City of Columbus – Bartholomew County Planning Department

123 Washington Street Columbus, Indiana 47201 Phone: (812) 376-2550 Fax: (812) 376-2643



STAFF REPORT

CITY OF COLUMBUS PLAN COMMISSION (April 10, 2024 Meeting)

Docket No. / Project Title: DP-2024-002 (CMA Hangar Access Drive)		
Staff:	Melissa Begley	
Applicant:	Columbus Municipal Airport	
Property Size:	2,275 Acres	
Current Zoning:	P (Public / Semi-Public Facilities)	
Location:	4770 Ray Boll Drive, in the City of Columbus.	

Request Summary:

The applicant is requesting approval of a site development plan major modification consistent with Zoning Ordinance Chapter 12.8. The applicant has indicated that the proposed site development plan major modification is for the purpose of creating a new access drive off of Arnold Drive that will provide access to future hangars on the airport property.

The applicant is requesting 2 waivers from the zoning ordinance development standards that would typically apply to this development, specifically 1) Zoning Ordinance Section 7.3(Part 1)(D)(1) which requires all entrances and driveways to be curbed and 2) Zoning Ordinance Section 7.3(Part 1)(C)(3)(c)(ii) to allow the new access drive to be 14.8 feet from another drive on the south side of Arnold Street and 137.5 feet from Andrews Street, both less than the minimum required 200 foot driveway separation.

Key Issue Summary:

The following key issue(s) should be resolved through the consideration of this application: None

Plan Commission Decision Criteria:

The Columbus Zoning Ordinance requires that the Plan Commission consider (1) compliance with the applicable development standards established by the Zoning Ordinance and (2) the general standards listed below in the review of site development plans (Section 12.8(E)).

- 1. The proposed development will be consistent with the comprehensive plan.
- 2. The proposed development will not be detrimental to or endanger the public health, safety, convenience, or general welfare.
- 3. The proposed development will not be injurious to the use and enjoyment of the surrounding property.
- 4. The proposed development will not impede the efficient, orderly, and normal development of the surrounding property.
- 5. The proposed development provides adequate access, utilities, landscaping, buffering, and other improvements.

6. The proposed development provides pedestrian and vehicle ingress, egress, and circulation in a manner that maintains adequate public safety and efficient movement.

The Plan Commission may waive development requirements of the Zoning Ordinance based on findings by the Commission that the altered requirements will better serve (a) the intent of that development requirement, (b) the intent of the zoning district, and/or (c) the general standards listed above.

Plan Commission Process, Options & Preliminary Staff Recommendation:

Step 1

Development Standards Waivers:

The initial step in the approval process is for the Plan Commission to determine if any requested development standards waivers can be supported based on the decision criteria provided by the Zoning Ordinance. The waiver may be approved if one or more of the criteria

have been met. A separate motion with specific findings is recommended for each requested waiver.

Requested Waiver (#1): The applicant proposes not to install curbing at the entrance of the hangar access drive off of Arnold Street. Section 7.3(Part 1)(D)(1) of the Zoning Ordinance indicates that all entrances and driveways shall be curbed such that the curbing extends around the perimeter of any landscaped areas located adjacent to the entrance.

Preliminary Staff Recommendation: Approval; criteria 1 has been met.

<u>Criteria #1:</u> The requested waiver will better serve the intent of that development requirement. The Zoning Ordinance indicates the intent of the Circulation Standards (Chapter 7.3) as follows: The standards are intended to promote safe and efficient travel within the community; minimize disruptive and potentially hazardous traffic conflicts; separate traffic conflict areas by reducing the number of driveways; provide efficient spacing standards between driveways; protect the substantial public investment in the street system; and ensure reasonable access to properties.

