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City of
Gainesville

Inter-Office Communication

Planning Division
X5022, FAX x2282, Station 11

To: City Plan Board **Item No. 7**
Date: June 15, 2006

From: Planning Division Staff

Subject: **Petition 56TCH-06 PB.** Gainesville Regional Airport, Alan Penksa, agent. Amend Sec. 30-76 (Airport Facility District, AF) in order to specify permitted uses, add an Airport Development Area Table, dimensional requirements and update the general provisions of the section.

Recommendation

Staff recommends approval of Petition 56TCH-06 PB.

Explanation

This petition proposes various amendments to the provisions of the Airport Facility (AF) zoning district (Section 30-76 of the Land Development Code). This section currently does not list what uses are permitted in the district and instead refers to an airport layout zoning map that has not been established. The changes proposed by this petition and the airport facility zoning map proposed in related Petition 55ZON-06 PB will provide a codified standard for review by city staff of future development plans at the airport. The text changes proposed in this petition (and the separately proposed airport facility zoning map) were developed by the applicant with input from city planning staff.

The amendments to Section 30-76 include a list of uses that are to be permitted by right and a table that describes the type of development, infrastructure or facility that can occur within identified sub-areas (Airport Development Area, Airport Infrastructure Area, and Non-Development Area as shown on the proposed airport facility zoning map) in the AF zoning district. The sub-area entitled Airport Development Area additionally shows the amount of existing development and proposed development. The current code requirement for principal or accessory buildings and their approximate square footages to be shown on an adopted zoning map is proposed for deletion and replacement with the provisions described above.

Other proposed revisions to the AF zoning district requirements include establishing required minimum building setbacks, deleting the requirement to show taxiways and

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aprons on the zoning map (due to the occasional need to reconfigure them, which would require rezoning as now codified), dropping redundant provisions pertaining to parking and landscaping exemptions, and updating the Objectives subsection of Section 30-76.

The proposed changes if approved will flesh out what to date has been an insufficiently defined zoning district and result in more substantiated review of airport development projects by city staff.

Planning Division staff recommends approval of Petition 56TCH-06 PB.

Respectfully submitted,

A handwritten signature in cursive script that reads "Ralph Hilliard". The signature is written in dark ink and is positioned below the typed name.

Ralph Hilliard
Planning Manager

DM

Attachment

Attachment

PROPOSED REVISIONS TO SECTION 30-76:

Sec. 30-76. Airport facility district (AF).

- (a) *Purpose.* The AF district is established for the purpose of assuring the proper and safe operation of the Gainesville Regional Airport, to protect the public investment in the airport, and to protect and promote the public utility of the airport. Recognizing the unique conditions pertaining to the airport, this district provides a means of balancing conformance to applicable state and federal regulations with local concerns.
- (b) *Objectives.* The provisions of this district are intended to:
- (1) Ensure public health, safety and welfare by adherence to all applicable local, state and federal standards and regulations.
 - (2) Protect the public investment through development plan review, where applicable, to accommodate efficient and harmonious use of the facility.
 - (3) Ensure consistency with the City of Gainesville's comprehensive plan and compatibility with surrounding land uses through adoption and implementation of the airport facility zoning map. Orient airport development decisions toward the realization of community development objectives.
- (c) *Uses permitted by right.* The specific uses permitted within this district are listed below; and shall be designated on an airport layout zoning map which shall be adopted and amended by ordinance.

Uses by right

U.S. Postal Service (MG-43)

Public Administration (Div-J)

Public Golf Courses (IN-7992)

Public Service Vehicles, in accordance with conditions and requirements of Article VI.

Public lands designated for open space or conservation

Transmitter towers in accordance with Article VI

Aircraft and Parts (IN-372)

Search, Detection, Navigation, Guidance, Aeronautical, and Nautical Systems and Instruments (IN-381)

Local and Suburban Transit and Interurban Highway Passenger Transportation (MG-41)

Motor Freight Transportation and Warehousing (MG-42)

Transportation by Air (MG-45)

Transportation Services (MG-47)

Communications (MG-48)

Transportation Equipment and Supplies, Except Motor Vehicles (GN-5088)

Petroleum and Petroleum Products Wholesalers (IN-5172)

Automotive Dealers and Gasoline Service Stations (MG 55)

Eating and Drinking Places (MG-58)

Gift Novelty and Souvenir Shop Incidental to the Terminal (GN-5947)

Retail Stores Not Elsewhere Classified (IN-599)

Hotels and Motels (IN-701)

Automotive Repair Services and Parking (MG-75)

Public Order and Safety (IN-922)

Engineering, Accounting, Research, Management, and Related Services (MG-87)

Executive, Legislative, and General Government except Finance (MG-91)

Administration of Economic Programs (MG-96)

Any use customarily incidental to the permitted principle use

(d) Dimensional Requirements. All principle and accessory structures shall be located and constructed with the following requirements:

(1) Minimum building setbacks:

a. Front: 25 feet from property line to structure

b. Side: To meet FAA and Airport operational requirements

c. Rear: To meet FAA and Airport operational requirements

(d e) Additional requirements.

