



STAFF REPORT

CITY OF COLUMBUS PLAN COMMISSION (May 8, 2013 Meeting)

Docket No. / Project Title: PUDF-13-01 (Columbus Airpark)

Staff: Thom Weintraut

Applicant: Columbus Board of Aviation Commissioners

Property Size: 472.69 Acres

Current Zoning: PUD (Planned Unit Development)

Proposed Zoning: PUD (Planned Unit Development)

Location: The Columbus AirPark PUD consists of the non-aviation land of the Columbus Municipal Airport, which is generally located between Arnold Street (North), Poshard Drive (East), Chapa Drive (South), and River Road (West).

Background Summary:

The Columbus AirPark Planned Unit Development was adopted by the Columbus City Council through Ordinance Number 44, 2008 on December 2, 2008. The AirPark PUD provides a unique set of zoning standards specifically for the unique circumstances and development proposed on the non-aviation portions of the Columbus Municipal Airport.

The Board of Aviation Commissioners has identified a need to provide a location for student housing for the post-secondary institutions located in the AirPark. The area proposed for student housing is located on the east and west sides of Ray Boll Boulevard between Chappa and Poshard Drives. In addition the Board of Commissioners are requesting a change to allow limited retail facilities as a conditional use in the InfoTech Park area along the frontage of the west side of Central Avenue south of the Hospital Data Center and to add community garden to the list of permitted uses for a specific location in the AirPlex Commerce Center area located on the south side of Cessna Drive adjacent to the Northbrook Subdivision (where the Columbus Community Garden is currently located).

Key Issue Summary:

The following key issue(s) should be resolved through the consideration of this application:

1. Is student housing an appropriate use at the Columbus Airpark?
2. What development standards, such as parking, are appropriate for a student housing facility?
3. What pedestrian connections are appropriate/necessary to serve the student housing and added retail locations?
4. Should there be a buffering requirement between the student housing and properties that are used for industrial purposes?

Preliminary Staff Recommendation & Comments:

Favorable recommendation to the City Council, subject to the following conditions.

1. The Education/Life Sciences Center will be extended those lots frontage on the east side of Roy Boll Boulevard (where the student housing is proposed).

2. The definition of student housing shall read as follows: Multi-tenant, shared common space housing that is transient in nature via short-term (less than 1 year leases). The student housing shall be limited to either, (1) students enrolled at IUPUC, Ivy Tech – Columbus, and some other institution of higher educations located primarily at the Columbus AirPark or (2) students enrolled at other institutions of higher learning and participating in internships or other work study programs with an employer located in the city of Columbus. Student housing may include common resident meeting space, a student welcome space, recreation and fitness facilities, laundry facility, entertainment lounges and rooms, computer and study labs, and other similar support facilities for the exclusive use of student housing residents.
3. The following supplemental development standards shall apply to student housing:
 - a) On-site parking shall be provided at a minimum of 1 space per bed. All other aspect of the parking (dimensions, etc.) shall comply with the standards of the PUD and the Columbus Zoning Ordinance (by reference).
 - b) An 8 foot wide side path shall connect any student housing with (1) the existing side path at the north east corner of the intersection of Ray Boll Boulevard and Poshard Drive, (2) the existing side path on the west side of Kelly Street (via Poshard Drive and Kelly Street) and (3) the existing path located between Ivy Tech's Poling Hall and Harrison College (vis Poshard Drive). Such side paths shall be separated from all adjacent street pavement by a "tree lawn" area that is a minimum of 5 feet in width. All street crossings shall meet the specifications of the City Engineer and be subject to approval by the Columbus Board of Public Works and Safety. The side path network shall be installed in its entirety in conjunction with any student housing developments and shall be 100% complete prior to occupancy of any student housing.
 - c) A buffer yard of 25 feet in addition to the required setback shall be provided between any student housing facilities and the Ray Boll Commerce Center. The buffer shall consist of a wall or fence with the with no overlap of tree canopies at full maturity and plantings shall provide a break every twenty (20) feet for a minimum distance of eight (8) feet in order to prevent the creation of a wildlife corridor. The plant material shall exclude any plants listed on the prohibited plant materials list of the AirPark PUD Section E. Installation and maintenance of the landscaping material shall meet the requirements of the AirPark PUD Section E. The Buffer yard shall be installed in its entirety on a lot by lot basis as student housing is completed in these lots and shall be 100% complete prior to occupancy of the student housing.
4. The definition of "Community Garden" shall match that provided by the Columbus Zoning Ordinance and shall read as follows: a location where a government agency, neighborhood association, church group, or other entity offers seasonal garden plots or a common garden area for use by the public to grow fruits and vegetables for their individual household and/or community use. The term community garden includes associated parking areas, tool sheds, and water supplies, but not the sale or distribution of the items grown on site.
5. An 8 foot wide side path shall connect any limited retail uses to both the higher education campus and all student housing facilities. Such side paths shall be separated from all adjacent street pavement by a "tree lawn" area that is a minimum of 5 feet in width. All street crossings shall meet the specifications of the City Engineer and be subject to approval by the Columbus Board of Public Works and Safety. The side path network shall be installed in its entirety in conjunction with any student housing developments and shall be 100% complete prior to occupancy of any limited retail uses.