Preliminary Staff Findings: Arnold Street is classified as a Collector, Suburban, Industrial street, and typically carries moderate traffic throughout the airport area. The requirement of curbing is usually for the safety of drivers to stay within the designated drive, as well as keeping any landscaping that is required along street frontages within the development intact. No landscaping is required adjacent to this drive. Further, the applicant indicates that the access drive to the hangars will be of a low volume of traffic. Arnold Street is not curbed, and drainage in this area flows from the street pavement to road-side ditches. Curbing of the entrance drive may have a negative effect on drainage, thereby impeding circulation. Omitting the curbing would, therefore, better serve the intent of the zoning ordinance's circulation standards. *This criterion has been met.*

<u>Criteria #2:</u> The requested waiver will better serve the intent of the zoning district in which the property is located. The Zoning Ordinance indicates the intent of the P (Public / Semi-Public Facilities) zoning district as follows: To provide locations for large scale public facilities, worship facilities, and concentrations of other public institutions. This district should be applied in those locations where a single facility or combination of facilities forms an institutional center. This district is further intended to provide a set of setbacks and other requirements that respond to the unique scale and other considerations common to these types of uses. This district should be applied to reduce land use conflicts and ensure that public and semi-public facilities are appropriately integrated into the community

Preliminary Staff Findings: The nature of the Municipal Airport is to provide aviation services to the City of Columbus in a safe and secure setting. Allowing this hangar access drive to be constructed without the curbing does not impact the airport use, but does not specifically better enable it either. *This criterion* <u>has not</u> been met.

<u>Criteria #3:</u> The requested waiver will better serve the general standards listed by Zoning Ordinance Section 12.8(E)(2) and above.

Preliminary Staff Findings:. Zoning Ordinance Section 12.8(E)(2) includes the following standards: *"The proposed development will not be detrimental to or endanger the public health, safety,*

convenience, or general welfare. The proposed development provides pedestrian and vehicle ingress, egress, and circulation in a manner that maintains adequate public safety and efficient movement." Due to the low volume of traffic, a lack of curbing will not endanger public safety, efficient vehicle movement, or the use of surrounding properties. However, the lack of curbing will also not better serve these general standards. This criterion <u>has not</u> been met.

Requested Waiver (#2): The applicant proposes a new driveway on Arnold Street at a location that does not meet the required 200-foot minimum separation from another driveway or street. The drive will be separated by 137.5 feet from Andrews Street to the west. Section 7.3(Part 1)(C)(3)(c)(ii) of the Zoning Ordinance indicates that no two entrances from a public street or road to a property shall be permitted within 200 feet on an collector street.

Preliminary Staff Recommendation: Approval, criteria #2 has been met.

<u>Criteria #1:</u> The requested waiver or modification will better serve the intent of that development requirement. The Zoning Ordinance indicates the intent of the circulation standards as follows: to promote safe and efficient travel within the community; minimize disruptive and potentially hazardous traffic conflicts; separate traffic conflict areas by reducing the number of driveways; provide efficient spacing standards between driveways; protect the substantial public investment in the street system; and ensure reasonable access to properties.

Preliminary Staff Findings: This development requirement is intended to promote safety, reduce turning conflicts on public streets, and provide efficient spacing standards between driveways. The proposed driveway will be 14.8 feet from another drive located on the south side of Arnold Street and it will be 137.3 feet from Andrews Street. Although the new drive will have minimal traffic as noted by the applicant, the spacing does not better serve the intent of the development standard. *This criterion has not been met.*

<u>Criteria #2:</u> The requested waiver or modification will better serve the intent of the zoning district in which the property is located. The Zoning Ordinance indicates the intent of the P (Public / Semi-Public Facilities) zoning district as follows: To provide locations for largescale public facilities, worship facilities, and concentrations of other public institutions. This district should be applied in those locations where a single facility or combination of facilities forms an institutional center. This district is further intended to provide a set of setbacks and other requirements that respond to the unique scale and other considerations common to these types of uses. This district should be applied to reduce land use conflicts and ensure that public and semi-public facilities are appropriately integrated into the community.

Preliminary Staff Findings: The Columbus Municipal Airport is a unique use and flexibility should be considered in response to its uncommon use. The new drive onto Arnold Street is to provide access to a parking area to the aircraft hangars, by which the location of the drive is dictated by the existing taxi lane and needed hangar sizes. The drive will have minimal traffic as noted by the applicant, and the unique needs of the taxi lane and hangar configuration dictate its location and provide overall safety and functionality to the airport facility which better serves the intent of the zoning district. *This criterion <u>has been met.</u>*

<u>Criteria #3:</u> The requested waiver or modification will better serve the general standards listed by Zoning Ordinance Section 12.8(E)(2) and above.

