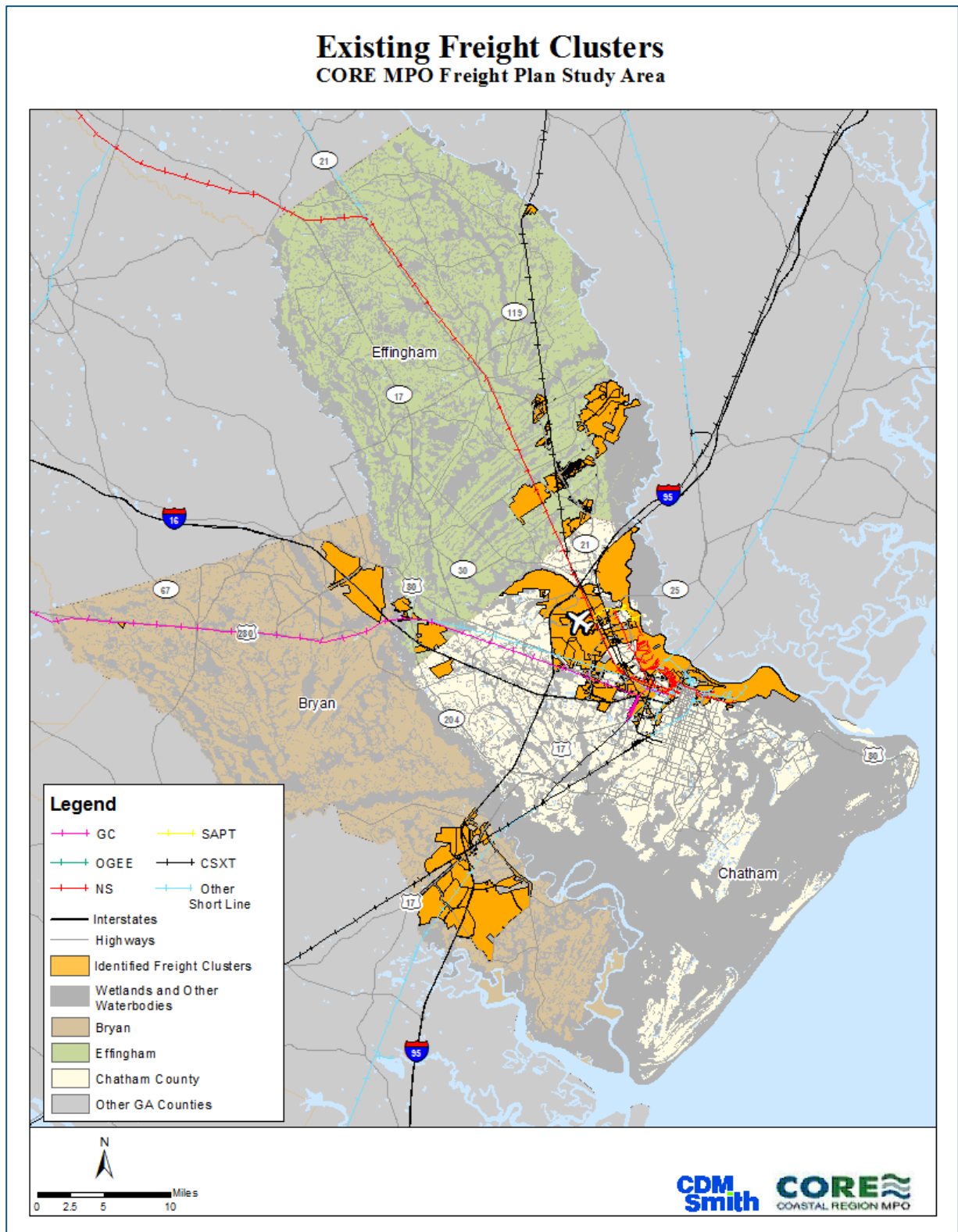
"Freight clusters" are concentrations of freight-generating parcels of land which are located in close proximity to freight hubs, such as the Port of Savannah or Savannah / Hilton Head International Airport, and freight corridors such as the interstate network. Due to the importance to locate near freight hubs, preserving land for freight-uses will be strategic for continued freight growth of the region.

Filling vacant and/or undeveloped sites within existing freight clusters should be considered a high priority since these locations have a major beneficial factor behind them – location. Existing freight clusters and industrial parks are most likely developed for their desirable locations in the movement of freight.

Sites and locations identified in this Reuse and Infill category are existing industrial parks and clusters which are already developed or planned. Available sites are primarily industrial infill developments on parcels that are currently surrounded by other industrial uses.

As shown in **Figure 2-1**, existing areas of freight clusters are concentrated in close proximity to the Port of Savannah, along the Savannah River, and primarily in western Chatham County. The majority of the freight clusters are located in Chatham County, with a few concentrations of development in Bryan and Effingham Counties. As they get further from the Port, clusters are located along the existing freight transportation network including the I-16 corridor in Bryan, Effingham, and Chatham Counties and I-95 in Bryan County.

Figure 2-1: Existing Freight Clusters within the Savannah MSA



2.1.1 Chatham County

The Chatham County freight-related land use clusters are located in closest proximity to the Port of Savannah and potentially provide the most desirable locations for placing freight-related industries in the CORE MPO Freight Transportation Plan study area (Savannah MSA). Currently, Chatham County has over 25,000 acres of freight-related land uses. As shown in **Figure 2-2**, the existing freight-related clusters in Chatham County are concentrated along the Savannah River, north of I-16 and in the vicinity of I-95 and the Savannah/Hilton Head International Airport, though a large cluster of freight-related land is located west of I-95 and borders the Effingham County/Chatham County line. **Table 2-1** displays the major existing business/industrial parks and their current city locations in Chatham County¹. The sites listed in **Table 2-1** total over 3,400 acres of land available for industrial development.

