



# CHATHAM COUNTY-SAVANNAH METROPOLITAN PLANNING COMMISSION

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*“Planning the Future, Respecting the Past”*

## **STAFF REPORT**

**To:** The Planning Commission

**From:** Edward Morrow, Principal Planner, Development Services

**Date:** August 11, 2023

**Subject:** Zoning Map Amendment

**Owner:** Live Oak Living, LLC

**Agent:** Patrick Shay, GMSHAY Architects

**Address:** 20 West 60<sup>th</sup> Street, Savannah, GA

**PIN:** 20093 27003

**Site Area:** 0.18ac

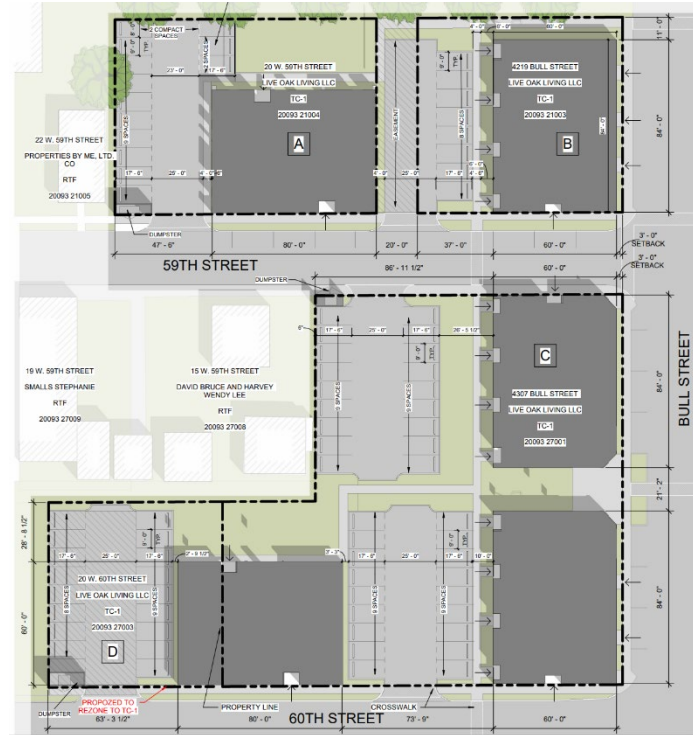
**Alderman District:** 5 – Alderman Dr. Estella Shabazz

**Chatham County Commission District:** 5 – Commissioner Tanya Milton

**File Number:** 23-003824-ZA

### **Request**

The Petitioner seeks to rezone the property at 20 West 60th Street from Residential Two-family use to Traditional Commercial-1 (TC-1) to develop the subject parcel and several adjoining as a multi-family housing development with ground floor retail use along Bull Street. The subject parcel is proposed to contain a small portion of a three-story apartment building and off-street parking for residents. In total, the development would contain approximately 63 dwellings across 5 buildings, consisting of a mixture of studios, one, two, three and four-bedroom units.