Preliminary Staff Findings: Zoning Ordinance Section 12.8(E)(2) includes the following standards: "The proposed development will not be detrimental to or endanger the public health, safety, convenience, or general welfare. The proposed development provides pedestrian and vehicle ingress, egress, and circulation in a manner that maintains adequate public safety and efficient movement." The proposed driveway alignment is dictated by the taxi lane and hangar configuration creating causing the new drive to not be aligned with any other drives. The drive location and low volume of traffic will maintain public safety and efficient movement but does not better serve the general standards of Section 12.8(E)(2). This criterion has not been met.



Conditions:

The Plan Commission should determine through discussion if any conditions of approval are appropriate for this request. Conditions are situations that need to be resolved through the action of the applicant prior to, or as part of, the proposed development. Any conditions should

be clearly based on the Plan Commission Decision Criteria listed above.

Preliminary Staff Recommendation: The staff is preliminarily recommending the following conditions of approval:

- 1. The right-of-way for Andrews Street north of Arnold Street shall be vacated and the Andrews Street pavement in this area providing the physical connection with Arnold Street shall be removed, for a distance specified by the City Engineering, as part of this new access drive project. Both Andrews Street tasks, the right-of-way vacation and pavement removal, shall be complete prior to the use of the new drive.
- 2. Fire hydrants, meeting the location and other specifications of the Fire Department shall be provided as part of the new drive project, shall be shown on the project site development plan prior to the issuance of a Zoning Compliance Certificate for the construction, and shall be installed prior to the drive's use.



Commitments:

The Plan Commission should determine through discussion if any commitments of the applicant are appropriate and/or needed for this request. Commitments are long-term agreements that, together with the Zoning Ordinance, govern the use of the property. Any commitments should be clearly based on the Plan Commission Decision Criteria listed above.

Preliminary Staff Recommendation: The staff is preliminarily recommending the following commitments: None



Approval, Denial or Continuance:

In reviewing a request for site development plan approval the Plan Commission may (1) approve the application, (2) deny the application, or (3) continue the review to a future Plan Commission meeting. The Plan Commission should make, second, and vote on a motion for

the approval, denial, or continuance of the request. Any motion should include reasons supporting that motion that directly reference the Plan Commission Decision Criteria listed above. Any motion for approval should (1) note any approved waivers and/or modifications and (2) specifically list any conditions and/or commitments being made as part of the approval and the reasons for those conditions or commitments based on the Plan Commission Decision Criteria listed above.

Preliminary Staff Recommendation: Approval, noting the 2 approved modifications waiving the curbing at the entrance to the access drive and for the new drive to not meet the required minimum separation distance and including the conditions listed above.

Current Property Information:		
Land Use:	Municipal Airport	
Site Features:	Airport runways, airport terminal, multiple aircraft hangers, maintenance building, airport museum	
Flood Hazards:	No flood hazards exist on this property	
Special Circumstances: (Airport Hazard Area, Wellfield Protection Area, etc.)	The proposed hangar site is located within the 10,000 foot horizontal zone of the Airport Hazard Area Overlay District,	

Vehicle	Access:
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Surrounding Zoning and Land Use:			
	Zoning:	Land Use:	
North:	AP (Agriculture: Preferred)	Agriculture	
South:	PUD (Planned Unit Development)	AirPark Activities and Educational, Commercial, and Industrial Uses	
East:	PUD (Planned Unit Development) I1 (Industrial: Light)	Agriculture Commercial Uses	
West:	PUD (Planned Unit Development) AP (Agriculture: Preferred) RS2 (Residential: Single-Family 2)	AirPark Activities Agriculture Single-Family Residential	

Interdepartmental Review:		
City Engineering:	Engineering does not have an issue with the proposed modification. The proposed driveway location does not create a traffic safety issue. The amount of traffic in and out of this access road will be very minimal as it only serves hangers.	
Fire Department:	The proposed drives look good. The only concern I have is there will need to be fire hydrants installed along the access roads leading to the proposed condo hangers. Standard hydrant spacing similar to new subdivisions will be sufficient.	