(1) Rezoning.

a. Applications for rezoning to the airport facility district shall be accompanied by with a zoning map as described herein, in ~~subsection (d) (1)c.~~, which shall become and be made a part of the ordinance rezoning the property. Additionally, the Gainesville-Alachua County Regional Airport Authority (the authority) and/or city commission may require a development plan to be included as part of any petition to rezone property to this classification provided the authority finds that such a plan is essential to the

orderly development of the airport and necessary to protect the health, safety and general welfare of the flying public and surrounding properties.

- b. The petition shall be initially reviewed by the authority. The review of the authority shall be primarily in the context of: the relationship of the proposed rezoning to the adopted airport master plan, the relationship and effect of the proposed rezoning to or on any existing land use on the airport, and the impact of the proposed rezoning on the airport. After such review, which shall be made within 60 days of the filing of the application for rezoning, the authority shall submit a written recommendation to the city plan board which shall become a permanent part of the public record. The application shall then continue to be processed as any other zoning map amendment petition under the procedures set forth in section 30-6 et seq. If a written recommendation is not made within the time provided, then the city plan board may act on the application.
- c. The airport facility zoning map shall include, at a minimum, the following:
 - 1. Scale, date, north arrow and general location map showing the boundaries of the area for rezoning;
 - 2. Existing or proposed principal or accessory buildings and approximate square footage; The Airport Development Area, Airfield Infrastructure Area, and Non-Development Area as designated sub-areas within the Airport Facility zoning district. The type of (and for the Airport Development Area, the amount of existing and proposed development) development, infrastructure or facility that can occur within these sub-areas of the AF zoning district is described below.

Airport Development Area:

<u>Description</u>	<u>Existing Development</u>	<u>Proposed Development</u>
<u>Passenger Terminal</u>	<u>54,000 sq. ft.</u>	<u>200,000 sq ft.</u>
<u>Air Cargo</u>	<u>2,000 sq. ft.</u>	<u>150,000 sq ft.</u>
<u>Air traffic Control Tower</u>	<u>3,000 sq ft.</u>	<u>20,000 sq. ft.</u>
<u>Rental Car Service Center</u>	<u>1,500 sq. ft.</u>	<u>40,000 sq. ft.</u>
<u>Airport Maintenance</u>	<u>10,000 sq. ft.</u>	<u>40,000 sq. ft.</u>
<u>General Aviation Hangars</u>	<u>250,000 sq. ft.</u>	<u>700,000 sq. ft.</u>

Fuel Storage	80,000 gallons	250,000 gallons
Aviation Related	85,000 sq. ft.	300,000 sq. ft.
Revenue Support	7,500 sq. ft.	500,000 sq ft.

Notes for Aviation Development Area:

1. Aviation Development Area summarizes vertical construction only and does not include pavements or other similar horizontal development.
2. All future development will be built in general conformance with the adopted airport master plan.
3. Aviation-Related development is defined as development that supports aviation activity. Typical buildings and uses but not all inclusive that could fall under this category include fixed based operators, flight training schools, NAVAID structures, corporate flight departments, Airport Rescue and Firefighting (ARFF) buildings, electrical vaults, FAA operated buildings, etc.
4. Revenue Support buildings include developments with long-term leases with the airport that help generate revenue to support the continued operations of the Airport. Some typical uses included hotels/motels, commercial, industrial and retail development.

Airfield Infrastructure Area:

Development within the Airfield Infrastructure Area can include development items such as NAVAIDS, equipment shelters, pavements and other associated items.

Non-Development Area:

Non-Development Areas can include internal access roads, fencing, storm water management, and other security related items necessary to support aviation operations. This area may be modified during a future rezoning request;

3. Within the site and 300 feet of the surrounding area, the location of all existing or proposed runways, ~~taxiways and aprons~~; and
 4. All areas proposed for exemption from the parking and/or landscaping requirements.
- d. Amendments to the approved and adopted airport facility zoning layout map shall be processed in the same manner as an application for rezoning.
- (2) *Development plan approval.* Development plan approval in accord with Article VII shall be required for all development, except that the authority shall review any preliminary or final development plans within the airport facilities districts. The authority shall specify any objections to the development plan and may make recommendations for modifications. In addition to the requirements of Article VII, the authority shall also review

the development plan in the context of: the relationship and effect of the proposed development plan to or on the adopted airport master plan; the relationship and effect of the proposed development plan to or on any standard, rule, regulation or applicable contractual agreements on the airport; and the impact of the proposed use on the airport. Upon completion of its review of a development plan, the authority shall either approve, approve with modifications, deny, or take any other action deemed appropriate.