Table 2-1: Major Chatham County Industrial Sites

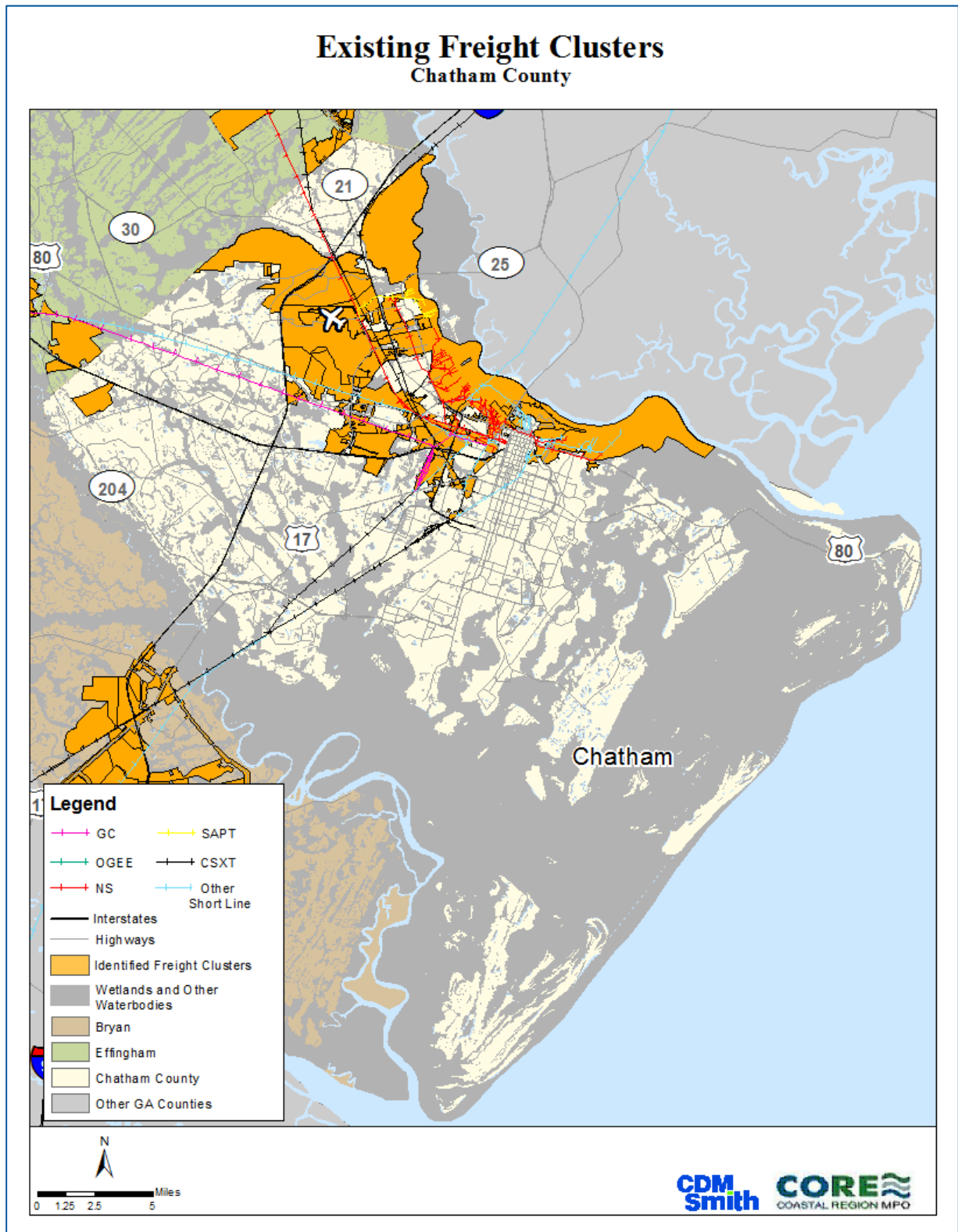
Location	City	Total Acres Available
Savannah Mega Site	Pooler*	1,560
CenterPoint Intermodal Center	Garden City	250
Westport Business Park	Garden City	35
Crossroads Site 6M	Savannah	8
Crossgate Site	Port Wentworth	90.6
6594 Highway 21	Port Wentworth	23
Northport Business Park	Savannah	69.7
Brasseler Boulevard Lot E	Savannah	2.52
Compass Business Park	Bloomingtondale	614.33
Prologis Morgan Business Center	Bloomingtondale	175
114 Gignillat Circle	Savannah	9.27
Blakewood Ryals Estate Tract	Pooler	115
Pine Barren Tract	Pooler	8
Nettles Industrial Lot 6	Savannah	2.96
Mega-Site Business Park	Pooler	15.85
Jimmy DeLoach Industrial Land	Pooler	6
SeaPoint Industrial Terminal Complex	Savannah	365
130 Crossgate Road	Savannah	21
Morgan Industrial Land	Pooler	31

Source: Savannah Economic Development Authority, 2015.

*The mega site is in the process of being deannexed from the City of Pooler.

¹ <http://www.savannahsitesearch.com/>

Figure 2-2: Existing Freight Clusters in Chatham County



2.1.1.1 Chatham County Brownfield Sites

Brownfields are sites or developments where industrial uses were once located and the site may contain some type of contamination in the soil or structure. Due to its impact on the surrounding environment, Brownfield properties are eligible for incentives to assist developers with the cost to clean up the site of any environmental issues. The majority of Brownfield properties identified in **Table 2-2** by the Georgia Environmental Protection Division are located within the freight clusters in Chatham County. The sites listed in **Table 2-2** are individual parcels of land.

Table 2-2: Brownfield Public Record Sites in Chatham County

Property Name	Address	City	County	Acreage
1400-1422 Dean Forest Road	1400,1404,1410,1416 ,1422 Dean Forest Rd.	Garden City	Chatham	19.94
1713 Old Dean Forest Road	1713 Old Dean Forest Rd.	Pooler	Chatham	7.06
2217 West Bay Street	2217 West Bay St.	Savannah	Chatham	0.733
400 Telfair Road	400 Telfair Rd.	Savannah	Chatham	12.9
63 Martin Luther King	63 Martin Luther King, Jr. Blvd.	Savannah	Chatham	0.8
Abercorn & Largo	12311 Largo Dr.	Savannah	Chatham	0.25
Central Georgia of Railroad Company-Battlefield Pa	Between MLK Jr Blvd, Louisville Rd, West Boundary	Savannah	Chatham	9.6
Coastal Acquisition	2333 Louisville Rd.	Savannah	Chatham	4.923
Comet Carwash Site	1901 East Victory Dr.	Savannah	Chatham	11.5
Container Land Associates	6069 Commerce Blvd.	Garden City	Chatham	18.35
CSX Feeley Avenue	Feeley Ave.	Savannah	Chatham	2.09
DryClean USA	11434 Abercorn St.	Savannah	Chatham	0.5
East River Street	601, 611 and 620 East River St.	Savannah	Chatham	4.088
Martha's Cleaner	4608 Skidaway Rd.	Savannah	Chatham	1.5
Romana Riley Lofts	1108 East Anderson St., 1402 & 1413 Waters Ave. and 1021 & 1023 E. Anderson St.	Savannah	Chatham	2
Sam's Club	3609 Ogeechee Rd.	Savannah	Chatham	19.44
Toto Distribution Site	Industry Dr.	Savannah	Chatham	18
Trustees Garden parcel C (Randolph St. Dev. LLC)	Bay St. and Randolph st.	Savannah	Chatham	3.51
Trustees Garden Subdivision- Parcel A	620 East Broughton St.	Savannah	Chatham	2.5
Trustees Garden Subdivision- Parcel B	60 East Broad St.	Savannah	Chatham	3.04
Victory Square Shopping Center	1901 East Victory Dr.	Savannah	Chatham	10.491

Source: Georgia Environmental Protection Division

2.1.2 Bryan County

In Bryan County, currently under 22,502 acres of land are targeted for freight-related uses. The freight-related land uses are concentrated in two areas - Interstate Centre, and Belfast Commerce

Center (**Table 2-3**). Interstate Centre is located in western Bryan County and has access to I-16, while Belfast Commerce Centre is located in eastern Bryan County and has access to I-95 and the CSX rail line. Bryan County did not have any Brownfield sites identified by the Georgia Environmental Protection Division. The county's existing freight clusters are displayed in **Figure 2-3**.

Table 2-3: Bryan County Industrial Parks

Location	City	Freight Network
Interstate Centre	Ellabell	I-16
Belfast Commerce Centre	Richmond Hill	I-95, CSX

Source: Development Authority of Bryan County

2.1.3 Effingham County

In Effingham County, about 13,000 acres, or under 7 percent of land in the county is currently used for freight-related land uses (**Table 2-4**). Currently, just less than 4,400 Acres of industrial land is identified as available for development by the Effingham County Industrial Development Authority. Shown in **Figure 2-4**, the Effingham County sites are located primarily in the southern half of Effingham County along the I-16 corridor, adjacent to the Class I railroads in the south central section of Effingham County, and along the SR 21 corridor. Effingham County did not have any Brownfield sites identified by the Georgia Environmental Protection Division.