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. **Policy F-3-3**: Encourage the use of the Columbus Municipal Airport as a community asset. Columbus is fortunate to have a municipal airport. Several local corporations and individuals own airplanes housed at the airport, and charter service is available. The airport has potential for wider transportation use.
- Goal J-5: Ensure the continued desirability of the airport area as a location for aviation and for smallto-medium-sized enterprises, including high-technology companies, educational institutions, health care facilities, offices, and other similar uses.
- 3. **POLICY J-5-2**: Maintain and enhance the visual quality of the airport. *If the airport is to attract the types of uses the city desires, it needs to be visually appealing.*
- 4. **POLICY J-5-3:** Provide infrastructure and services to the airport which are sufficient to retain its desirability as a business location. *The city and the aviation board should ensure that the airport has adequate infrastructure to attract and support the desired businesses and institutions.*
- 5. **Policy J-5-4**: Continue to maintain and enhance the aviation capabilities of the airport. The aviation function of the airport needs to be retained and enhanced. The airport is an important community asset which should be utilized to best advantage. The educational institutions which are located there can create a positive synergy with new office, institutional, health care, and high-technology uses.

This property is located in the Columbus Municipal Airport character area. The following Planning Principle(s) apply to this application: None

Planning Consideration(s):

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

- 1. The applicant is proposing to construct a 480-foot access drive off of Arnold Street. The access drive is intended to access future private hangars that will be built to the east and west of the access drive. The airport has developed a master plan for this area which will accommodate approximately 42 future hangars of various sizes. The construction of the access drive is the first step in the development of this area. The applicant has indicated that, in the next 5 years, the right-of-way for Andrews Street, north of Arnold Street, will be vacated and the connection to Arnold Street will be removed. According to the master plan, Andrews Street, north of Arnold Street will be converted to a taxiway. The new proposed access drive will allow future access from the hangars to Arnold Street. There will be another future access drive that will connect to Arnold Street to the far east of the proposed hangars. The only component of this long-term plan being sought for approval with this current application is the new access drive.
- 2. Private hangars currently exist directly to the west and northeast of the project site.
- 3. The applicant is requesting a new drive that will be separated from a driveway to the south by 14.8 feet and will be separated by 137.3 feet from Andrews Street. The Zoning Ordinance requires all driveways on a Collector Street to be separated from other streets and driveways by 200 feet. The applicant has indicated that the current geometry of the new drive is dictated by the FAA's Taxilane Object Free Area (TLOFA). The existing taxilane's TLOFA determined the future box hangar installation location, which affected the alignment of the proposed new access drive. Therefore, it would not be feasible to align the new drive with the driveway to the south across Arnold Street. If the new access drive is aligned with Andrew's Street, significantly more land for hangar space needs to be occupied by the new drive pavement in order to accommodate vehicle turns on the new drive. It would be highly inefficient to align the new drive with Andrews Street.
- 4. Arnold Street is classified as a Collector, Suburban, Industrial street, and this street carries a moderate amount of traffic. Traffic in this area is typically accessing the airport, the airport hangars, IUPUC and other businesses in the AirPark.
- 5. Zoning Ordinance Section 7.3(Part 1)(D)(1) indicates that all entrances and driveways shall be curbed such that the curbing extends around the perimeter of any landscaped areas located adjacent to the entrance. There are two other drives that access airport hangars on the airport property. One has curbing the other does not.
- 6. Arnold Street does not include curbs and storm water flows off the street's pavement to side ditches.
- The new access drive is proposed to be 24 feet in width, which allows for two-way traffic and meets the minimum requirements of zoning Ordinance Section 7.2(Part 4)(B)(4). The drive is required to be paved with asphalt or concrete.

City of Columbus - Bartholomew County Planning Department Zoning Compliance Certificate / Site Development Plan Application

Submit applications and materials by e-mail to planning@columbus.in.gov. If questions, please call: 812.376.2550. Submittal instructions available at https://www.columbus.in.gov. If questions, please call: 812.376.2550.