- (3) *Parking.* Any development within the AF district shall comply with the parking requirements as set forth in Article IX, except, in development plan review, if the authority finds that the necessity or desirability of such parking is inappropriate due to the unique nature of the proposed use or the location upon the airport, it may waive or modify the off-street parking requirements. ~~Additionally, the city commission may expressly exempt areas within the AF district from these requirements at the time of rezoning, upon a finding that the parking requirements of Article IX would not serve the best interest of the flying public or would constitute a safety hazard. The areas exempt from the parking requirements shall be clearly shown on the airport layout zoning map and on any approved development plan.~~
- (4) *Landscaping.* Any development within the AF district shall comply with the landscaping requirements as set forth in Article VIII, except, in development plan review, if the authority finds that such landscaping is in conflict with Federal Aviation Administration safety requirements, it may waive or modify the landscaping requirements. ~~Additionally, the city commission may exempt areas within the AF district from these requirements at the time of rezoning, upon a finding that provision for landscaping or certain other requirements of Article VIII would not serve the best interest of the flying public or where landscaping would constitute a safety hazard. The areas exempt from the landscaping requirements shall be clearly shown on the airport layout zoning map and on any approved development plan.~~
- (5) *Signs.* The sign requirements shall be complied with as set forth in Article IX.
- (6) *Flood control.* Prior to the issuance of a building permit in the AF district, the provisions of the flood control district, Article VIII, shall be complied with where applicable.

(Ord. No. 3777, § 1, 6-10-92)

6. **Petition 55ZON-06 PB** Gainesville Regional Airport, Alan Penksa, agent. Establish an Airport facility zoning map pertaining to the AF (Airport Facility) Zoning District.

7. **Petition 56TCH-06 PB** Gainesville Regional Airport, Alan Penksa, agent. Amend Sec. 30-76 (Airport Facility District, AF) in order to specify permitted uses, add an Airport Development Area Table, dimensional requirements and update the general provisions of the section.

Mr. Dean Mimms, Chief of Comprehensive Planning, was recognized. He stated that the Airport Facility District was over 1300 acres located on the east of Waldo Road and a very small portion to the west of Waldo Road and on the north side of 39th Avenue.

Mr. Mimms explained that, since the update of the Comprehensive Plan in 1992, there has been a requirement for an Airport Layout Zoning Map. He stated there is an Airport Authority that makes final reviews of development plan for the airport. He stated, due to the multi-use nature of the airport, there has not been a list of permitted uses by right or otherwise. He stated that the comprehensive update of the Airport Master Plan suggested changes to the Zoning Code to make airport development work better.

He pointed out the proposed Airport Facility Zoning Map with text. He explained that what the Airport and staff recommend a change to the Zoning Map showing only the various development areas. He stated the development areas were shown in yellow and the nondevelopment area in blue and the airport infrastructure was also shown. He stated that the map requirements in the text require depicting the actual existing and proposed buildings and square footage. He stated that the map would have to be revised every time there was new development; therefore, a map has never been developed. Mr. Mimms stated this proposal is to get rid of that requirement and also the requirement to depict taxiways and aprons, since they may have to be reconfigured at times to better manage the airport but are really not a zoning issue. He stated that the list of permitted uses would be allowed anywhere within the airport facilities district and ranges from Hotels to airport infrastructure.

Mr. Mimms stated there are no design criteria, therefore, the setback criteria for side setbacks was pulled from the Industrial Zoning District. He stated there were some exemption provisions regarding parking and landscaping, and that the Objectives section was updated.

Chair Reiskind stated the airport had been there for a while without all the detail and with the existing development. He asked whether this petition was for limits or goals.

Mr. Mimms stated there are limits that are consistent with the Airport Master Plan that are being updated.

Mr. Mimms stated that this would provide structure and a basis for review.

Ms. McDonell asked what procedure would the airport go through if it wanted to have a use not on the list.

Mr. Mimms stated they could not, the text of the Code would need to be changed and not the zoning map.

Mr. Tecler asked whether the small industrial area could move into the yellow areas on the map.

Mr. Mimms stated that if the use supported the aircraft industry, it could. Otherwise it would have to go to the Airport Industrial Park.

<u>Motion By:</u> Ms. McDonell	<u>Seconded By:</u> Mr. Cohen
<u>Moved to:</u> Approve Petition. 55ZON-06 PB as presented.	<u>Upon Vote:</u> Motion Carried 4 – 0 Aye: Cohen, Reiskind, Tecler, McDonell
<u>Motion By:</u> Ms. McDonell	<u>Seconded By:</u> Mr. Cohen
<u>Moved to:</u> Approve Petition. 56TCH-06 PB as presented.	<u>Upon Vote:</u> Motion Carried 4 – 0 Aye: Cohen, Reiskind, Tecler, McDonell