Table 2-3: Effingham County Industrial Sites

Location	City	Available Acres	Freight Network
Neidlinger Site (Effingham Industrial Park)	Rincon	30	SR 21, SR 119, I-95
Zipperer Park	Rincon	115	I-95, Rail
New Savannah Site	Rincon	710	SR 21, I-95
Grand View Site	Rincon	368	SR 21, I-95
McCormick-Kicklighter Site	Rincon	259	SR 21, I-95
I-16 Coastline Site – Effingham County I-16 Industrial Park	Rincon	183	I-16
Research Forest Site	Rincon	2,577	SR 21, CSX Rail, NS Rail, I-95
638 Fort Howard Road	Rincon	45	SR 21, I-95
21 Trade Park	Rincon	96	SR 21, CSX Rail, I-95

Source: Effingham County Industrial Development Authority

Figure 2-3: Existing Freight Clusters in Bryan County

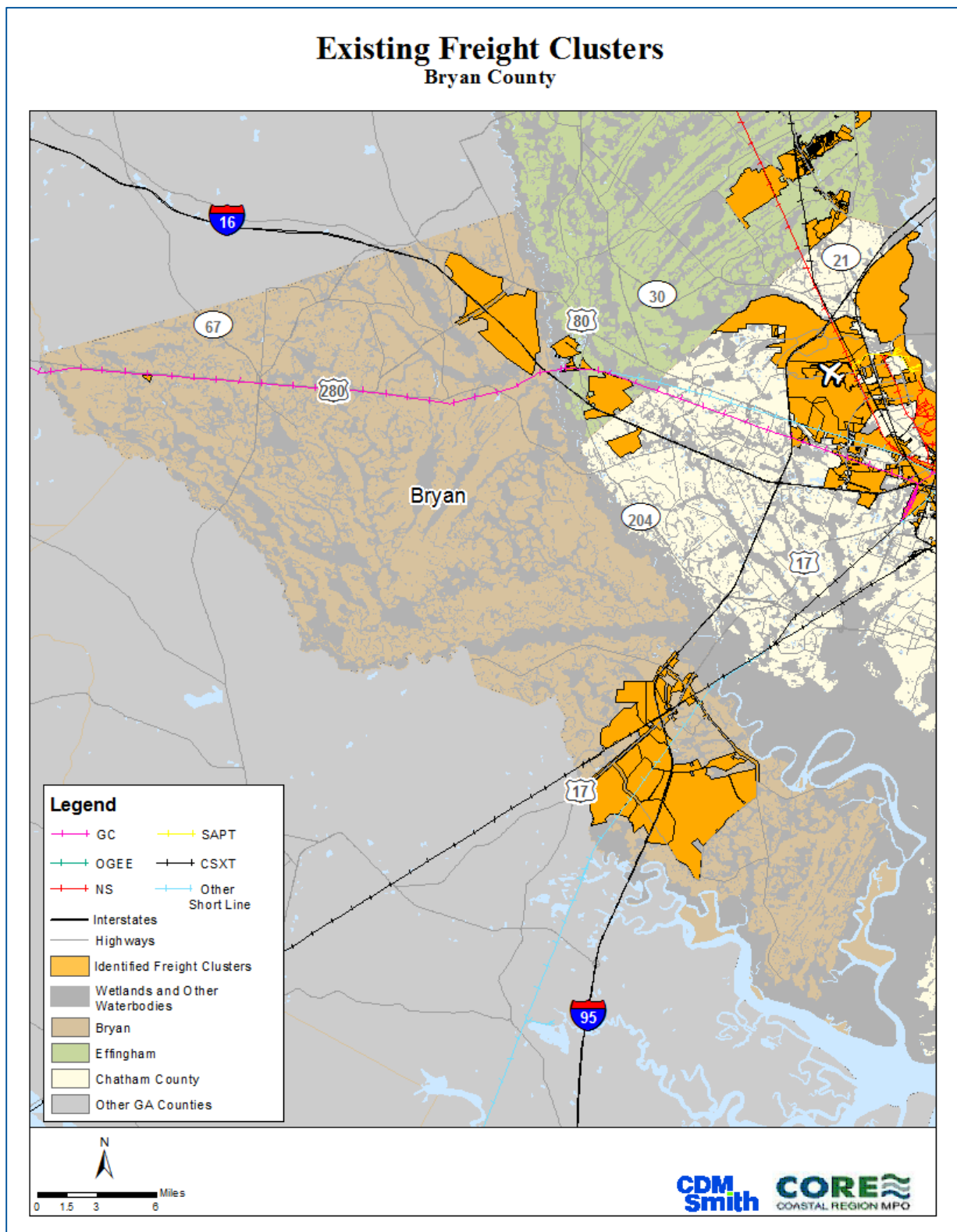
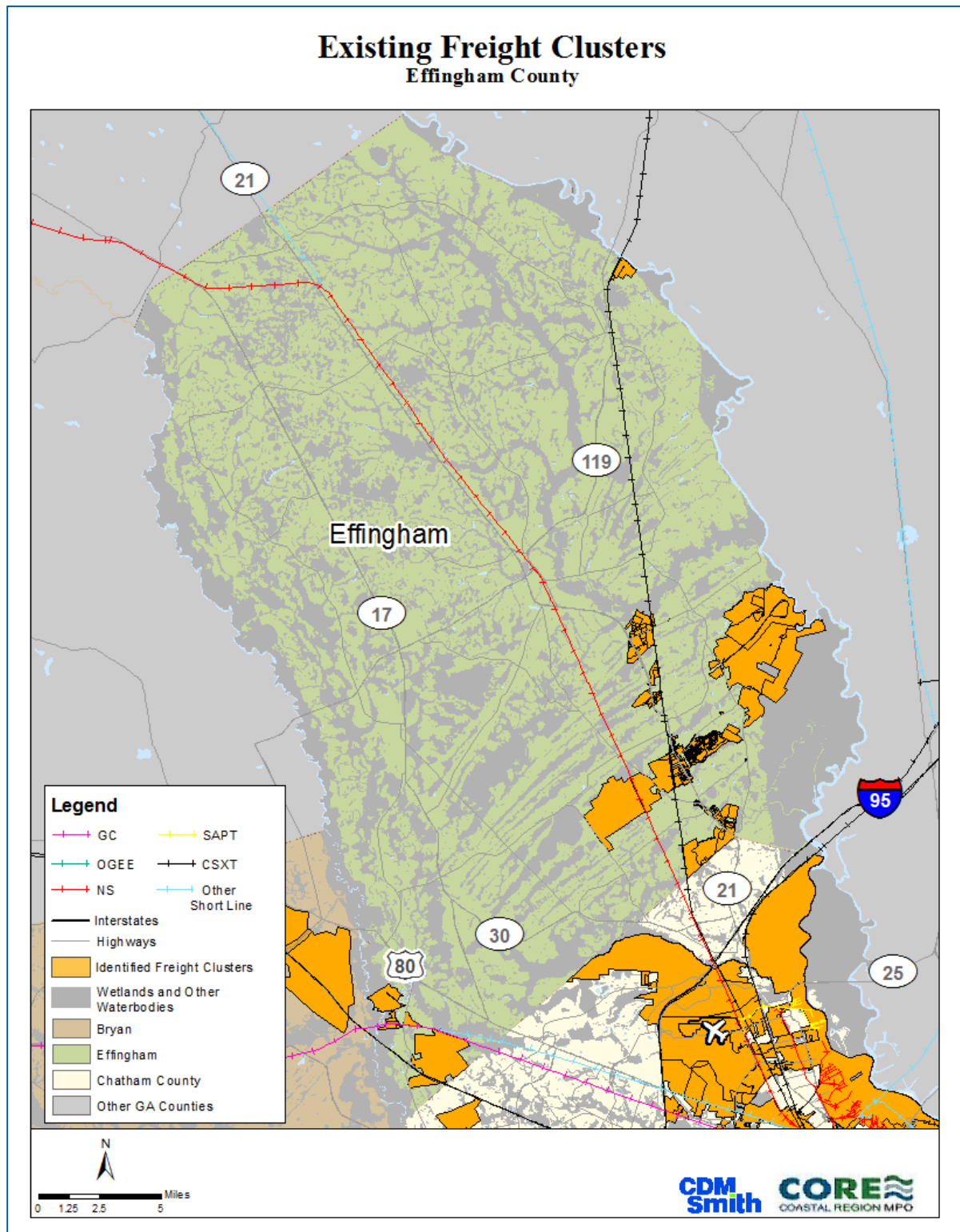