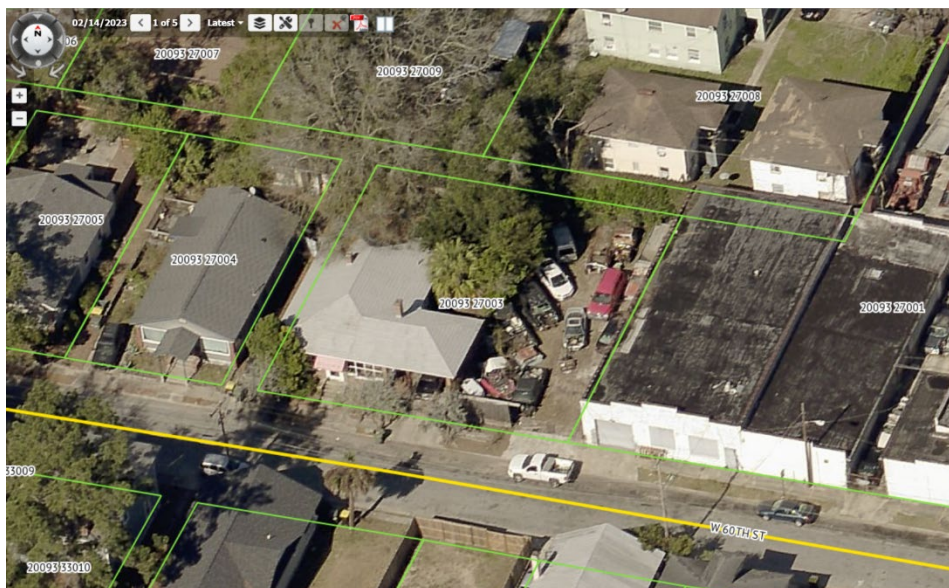


*Proposed Site Plan*

## Facts and Findings

### Site

The subject parcel consists of 0.18 acres, and contains a single-family home that appears to have been used in association with an adjoining automobile salvage and repair business, as the yard contains several non-functioning automobiles.



## Existing Zoning and Development Pattern

The subject parcel is currently zoned Residential Two-family (RTF). This zoning district permits the development of single-family detached and two-family residences. This parcel, though not zoned for the use, demonstrates evidence that it is or has been used in association with the Traditional Commercial-1-zoned (TC-1) property to the east. Further interior to the block in all other directions are residential uses of varying size, configuration and age.

| Location | Land Use                       | Existing Zoning |
|----------|--------------------------------|-----------------|
| North    | Multi-family Dwellings         | RTF             |
| South    | Single-family Dwellings        | RTF             |
| East     | Automobile Repair/Salvage Yard | TC-1            |
| West     | Single-family Dwellings        | RTF             |

## 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

MPC Staff is unaware of any specific community outreach efforts.

## Impact and Suitability

### Public Services and Facilities

The proposed apartments would be served by City water, sewer and stormwater systems. No significant adverse remarks were made by Engineering during the pre-development review of the project on August 3, 2023.

### Transportation and Transit

The subject parcel is proposed to have a curb cut onto W 60<sup>th</sup> Street providing entry to a parking lot containing 17 off-street parking spaces. Overall, the development is proposed to have more than the ordinance-required off-street parking for 63 apartments and 2,634sf of retail space at a ratio of 1:250. Accommodation of on-street parking and bike racks are also planned.

The site is accessible by Chatham Area Transit routes four (4) and fourteen (14), which run along Montgomery and Abercorn Streets, respectively. The closest bus stops are approximately 1,250 feet away toward either the east or west, equating to a 5-10 minute walk for the average adult.

## 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 Suburban Single-Family Residential Character. As the name suggests, this Character Area would permit rezoning only to a single-family zoning district. Such a designation is likely inappropriate for a neighborhood with close proximity to downtown and irregular parcel fabric which could reasonably accommodate contextually sensitive two, three and four-unit dwellings. Though this Character could have been desirable at an earlier time, current circumstances warrant consideration of proposals for thoughtful densification of older, established in-town neighborhoods, where appropriate.

### Existing Zoning District

- Intent of the RTF Zoning District: The Residential Two-family (“RTF”) district is established to allow single and two-family development as well as a limited number of nonresidential uses that are harmonious with residential areas.
- Allowed Uses: The uses allowed in the RTF zoning district appear in the attached chart.
- Development Standards: The development standards of the RTF zoning district appear in the attached chart.

### Proposed Zoning District

- Intent of the TC-1 Zoning District: The Traditional Commercial (“TC-”) districts are established to allow commercial-oriented mixed-use development in areas that were developed in the 19th and early 20th centuries. Several factors, including location on higher classifications of streets, development standards that emphasize pedestrianism and the continuation of historic development patterns, combine to create a “Main Street” character within these districts. The TC districts are intended to be used in conjunction with nearby or adjacent TN and TR districts to create sustainable neighborhoods with convenient access to neighborhood-serving commercial uses. The intensity of uses allowed is indicated by the number following the district name, with the TC-1 being the most limited district and TC-2 the most intense.