Plan Commission Options:

In reviewing a request for a Preliminary PUD the Plan Commission may (1) forward a favorable recommendation to the City Council, (2) forward an unfavorable recommendation to the City Council, (3) forward the application to City Council with no recommendation, or (4) continue the review to a future Plan Commission meeting. The Plan Commission may attach conditions to any recommendation which are to become written commitments of the applicant. The City Council makes all final decisions regarding Preliminary PUD applications.

Decision Criteria:

Indiana law and the Columbus Zoning Ordinance require that the Plan Commission and City Council pay reasonable regard to the following when considering any rezoning (including Preliminary PUD applications):

The Comprehensive Plan.

Preliminary Staff Comments: The Comprehensive Plan encourages housing diversity with regards to size, types, price and locations within the community. In addition the Plan promotes the continued desirability of the Columbus Municipal Airport as an area for educational facilities and related uses. The community garden provides benefit to members of the community who want to grow fruits and vegetables but do not have access to gardening space elsewhere.

The current conditions and the character of current structures and uses in each district.

Preliminary Staff Comments: The proposed modifications are consistent with the growth and evolution of the higher education campus location within the Airpark. The proximity of student housing will provide options for students to reside closer to their respective schools. The addition of limited retail facilities to the west side of Central Avenue will provide opportunities to support the campus area. The general character of the Airpark where the proposed student housing will be located is large lot, corporate, healthcare, or educational campus style in development.

The most desirable use for which the land in each district is adapted.

Preliminary Staff Comments: The continued support and growth of the area of the Educational/Life Sciences Center is a desirable land use and adding student housing and limited retail facilities to the InfoTech Park area will help to support the needs of the education institutions. The community garden provides a service to the residents of the City of Columbus and is an appropriate use for area since it is near residential properties and located away from more developed portions of the AirPark.

The conservation of property values throughout the jurisdiction of the City of Columbus.

Preliminary Staff Comments: The proposed modifications will not affect the use of the property because the location for the student housing is in an area near the education campus and an area that is less developed. The addition of multi-family style student housing will provide an alternative to an under recognized demographic; traditional college students. The addition of housing in this area should not affect property values around the AirPark or through the community. The community garden has been located on this portion of the AirPark for a number of years without negative impacts.

Responsible growth and development.

Preliminary Staff Comments: The proposed modifications promote responsible growth and development because it complements the educational facilities nearby. The addition of student housing will provide opportunities for students to utilize the campus without having long commuting times and reduce the reliance for automobile use. The continued use of an undeveloped portion of the Airpark for a community garden provides additional resources to the community within a residential area.