Figure 2-4: Existing Freight Clusters in Effingham County



2.2 Potential Greenfield Developments

As mentioned earlier, as the Savannah MSA continues to grow it is important to strategize where this future growth will occur for residential, commercial and industrial development. Targeting the best areas in the region for freight-related land use growth is crucial for the long-term economic growth. Undeveloped and vacant land located on or in close proximity to the freight transportation infrastructure will reduce the amount of conflict between freight and other uses, while also preserving other land for tax revenue generating businesses.

The methodology utilized to identify the Potential Freight Land Opportunities included parcels of land which are identified as being either vacant or undeveloped parcels of land. After identifying the vacant or undeveloped land parcels, these parcels were filtered to only include parcels located adjacent to the freight transportation network. **Figure 2-5** provides a vision of the Potential Freight Land Opportunities in Bryan, Chatham, and Effingham Counties.

2.2.1 Chatham County

In Chatham County, Potential Freight Land Opportunities are mainly located in Western County, similar to the Freight Cluster areas for the county. Several individual parcels were selected utilizing the criteria to identify Potential Freight Land Opportunities, though sites located within a wetland area were not included as an Opportunity. As shown in **Figure 2-6**, Chatham County has an abundant amount of access to the freight network via roadway and rail access points in Western Chatham County.

2.2.2 Bryan County

With strategic access to I-16 and I-95, Bryan County has two large groupings of vacant or undeveloped parcels located along both corridors. Displayed in **Figure 2-7**, the I-16 parcels are located in close proximity to the Existing Freight Cluster located at the Interstate Centre industrial park. While similar to Belfast Commerce Centre, the parcels along I-95 are located adjacent to the interstate and CSX rail line. The remainder of Bryan County has a few parcels spread out throughout the rest of the county.

2.2.3 Effingham County

The Potential Freight Land Opportunities in Effingham County are concentrated in Southern Effingham County, near the Chatham County border. As presented in **Figure 2-8**, two of the three larger groupings of vacant or undeveloped land are located along the CSX rail line, while the third group of parcels is located east of SR 21 in the Southeastern section of the County.

Figure 2-5: Potential Greenfield Development Areas for Future Freight Growth

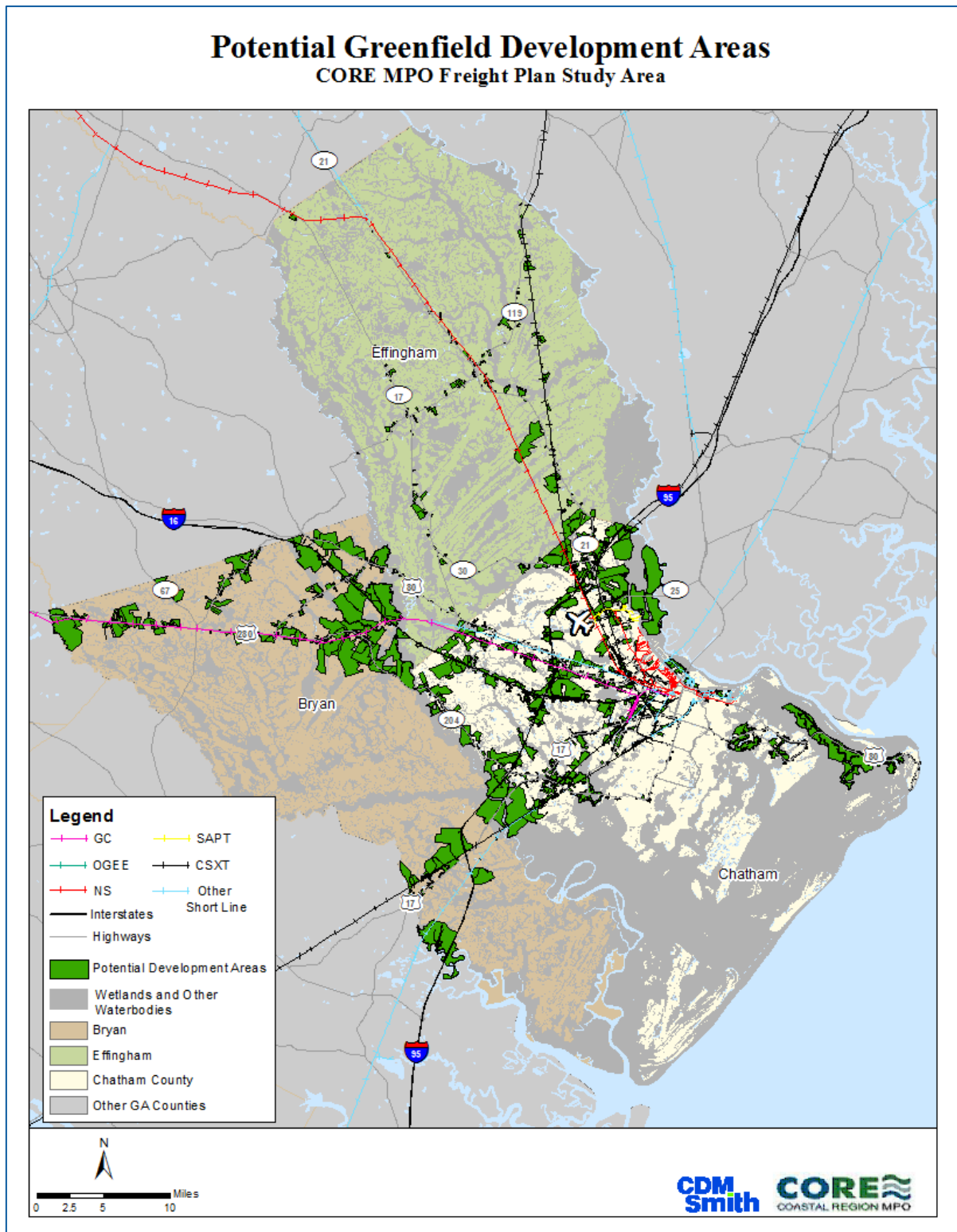


Figure 2-6: Potential Greenfield Development Areas for Future Freight Growth in Chatham County