The TC-1 district is established to ensure the vibrancy of historic mixed use neighborhoods with traditional development patterns characteristic of Savannah during the streetcar and early automobile eras. The district provides for commercial areas that are developed at a mass and scale harmonious with nearby residential neighborhoods.

- Allowed Uses: The uses allowed in the TC-1 zoning district appear in the attached chart.
- Development Standards: The development standards of the TC-1 zoning district appear in the attached chart.

### 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 subject parcel has historically been used in association with a commercial use on adjoining commercially-zoned properties. Rezoning and subsequent redevelopment of this parcel and those adjoining for residential use would significantly enhance the residential character of the area.*

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

**MPC Comment:** *The proposed development would address two specific needs – one site-specific, the other general. The subject parcels have been the site of a significant automotive repair and salvage operation for many years and have left the site deeply contaminated. The proposed development would create an opportunity for the environmental remediation of the site prior to residential redevelopment. Additionally, the City of Savannah is experiencing a severe housing shortage. The proposed development is contextually sensitive and would add density and mixing of uses in a manner that will enhance the quality of life for existing residents.*

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

**MPC Comment:** *The proposed development is contextually sensitive and would add density and mixing of uses in a manner that will enhance the quality of life for existing residents.*

- 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:** *The proposed use is more consistent with the present zoning pattern. The surrounding parcel fabric is somewhat irregular, having varied widths and containing varying residential densities. The request represents the extension of TC-1 zoning to an adjoining parcel already similarly zoned, and to an extent similar to that of parcels fronting 59th Street to the north. The existing residences between the two segments would be surrounded by residences rather than an automotive salvage and repair operation.*

○

- 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:** *The region's need for centrally located housing is a compelling condition that constitutes grounds for approval of the zoning proposal. While the proposed units are likely not genuine "affordable" housing, they are fairly described as "attainable." Unique to this development is the inclusion of 4-bedroom units. This particular unit type could be attainable for a family not yet able to afford the down payment on a home, or could potentially be rented by unrelated individuals, bringing the individual rent burden lower than a one, two, or three-bedroom unit.*

## 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 goals and strategies of Plan 2040 listed below are relevant to the present request.*

### Land Use:

*Goal 1: Establish growth policies for the city of Savannah that seek to guide development and redevelopment in a responsible manner, encouraging compact development, walkable neighborhoods, increased connectivity, and open space preservation.*

*Goal 4: Continue to create innovative ways to connect people with places.*

*L4.2: Pursue opportunities for creative placemaking, including the use of vacant storefronts for temporary installations.*

### Housing:

*Goal 3: Increase affordable housing stock.*

*H3.3: Adopt policies and ordinances to allow for a wider variety of housing types to be built in existing neighborhoods.*



**GMSHAY**  
architects - urban design

*Proposed publicly accessible courtyard to serve Bull Street retail uses*

## **Reasonable Use**

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

**MPC Comment:** *The subject parcel has reasonable use as a single-family or two-family home as currently zoned.*

## **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 are available. No significant adverse remarks were made by Engineering during the pre-development review of the project on August 3, 2023.*

## **Proximity to a Military Base, Installation or Airport**

**MPC Comment:** *The subject parcel is not within an installation AICUZ or APZ, nor is it in proximity of an airport.*

## **Policy Analysis**

The subject parcel contains approximately 11.3% of the of the total 1.6 acre area proposed for development. The remaining 1.42 acres currently has the zoning designation required for mixed use commercial and residential development. Further, the parcel to be rezoned is proposed to have only 15% building coverage. The remainder would predominately be used for off-street parking. A small portion is slated for inclusion in a resident amenity area.

As the proposed development will contain retail uses, provision of adequate off-street parking is an important consideration; however, accommodation of parking on the site forced considerable design compromises. The conceptual site plan provides proof of feasibility, but minor details regarding building frontage requirements remain to be resolved through the Site-Specific Development Plan review process.

## **Recommendation**

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

1. Development shall be contingent upon MPC Staff approval of a General Development Plan consistent with the conceptual site plan submitted with this petition and meeting the requirements of Section 3.8.4. of the Savannah Zoning Ordinance.