Current Property Information:	
Land Use:	Certified Technology Park, Agriculture, Residential, Public, Institutional, Commercial, Industrial, Park and Open Space, and Vacant Land.
Site Features:	There are not streams and very little tree cover within the area. The site contains various college and university buildings, office buildings, light industrial manufacturing facilities, and residential health care facilities.
Flood Hazards:	The PUD does not contain any areas within a flood hazard area.
Special Circumstances: (Airport Hazard Area, Wellfield Protection Area, etc.)	The PUD is in the Airport Hazard Area. The areas proposed for residential area outside of the Approach Zone.

Vehicle Access:	The property within the PUD has access via several streets: Central Avenue, Poshard Drive, Marr Road, and River Road, which are all classified as Suburban Arterial Streets and Middle Road which is a Suburban Collector. The PUD is also served by various interior streets which are classified as locals.
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Surrounding Zoning and Land Use:		
	Zoning:	Land Use:
North:	P (Public/Semi-Public)	Airport and Agriculture (Crop Production)
South:	P (Public/Semi-Public), RT (Residential: Two-Family), RHM (Residential: Manufactured Home Park), RS3 (Residential: Single-Family) I2 (Industrial: General)	Single-family, Two-family, and Multi-family Residential, Manufactured Home Park, Soccer Fields, Industrial, and a Worship Facility
East:	RS4 (Residential: Single-Family), AP (Agriculture: Preferred)	Single-family Residential and Agriculture (Crop Production)
West:	RS2 (Residential: Single-Family)	Single-family Residential

History of this Location:

The relevant history of this property includes the following:

1. The Preliminary PUD Plan for the Columbus AirPark was approved by the Columbus City Council on May 7, 2008.
2. The Final PUD Plan and Rezoning (which finalized the Columbus AirPark PUD) was adopted by the Columbus City Council as Ordinance Number 44, 2008 on December 2, 2008.
3. On March 1, 2011 the City Council adopted Ordinance Number 5, 2011 that amended the PUD parking requirements to allow the occupants of the higher-education campus to participate in an off-site parking arrangement by which parking spaces are calculated based on a shared campus area as a whole, rather than separately for each lot.

Comprehensive Plan Consideration(s):

The Future Land Use Map indicates the future use of this property as Special Use.

The following Comprehensive Plan goal(s) and/or policy(ies) apply to this application:

1. **Goal D-1:** Develop new housing where adequate public services can be provided economically.
2. **Policy D-1-1:** Promote orderly housing expansion in locations where the city's infrastructure and services have the capacity to accommodate the growth.
3. **Policy D-1-3:** Encourage development adjacent to already developed areas.
4. **Goal D-2:** Encourage development of a sufficient supply of diverse housing types, sizes, and price ranges within the community.
5. **Policy D-2-2:** Allow for various housing types.

The following goal(s) and policy(ies) apply to the Columbus Municipal Airport area:

1. **Goal J-5:** Ensure the continued desirability of the airport area as a location or aviation and for small-to-medium sized enterprises, including high-technology companies, educational institutions, health care facilities, offices, and other similar uses.
2. **Policy J-5-5:** Maintain and support the existing post-secondary educational facilities at the airport.

3. **Policy J-5-7:** Within the airport, restrict retail and similar commercial development to that which will support the desired activities.

This property is located in the Columbus Municipal Airport character area. The following Planning Principle(s) apply to this application:

1. Agriculture use should continue in the areas not designated for other uses.
2. Structures should be low rise.
3. Significant areas of open space should be preserved.
4. A pedestrian circulation system should be developed.

Planning Consideration(s):

The following general site considerations, planning concepts, and other facts should be considered in the review of this application:

1. The Preliminary PUD did not include multi-family residential as a permitted use and therefore no developments standards pertaining to residential density, buffering, or parking were included. Below is a comparison of the RM (Residential Multi-Family) standards and the Airpark Standards for the Educational/Life Sciences Center and Ray Boll Commerce Center.