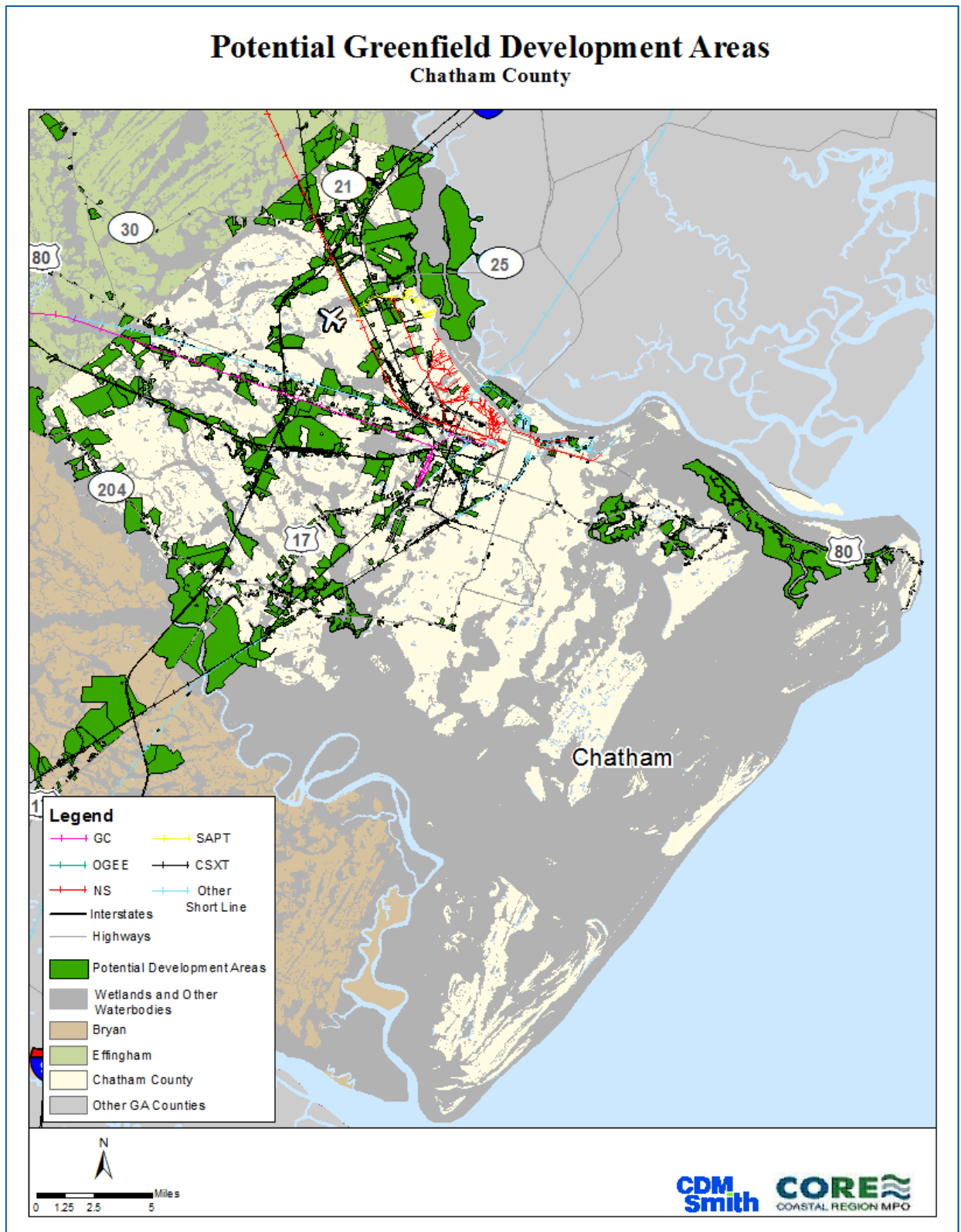


Figure 2-7: Potential Greenfield Development Areas for Future Freight Growth in Bryan County