### 5.8.6 Development Standards for Permitted Nonresidential Uses

Nonresidential uses in the RTF district shall meet the development standards as set forth below.

| 5.8.6 Development Standards for Permitted Nonresidential Uses   |                              |
|---|------------------------------|
| Standards   | RTF                          |
| <b>Lot Dimensions [1]</b>   |                              |
| Lot area (min sq ft)  | 20,000                       |
| Lot width (min ft)  | 70                           |
| <b>Building Setbacks (min ft)</b>   |                              |
| Front Yard  | 20                           |
| Side (interior) Yard  | 15                           |
| Side (street) Yard  | 15                           |
| Rear Yard   | 25                           |
| From access easement  | 5                            |
| Building separation   | See Fire Code                |
| Building Coverage (max)   | 45%                          |
| Height (max ft)   | 36                           |
| Accessory Structure Setbacks  | See <a href="#">Sec. 8.7</a> |
| <b>Parking Area Setback (min ft)</b>  |                              |
| From collector and arterial street rights-of-way  | 15                           |
| From local street rights-of-way   | 10                           |
| From lane, property line or access easement   | 5                            |
| [1] Where a nonresidential use is proposed to be served by private water and/or sewer, additional lot area and/or setbacks may be required by the Chatham County Health Department. |                              |



### 5.8.3 Permitted Uses

#### a. Residential Uses

Permitted residential uses within the RTF district are set forth in [Sec. 5.4, Principal Use Table](#). The permitted housing types are also set forth set forth below.

| Housing Type           | RTF |
|------------------------|-----|
| Single-family detached | ✓   |
| Single-family attached | ✓   |
| Two-family             | ✓   |
| Townhouse              | --  |
| Three-Four family      | --  |
| Apartment              | --  |
| (--)= Not permitted    |     |

#### b. Nonresidential Uses

Permitted nonresidential uses within the RTF district are located in [Sec. 5.4, Principal Use Table](#).

### 5.13.5 Development Standards for Permitted Uses

Development in any TC- district shall meet the development standards as set forth below.

| 5.13.5 Development Standards for Permitted Uses   |                              |                              |
|---|------------------------------|------------------------------|
| Standards   | TC-1                         | TC-2                         |
| <b>Lot Dimensions (min)</b>   |                              |                              |
| <u>Single-family Detached</u>   |                              |                              |
| Lot area (sq ft)  | 3,000                        | 3,000                        |
| Lot width (ft)  | 30                           | 30                           |
| <u>Single-family attached &amp; Two-family (side-by-side)</u>   |                              |                              |
| Lot area per unit (sq ft)   | 1,450                        | 1,200                        |
| Lot width per unit (ft)   | 18                           | 18                           |
| <u>Two-family (over-under)</u>  |                              |                              |
| Lot area per unit (sq ft)   | 1,500                        | 1,500                        |
| Lot width (ft)  | 30                           | 30                           |
| <u>Three- &amp; Four-Family</u>   |                              |                              |
| Lot area per unit (sq ft)   | 1,450                        | 1,200                        |
| Lot width (ft)  | 30                           | 30                           |
| <u>Townhomes</u>  |                              |                              |
| Lot area per unit (sq ft)   | 1,450                        | 1,200                        |
| Lot width per unit (ft)   | 18                           | 18                           |
| <u>Upper Story Residential</u>  |                              |                              |
| Lot area per unit (sq ft)   | No min.                      | No min.                      |
| Lot width per unit (ft)   | No min.                      | No min.                      |
| <u>Apartments</u>   |                              |                              |
| Lot area per unit (sq ft)   | 435                          | 435                          |
| Lot width (ft)  | 30                           | 30                           |
| <u>Nonresidential</u>   |                              |                              |
| Lot area (sq ft)  | --                           | --                           |
| Lot width (ft)  | 20                           | 20                           |
| <u>Building</u>   |                              |                              |
| Building Coverage (max)   | --                           | --                           |
| Building Frontage (min)   | 70%                          | 70%                          |
| Building Footprint (max sq ft) [1]  | 5,500                        | 10,000                       |
| <u>Building Setbacks (ft)</u>   |                              |                              |
| <u>For blocks without contributing structures*</u>  |                              |                              |
| Front yard  | 5 (max)                      | 5 (max)                      |
| Side yard (interior) [2]  | 10 (min)                     | 10 (min)                     |
| Side yard (corner)  | 5 (max)                      | 5 (max)                      |
| Rear yard   | 10 (min)                     | 10 (min)                     |
| <u>For blocks with contributing structures*</u>   |                              |                              |
| Front yard  | Avg of block face            | Avg of block face            |
| Side yard (interior) [2]  | 10 (min)                     | 10 (min)                     |
| Side yard (corner)  | Avg of block face            | Avg of block face            |
| Rear yard   | 10 (min)                     | 10 (min)                     |
| Building separation   | See Fire Code                | See Fire Code                |
| Height (max) [1]  | 3 stories up to 45 ft        | 3 stories up to 45 ft        |
| Accessory Structure Setback   | See <a href="#">Sec. 8.7</a> | See <a href="#">Sec. 8.7</a> |
| * Refer to Contributing Resources Map in <a href="#">Sec. 7.11.4</a>  |                              |                              |
| [1] Monumental buildings in the Streetcar Overlay District are exempt from the maximum building footprint and maximum height standards provided that the visual compatibility criteria are met. |                              |                              |
| [2] There is no minimum side yard (interior) setback for properties adjacent to any TC zoning district.   |                              |                              |