RM Zoning District Standards	Educational/Life Sciences Center Standards
Maximum Gross Density: 25 Dwelling units per Acre	None
Minimum Lot Area: Residential Use: 1,500 sq. ft. per dwelling unit (with a minimum of 6,000 sq. ft. if fewer than 4 units.) Maximum Lot Area: None	Minimum Lot Area: 55,000 sq. ft. Maximum Lot Area: None
Maximum Lot Width: 50 feet.	Maximum Lot Width: 200 feet.
Maximum Lot Depth: None	Maximum Lot Depth: None
Minimum Lot Frontage: 50 feet.	Minimum Lot Frontage: 100 feet.
Maximum Lot Coverage: 65%	Maximum Lot Coverage: 50%
Minimum Front Setbacks: <ul style="list-style-type: none"> • Arterial Streets – 10 feet • Collector Street – 10 feet • Local Street – 10 feet 	Minimum Front Setbacks: <ul style="list-style-type: none"> • Arterial Streets – 50 feet • Collector Street – 35 feet • Local Street – 25 feet
Minimum Side & Rear Setbacks: 10 feet.	Minimum Side & Rear Setbacks: 10 feet.
Maximum Building Height: Primary Structure - 50 feet. Accessory – 25 feet.	Maximum Building Height: Primary Structure - 35 feet. Accessory – 35 feet.

<p>Maximum Primary Structures: Multi-family residential develop- ments with coordinated parking and pedestrian systems may have unlimited structures on any one lot.</p>	<p>Maximum Primary Structures: Medical Centers, office complexes and other such developments with coordinated parking and pedestrian systems may have unlimited structures on any one lot.</p>
<p>Parking Requirements: 1.5 spaces per dwelling unit plus 1 per each non-resident employee plus 1 per every 6 persons in any accessory community center, meeting hall, or similar facility.</p>	<p>Parking Requirements: Parking for the uses on each lot are to meet the non-residential standards of Zoning Ordinance Section 7.1. with the following exceptions: Higher-education campus to participate in an off-site parking arrangement by which parking spaces are calculated based on a shared campus area as a whole, rather than separately for each lot.</p>

2. Landscaping Standards for the Airpark are similar to the standards of the current Zoning Ordinance. However, since the airpark uses were previously commercial or industrial standards there was not buffering component required outside of buffering between the perimeter of the PUD and the adjoining residential properties. The where student housing is proposed abuts industrial uses and, if located elsewhere in the community, buffering would be required under Zoning Ordinance Section 8.2.
3. The current lighting and sign standards for the AirPark PUD are comparable to the standards of the Zoning Ordinance.
4. The provided definition for student house states: *Multi-tenant, shared-space housing that is transient in nature via short term (<1 yr) lease agreements. Such Housing is intended only for use by those enrolled in institution of higher education.* This definition does not define from which institutions students will be eligible for housing. Does this apply only to AirPark institutions, or to institutions in the City of Columbus, or students who attend institutions in surrounding communities?
5. The student housing definition does not state whether the housing will include special services such as food service, limited retail, recreational facilities, conference, study, computer lab facilities, or laundry facilities and whether those services are available to the public who are not residents. The Airport Board has stated that they would like to add clubhouse, fitness center and laundry facilities restricted to residents to the definition. They also state that if other amenities are provided by a developer they will be restricted to residents of the student housing as well.
6. The Airport Board has stated that the apartment layout will differ from traditional multi-family layouts because the units will have four bedrooms and potentially each tenant would likely have an automobile, so parking counts would be higher than traditional multi-family needs.
7. The total number of units proposed is between 25 and 31 which will translate in to between 100 and 124 beds.
8. Student housing typically has more individuals who ride bicycles. The bicycle parking space per PUD requirements would be zero bicycle spaces for a parking lot of less than 25 spaces, 2 spaces for a parking lot of 26 – 250 spaces, and 4 spaces for parking lots over 250 spaces.
9. The AirPark Street System Plan show future sidewalks along Ray Boll Boulevard and Chappa Drive in the area where the student housing is proposed. Sidewalks would be required as part of the development on the student housing site. The Airport Board has provided a plan showing a an 8 foot side path along the east side of Ray Boll Boulevard and crossing Poshard Drive and connecting to an existing trail. This trail connects to Middle Road and the ColumBUS bus stop. The Airport Board has also provided a plan showing 8 foot side path along the south side of Poshard Drive to the intersection of Kelly Street and then crossing to connect to a 8 foot side path to be constructed going north along the west side of Kelly Street to the Advanced Manufacturing Center of Excellence. The plan also shows a side path along the north side of Poshard Drive connecting to the People Trail on the south side of the Ivy Tech Building.
10. There are no details of how student could walk from the housing area to the future retail locations on the west side of Central Avenue.