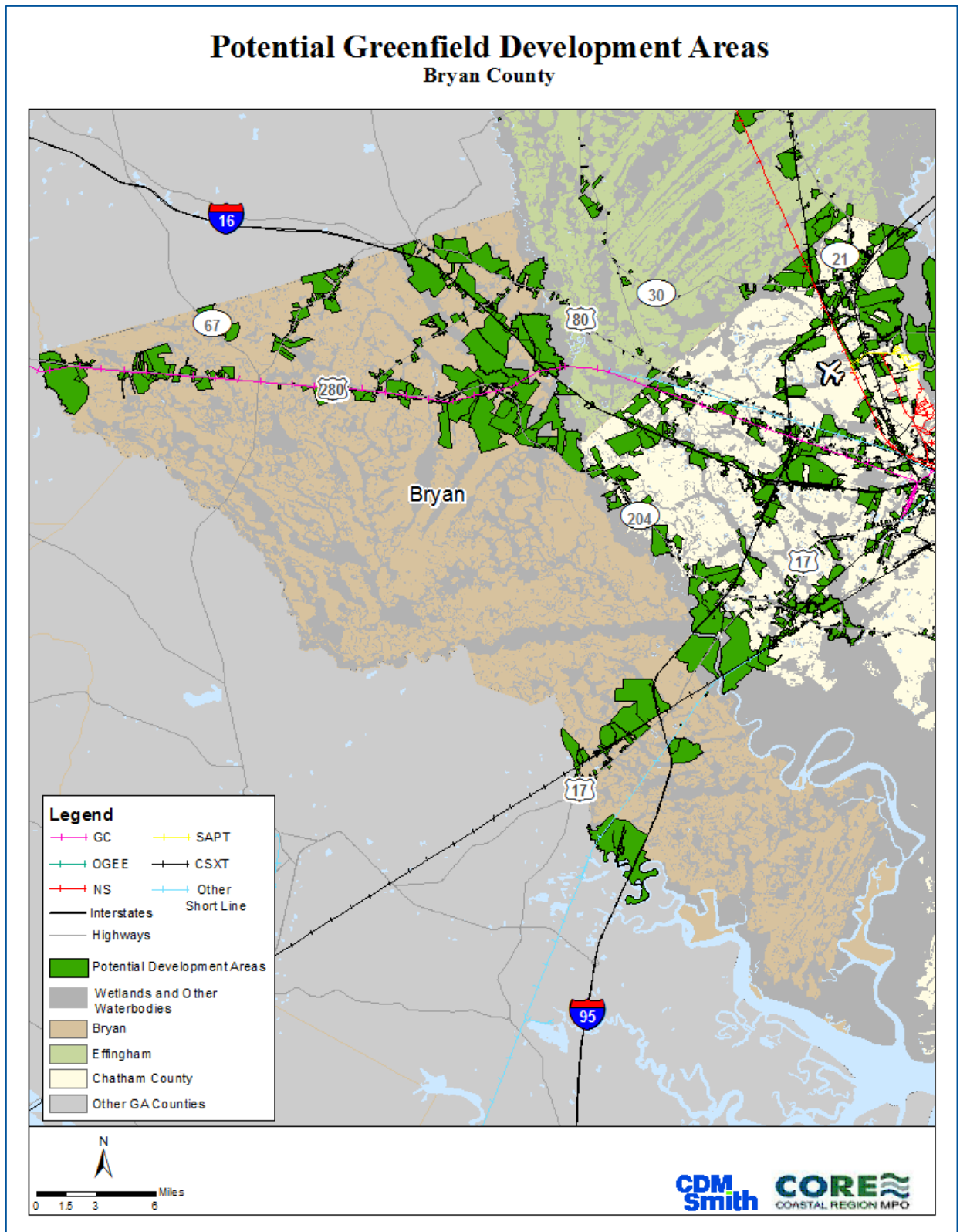
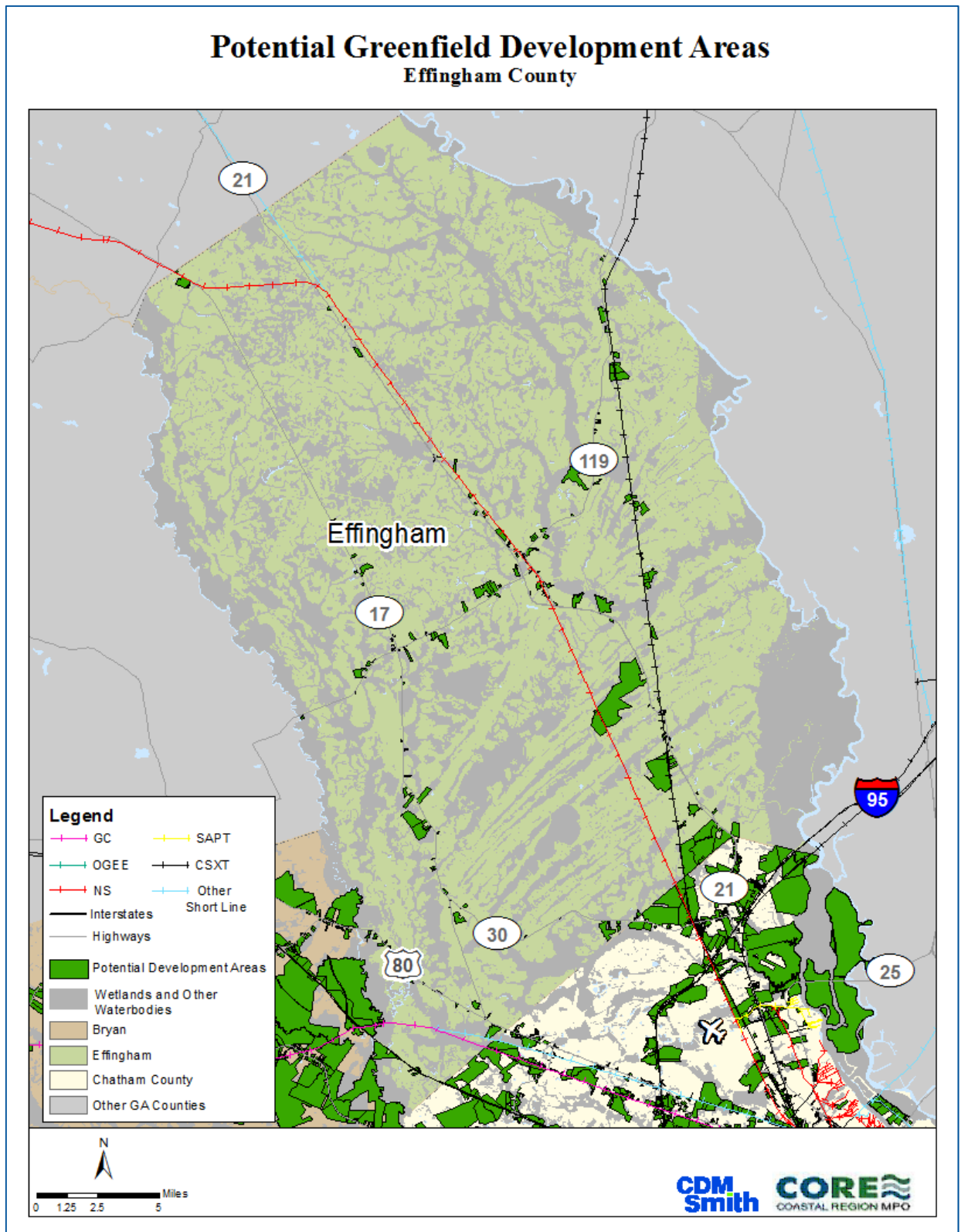


Figure 2-8: Potential Greenfield Development Areas for Future Freight Growth in Effingham County



2.3 Combined Freight Development Recommended Areas

An overlay of both freight development recommended areas, Freight Clusters and Potential Greenfield Development Areas are highlighted in Section 2.3. **Figure 2-9** displays a comprehensive picture of the recommended areas shown in Sections 2.1 and 2.2 for the Savannah MSA, while **Figures 2-10, 2-11, and 2-12** covers Chatham, Bryan, and Effingham Counties respectively.

Figure 2-9: Freight Clusters and Potential Greenfield Development Areas

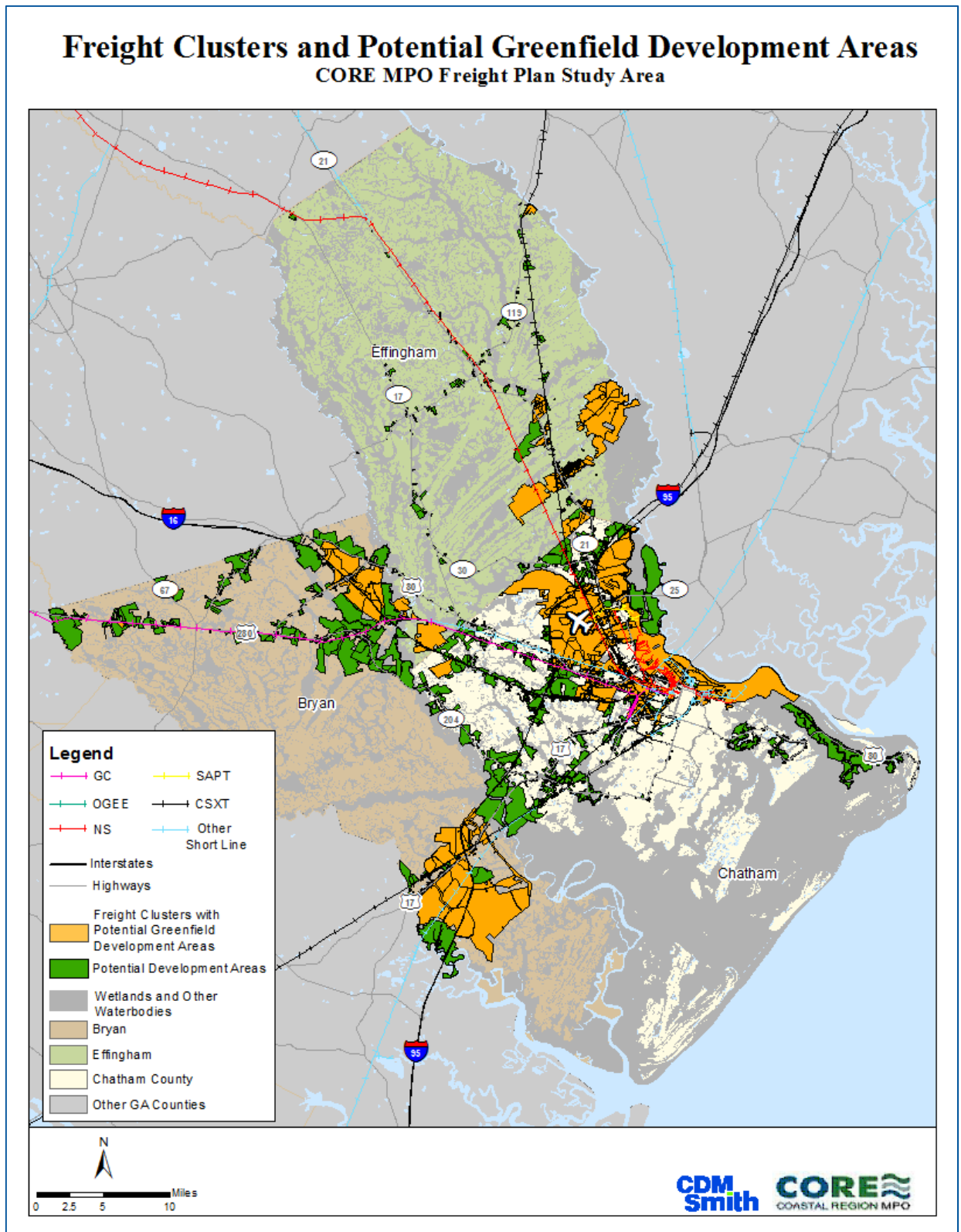


Figure 2-10: Chatham County Freight Clusters and Potential Greenfield Development Areas