# **CODE OF ORDINANCES SAVANNAH, GEORGIA**

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## **DIVISION II**

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### **PART 8- PLANNING AND REGULATION OF DEVELOPMENT<sup>[1]</sup>**

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

### ARTICLE 5.0 BASE ZONING DISTRICTS

#### TC-1 Uses

| TC-1   | √= Permitted Use<br>L= Limited Use<br>S=Special Use | Use Standards               |
|--|---|-----------------------------|
| Single-family detached   | √   |                             |
| Single-family attached   | √   |                             |
| Two-family   | √   |                             |
| Three-family / Four-family                                     | √   | Sec. 8.1.1                  |
| Townhouse  | √   |                             |
| Stacked townhouse  | √   |                             |
| Apartment  | √   |                             |
| Upper story residential  | √   |                             |
| Child caring institution                                       | L   | Sec. 8.1.5                  |
| Dormitory/student housing                                      | √   |                             |
| Fraternity/sorority house                                      | S   |                             |
| Monastery/convent  | √   |                             |
| Rooming house  | L   | Sec. 8.1.6                  |
| Single room occupancy  | L   | Sec. 8.1.7                  |
| Agriculture, personal  | √   |                             |
| Community Garden   | √   |                             |
| Park, general  | √   |                             |
| Library/community center                                       | √   |                             |
| Museum   | √   | Sec. 8.7.24                 |
| Post office  | √   |                             |
| Police/fire station or substation                              | √   |                             |
| Emergency Medical Services (EMS) substation/ Ambulance Service | S   | Sec. 8.3.5                  |
| Shelter, emergency   | S   | Sec. 8.3.6                  |
| Shelter, transitional  | L   | Sec. 8.3.7                  |
| Soup kitchen   | L   | Sec. 8.3.8                  |
| Child/adult day care home                                      | L   | Sec. 8.3.9 or Sec. 8.7.11   |
| Child/adult day care center                                    | L   | Sec. 8.3.10 or Sec. 8.7.11  |
| Child/adult care home, 24 hour                                 | S   | Sec. 8.3.11 or Sec. 8.7.11  |
| Child/adult care center, 24 hour                               | S   | Sec. 8.3.12 or Sec. 8.7.11  |
| College, university, seminary                                  | √   | Sec. 8.3.13 and Sec. 8.7.15 |