11. Limited retail facilities are defined in the PUD as a book store, office supply, mail shipping service facility, coffee shop, convenience market, and restaurants. The limited retail facilities that are requested as conditional uses in the InfoTech Park area are coffee shop, convenience market, and restaurant.

**Columbus – Bartholomew County Planning Department
Planning Unit Development (PUD) Application**

Planning Department Use Only:

Jurisdiction: Columbus Bartholomew County Joint District

Docket No.: PUDF-13-01

Planned Unit Development (PUD) Application:

Application Type Preliminary PUD Plan Final PUD Plan & Rezoning
 Minor Modification Major Modification (a Preliminary or Final PUD Revision)

PUD Title: Columbus Municipal AirPark

Applicant Information (the person or entity that will own and/or execute what is proposed):

Name City of Columbus Municipal Airport

Address 4770 Ray Boll Boulevard, Columbus, IN 47203
(number) (street) (city) (state) (zip)

Phone No.: (812) 376-2519 Fax No.: (812) 348-1320 E-mail Address: bpavne@columbus.in.gov

Property Owner Information (the "owner" does not include tenants or contract buyers):

Name: City of Columbus Municipal Airport

Address 4770 Ray Boll Boulevard, Columbus, IN 47203
(number) (street) (city) (state) (zip)

Phone No.: (812) 376-2519 Fax No.: (812) 348-1320 E-mail Address: bpavne@columbus.in.gov

Property Information:

Property Size: _____ acres *or* _____ square feet

Address _____
(number) (street) (city) (state) (zip)

or General Location (if no address has been assigned provide a street corner, subdivision lot number, etc):

Modification to the Info Tech Park, Edu/Life Sciences Center, Ray Boll Commerce Center, and AirPlex Commerce Center areas of the PUD.

A legal description is attached.
(a legal description is required for the processing of all *Final PUD Plan* requests).

The PUD document is attached.
(refer to Columbus & Bartholomew County Zoning Ordinance Section 5.3(B) for Preliminary PUD Plan requirements and Section 5.4(B) for Final PUD Plan & Rezoning Requirements)

Notification Information (list the person to whom all correspondence regarding this application should be directed):

Name: Brian J. Payne

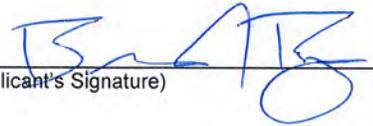
Address 4770 Ray Boll Boulevard, Columbus, IN 47203
(number) (street) (city) (state) (zip)

Phone No.: (812) 376-2519 Fax No.: (812) 348-1320 E-mail Address: bpayne@columbus.in.gov

How would you prefer to receive information (please check one): Email Phone Fax Mail

Applicant's Signature:

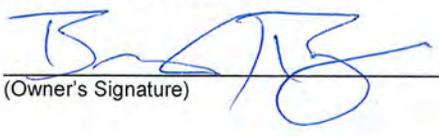
The information included in and with this application is completely true and correct to the best of my knowledge and belief.