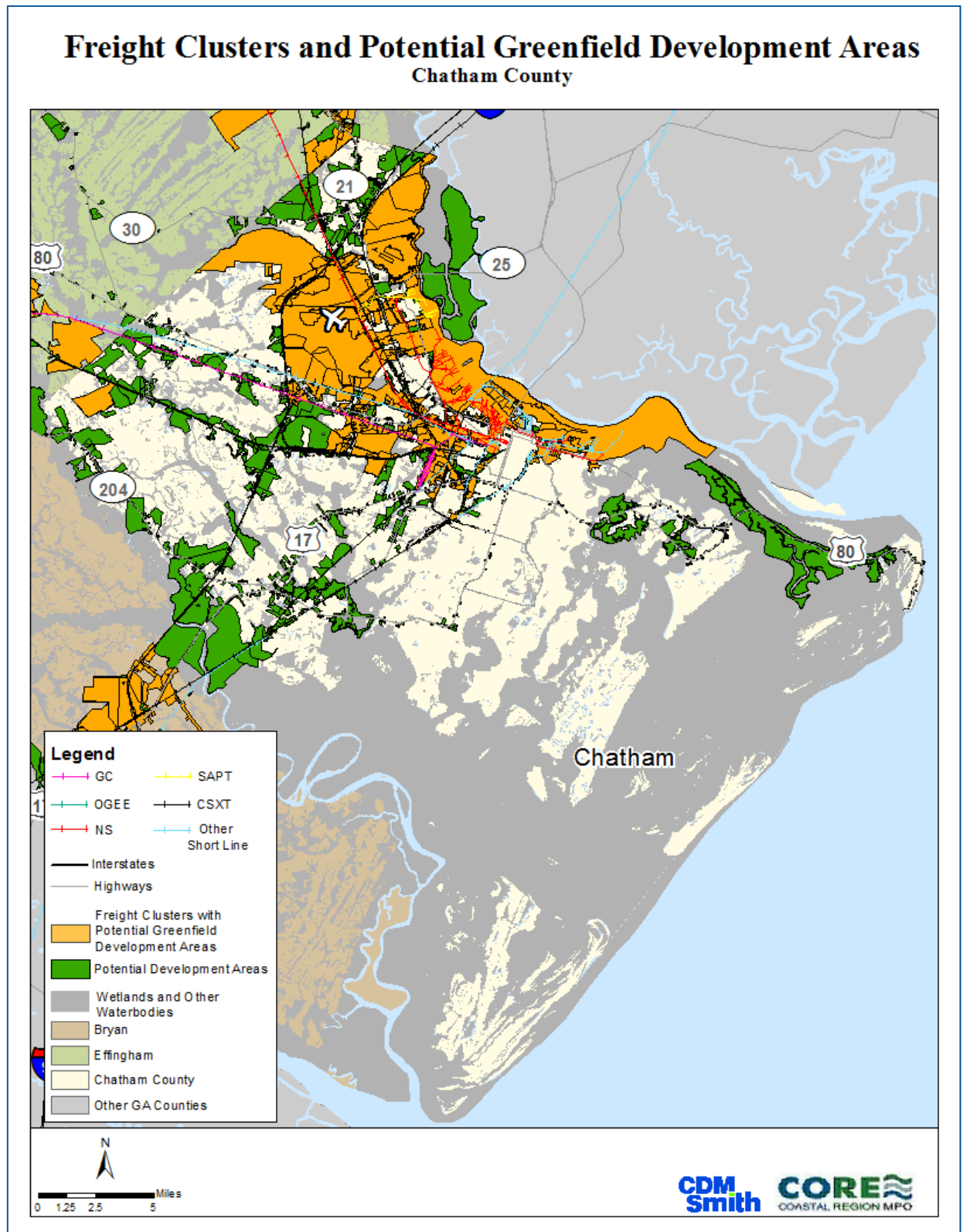


Figure 2-11: Bryan County Freight Clusters and Potential Greenfield Development Areas