| TC-1   | √= Permitted Use<br>L= Limited Use<br>S=Special Use | Use Standards                               |
|--|---|---|
| Educational building used by a college, university or seminary | √   | Sec. 8.3.13 and Sec. 8.7.15                 |
| School, public or private (K-12)                               | √   | Sec. 8.3.14 and Sec. 8.7.14                 |
| School, trade, vocational or business                          | √   |   |
| All places of worship  | √   | Sec. 8.3.15, Sec. 8.7.13, and Sec. 8.8.3(d) |
| Private club/Lodge   | S   | Sec. 8.3.16                                 |
| Correctional transition facility                               | S   | Sec. 8.3.18                                 |
| Hospice  | √   |   |
| Nursing home   | √   |   |
| Assisted living facility                                       | √   |   |
| Personal care home, registered                                 | √   | Sec. 8.3.19                                 |
| Personal care home, family                                     | √   | Sec. 8.3.19                                 |
| Personal care home, group                                      | √   | Sec. 8.3.19                                 |
| Substance recovery facility                                    | S   | Sec. 8.3.20                                 |
| Office, general  | √   | Sec. 8.4.1                                  |
| Office, medical  | √   | Sec. 8.4.3                                  |
| Office, utility/contractor                                     | L   | Sec. 8.4.4                                  |
| Studio/multimedia production facility                          | L   | Sec. 8.4.5                                  |
| Indoor amusement   | √   |   |
| Indoor sports facility   | √   |   |
| Teen Club  | L   | Sec. 8.4.7                                  |
| Theater/cinema/ performing arts                                | √   |   |
| Retail, general  | √   |   |
| Art/photo studio; gallery                                      | √   |   |
| Convenience store  | S   | Sec. 8.4.14                                 |
| Fuel/gas station   | S   | Sec. 8.4.14                                 |
| Food-oriented retail   | √   | Sec. 8.4.16                                 |
| Pharmacy   | √   | Sec. 8.4.21                                 |
| Services, general  | √   |   |
| Animal services, indoor  | L   | Sec. 8.4.24                                 |
| Bank   | √   |   |
| Body art services  | √   |   |
| Business support services                                      | √   |   |
| Catering establishment   | √   |   |
| Hall, banquet or reception                                     | S   |   |
| Instructional studio or classroom                              | √   |   |
| Laundromat;  | √   |   |
| Dry Cleaner/Laundry, Neighborhood                              | √   |   |
| Personal service shop  | √   | Sec. 8.4.28                                 |

| TC-1  | √= Permitted Use<br>L= Limited Use<br>S=Special Use | Use Standards                          |
|---|---|--|
| Psychic; palmist; medium; fortune teller                      | √   |  |
| Repair-oriented services                                      | √   |  |
| Distillery, craft,  | S   | Sec. 7.14                              |
| Bar; tavern   | S   | Sec. 8.4.30 and Sec. 7.14              |
| 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              |
| Ancillary retail dealer (off-premise consumption of alcohol)  | √   | Sec. 8.7.24 and Sec. 7.14              |
| Package store (not including wine specialty shops)            | S   | Sec. 7.14                              |
| Wine Specialty Shop (not including package stores)            | S   | Sec. 7.14                              |
| Winery; Meadery; Cidery                                       | S   | Sec. 7.14                              |
| Brewery, Micro  | S   | Sec. 7.14                              |
| Bed and Breakfast Homestay                                    | L   | Sec.8.4.33                             |
| Bed and breakfast   | L   | Sec. 8.4.34                            |
| Inn   | L   | Sec. 8.4.35 and Sec. 8.7.24            |
| Hotel/motel, 16-74 rooms                                      | S   | Sec. 7.13                              |
| Short-term vacation rental                                    | L   | Sec. 8.4.37 and Sec. 7.5               |
| Vehicle service, minor  | L   | Sec. 8.4.42                            |
| Vehicle wash, full or self-service                            | L   | Sec. 8.4.45                            |
| Manufacturing, Artisan/Craft                                  | L   | Sec. 8.5.4                             |
| Parking facility  | S   | Sec. 8.6.2                             |
| Utilities, major  | S   |  |
| Utilities, minor  | √   |  |