(Applicant's Signature)

4-8-13
(Date)

Owner's Signature (the "owner" does not include tenants or contract buyers):

I authorize the filing of this application and will allow the Planning Department staff to enter this property for the purpose of analyzing this request. Further, I will allow a public notice sign to be placed and remain on the property until the processing of the request is complete.


(Owner's Signature)

4-8-13
(Date)

(Owner's Signature)

(Date)

Jeff Bergman
Columbus City Planning

Mr. Bergman,

The need for further growth of our educational campuses is apparent by record enrollments. Recent developments such as the the Advanced Manufacturing Center for Excellence and the Columbus Learning Center show that education is a community priority.

Columbus Municipal Airport finds itself at the exiting crossroads of this growth!

One current constraint our campuses have long endured is that of housing. The growth boom Columbus has experienced over the past few years has made difficulties for local renters. The continued growth vision our schools have will only cause such constraint to continue. In addition, the vision of our schools to grow larger than just commuter campuses is placing an emphasis on dormitory-style housing for these students.

We are requesting modification of the PUD that would allow for student housing to be developed on the educational portion of the PUD.

With the growth of these institutions we believe that the area is underserved by light retail operations, including small convenience stores and restaurants. To allow for this, we are also requesting modification to allow conditional use of such facilities into the Infotech Park area, in particular along the Central Avenue corridor.

And finally, we are requesting addition of a definition of a Community Garden to the permitted use cases within the PUD.

The specifics of these requests is attached along with an updated Development Plan.

Respectfully submitted,

Caleb Tennis
President, Board of Aviation Commissioners, Columbus Municipal Airport

Student Housing Modification

With increased interest from the city in supporting the growth of our educational facilities, the BOAC is requesting the following addition to the PUD:

In Section B, "Land Uses", subsection 1. "Permitted & Conditional Uses" - addition of the following description item:

oo. Student Housing

Multi-tenant, shared-space housing that is transient in nature via short term (< 1 yr) lease agreements. Such housing is intended only for use by those enrolled in institutions of higher education.

Additionally, in Table 2: Columbus AirPark: Schedule of Uses, add a line item under "Educational" section for **Student Housing** with a permitted use in the Edu/Life Sciences Center.

Use	InfoTech Park	Edu/Life Sci	Ray Boll	Air Plex
Educational				
Student Housing		P*	P*	

* See Development Plan for specific areas allowing Student Housing

Limited Retail Facilities

With the added growth in this area, the BOAC is interested in promoting growth of limited retail options to support the area - in particular convenience markets, coffee shops, and restaurants. The BOAC believes that such facilities are well suited to be located on major roadfronts - in particular along the Central Avenue corridor.

To support such a change, the BOAC proposes the following PUD changes:

In table 2: Columbus AirPark: Schedule of Uses, add Convenience Markets and Restaurants to **conditional use** in the InfoTech Park section.

Use	InfoTech Park	Edu/Life Sci	Ray Boll	Air Plex
Limited Retail Facilities				
Coffee Shop	C	C	P	
Convenience Market	C	C	P	
Restaurant	C	C	P	

* See Development Plan for specific areas allowing Retail

Community Garden Modification

The BOAC is requesting addition to the PUD to specify use of a community garden plot, as owned and run by the city.

In Section B, "Land Uses", subsection 1. "Permitted & Condition Uses" - addition of the following description item:

pp. Community Garden

An area created for benefit of the public to use gardening and harvesting of small amounts of fruits and vegetables.

Additionally, in Table 2: Columbus AirPark: Schedule of Uses, add a line item for "Community Garden" under section Other, with permitted use case in the Air Plex section of the PUD.

Use	InfoTech Park	Edu/Life Sci	Ray Boll	Air Plex
Other				
Community Garden				P

* See Development Plan for specific areas allowing Community Garden