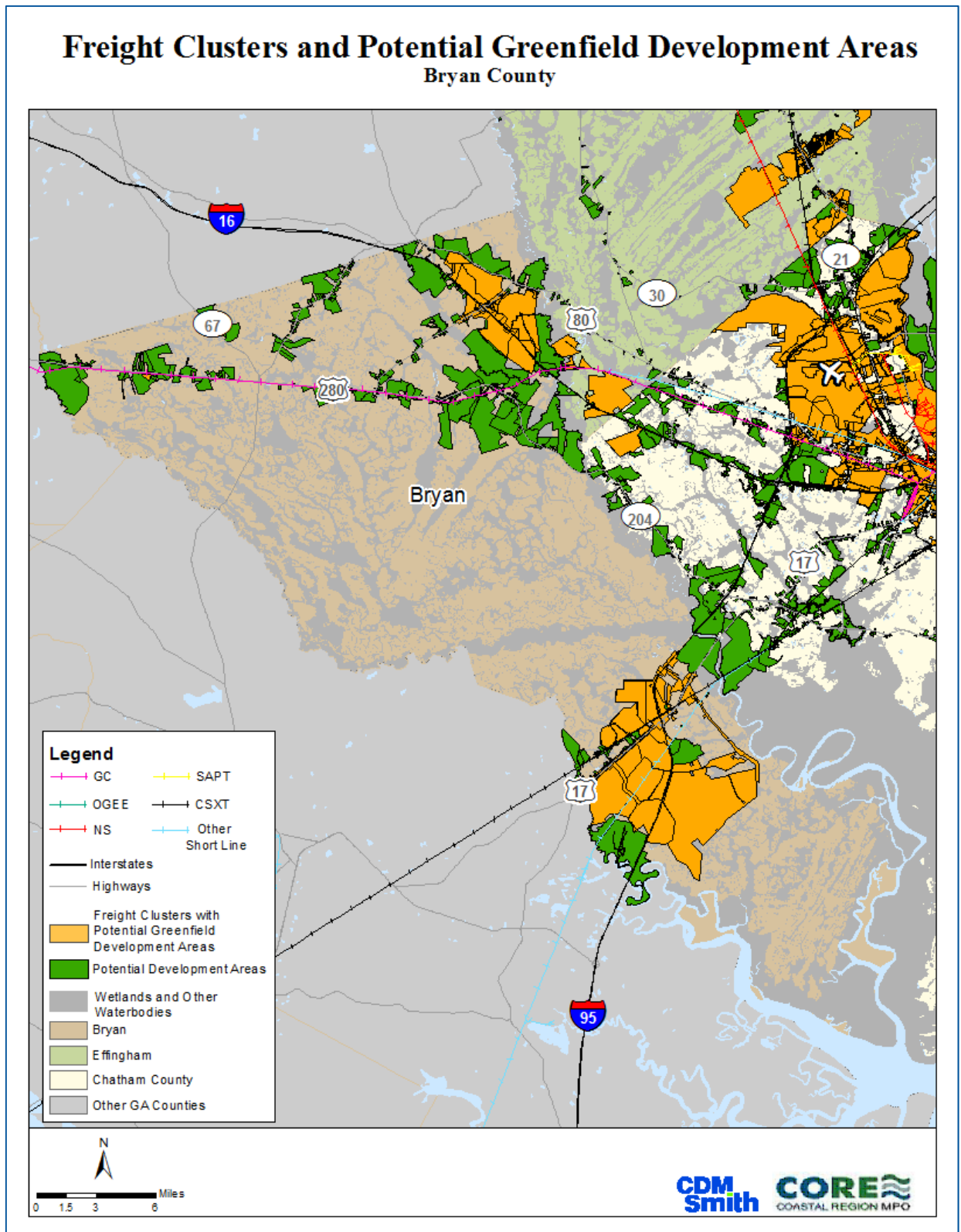
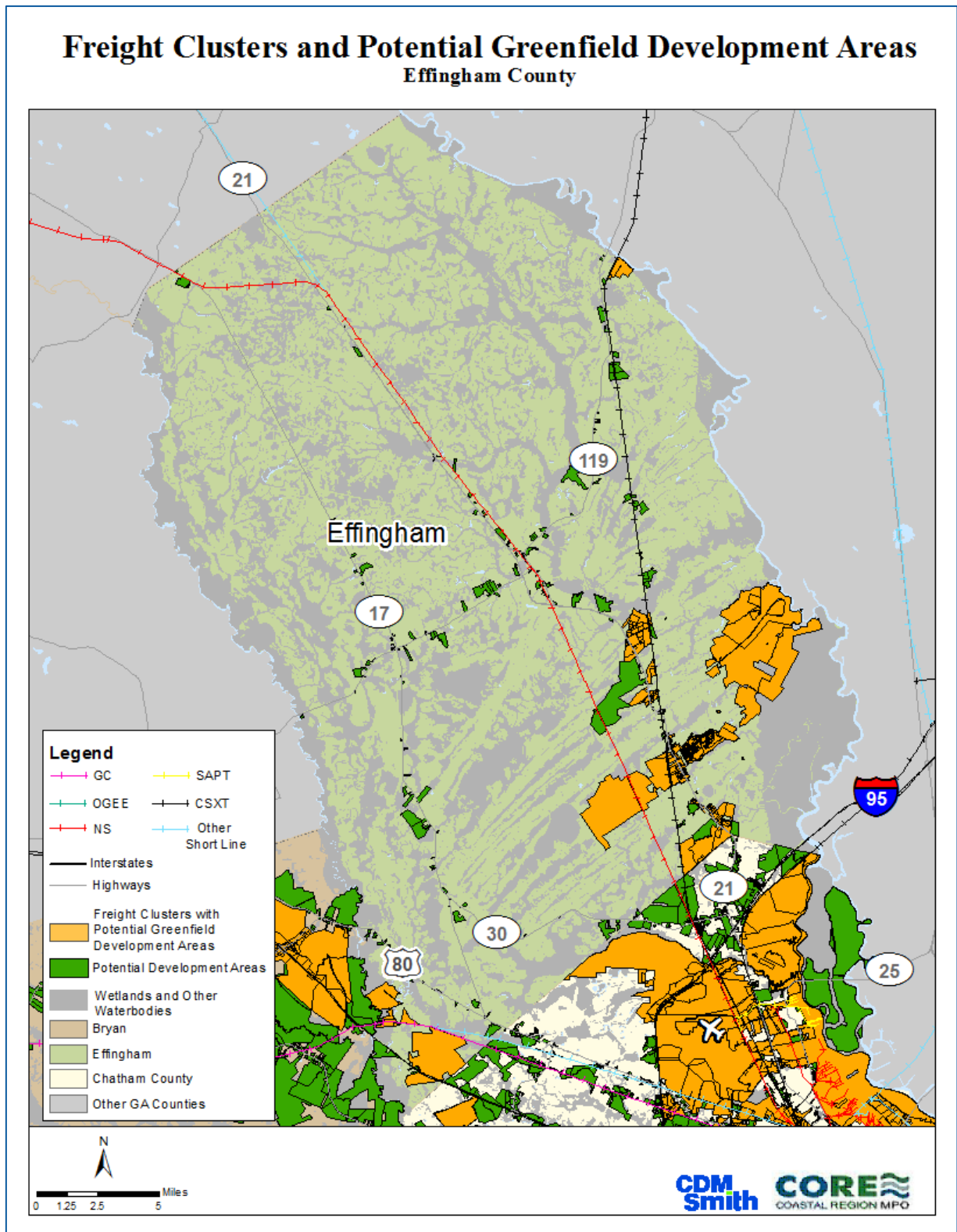


Figure 2-12: Effingham County Freight Clusters and Potential Greenfield Development Areas



3. FREIGHT LAND USE POLICY RECOMMENDATIONS

Moving goods and freight is critical to the Savannah region's economy. The development of strategies to target land to provide for future freight needs will be important as the Savannah region anticipates more freight to travel through in the upcoming decades. Below are specific land use policy recommendations which will enable the Savannah region to accommodate current and future freight needs in order to sustain and grow freight.

- Prioritization of clustering existing designated industrial developments.
 - Infill within existing industrial clusters
 - Greenfield development located adjacent to or in close proximity to freight transportation network

First, placing a priority on developing sites located in existing industrial parks closest to major freight generators, such as the Port of Savannah and the Savannah / Hilton Head International Airport, are crucial in preserving the most strategic areas of land for freight related growth. Second, any new greenfield industrial development should be located adjacent to or in close proximity to the freight transportation network. Locating close to the freight network will minimize freight impact on the community, while also providing direct access to the network. Once these strategic sites are developed for other uses, it will be difficult to convert them to freight uses in the future.

- Counties and Municipalities Zoning and Land Use Data should be consistent and reflect their future land use plans.

Inconsistencies in zoning and land use data can have negative implications when planning for future growth for a community. Having data that is reliable and consistent can streamline processes, as data collection and analysis is typically one of the first activities in the planning process.

- Development of a Savannah Regional Economic Development Task Force which coordinates between counties and municipalities on land use and economic development information sharing and communication in the region.

Integrate into the existing CORE MPO Freight Advisory Committee (FAC) the public and private economic development stakeholders and decision makers in the Savannah region. This committee can provide a forum for peer exchange of economic development information for the Savannah region.

- Increase transportation system safety by expanding the use of compatible land use practices in regard to transportation issues. Adoption of access management ordinances

by Counties and Municipalities. Locate development on properties with access to rail, truck, air, and port facilities.

Locate future freight development sites within close proximity to rail, truck, air, and port facilities to accommodate freight related uses. Adopt access management principles along the freight truck network corridors to improve safety.

- Promote efficient transportation system management and operation by increasing the use of land use practices that protect transportation system capacity. Encourage new development projects that will leverage existing freight transportation network, while discourage development which would result in additional infrastructure needs.

Coordinate with county Economic Development Authorities to locate freight generating developments in close proximity to the freight transportation network, minimizing the impact freight truck movements have on the non-freight transportation network.