To be Completed by the Planning Department				
Application Received on (date): <u>2/28/24</u> by (initials): <u>JAM</u>			
Jurisdiction: Columbus Bartholomew County	y 🔲 Joint District			
Application Type: Zoning Compliance Certificate	Initial Site Development Plan Minor I	Modification 📈 Maj	or Modification	
ZCC / Docket No.: CDP-2024-002 Zoning District: P Site Development Plan Project / Facility Title: Airpark Municipal Airport				
Property Owner Name (from GIS): <u>Columbus Mu</u>	unicipal Airport			
To be Completed by the Applicants				
Development Activity / Change Propose Please select all that apply.	d:			
Sign(s) Change of Use New	v Structure(s)	an Existing Struct	ure and/or Use	
Site Feature Change (Landscaping, Parking, Etc	c.) Mineral Extraction Flood	plain Alteration		
New / Modified Telecommunications Facility	Temporary Use: from	to		
	, , , , , , , , , , , , , , , , , , ,	,	,	
Total Number of New Signs Requested (if any):	(please attach a separate	e sign worksheet for	each sign)	
Representative / Notification Information The contractor, surveyor, owner's representative, or other p correspondence regarding this application should be directed Representative Person's Name: <u>Minsoo Kim</u>	person authorized to act on behalf of the proje			
Representative's Company Name: Woolpert, Inc.				
Mailing Address: 333 N. Alabama St.	Indianapolis	IN	46204	
(number) (street)	(city)	(state)	(zip)	
Phone No.: 614-827-6110 E-mail Address	s: minsoo.kim@woolpert.com			
All correspondance will be by e-mail unless another method has been agreed upon by the Planning Department.				
Project Information: The business, institution, apartment complex, land develop representative (see above). Company, Business, Institution, Etc. Name: <u>City of</u>	. , , ,			
Company, Business, Institution, Etc. Contact Person Name: <u>Brian Payne - Airport Director</u>				
Mailing Address: 4770 Ray Boll Blvd.	Columbus	IN	47203	
(number) (street)	(city)	(state)	(zip)	
Phone No.: 812.376.2519 E-mail Address	s: <u>bpayne@columbus.in.gov</u>			

Property / Location Information:

Property Address:	mber)	(street)	(city)	
or General Location (if	no address h	has been a	assigned provide a street corner, subdivision lot number, etc):	
Parcel of land north	of Arnold	St. and	west of Andrews St.	
Property Size:	acr	es <u>or</u>	75,129 square feet	
Use / Structure Ir	nformatio	n (if app	icable):	
Proposed New or Exp	anded Build	ing Area	square feet	
Current / Prior Lise			Proposed Use:	

Supporting Information for all Applications

Please note the following which must be provided with the application.

Site Plan (if applicable, see attached checklist)

Sign Information (if new signs are proposed): A separate completed sign worksheet and supporting materials for each sign proposed (see attached form). If a freestanding or interstate oriented sign is proposed, the proposed sign location on the property and property lines may be shown on the site plan noted above or on a separate drawing.

For Site Development Plans Only (please ask a Planning Department staff member if this applies):

Modification Worksheet: A completed worksheet for any proposed modification of the development standards mandated by the Zoning Ordinance (see attached form).

Representative's Signature / Acknowledgement:

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

(Representative's Signature)

Minsoo Kim (Representative's Printed Name)

Property Owner's Signature:

The owner DOES NOT include a tenant or contract buyer. Applications submitted without the property owner's signature will not be processed. 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. I understand that a public notice sign may be placed and remain on the property until the processing of the request is complete.

BRET

(Property Owner's Signature)

Brian Payne (Property Owner's Printed Name)

1-27-24

2-27-2024

(Date)

Signer's Ownership Role or Representation:

If the person signing as the property owner is not specifically listed as such in the records of Bartholomew County, please indicate their relationship to that officially listed person, role in that corporation or entity, etc. below.

Airport Director

(Signer's Ownership Role or Representation)

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City of Columbus – Bartholomew County Planning Department

Site Development Plan Development Standards Waiver / Modification Worksheet

(please use a separate worksheet for each waiver / modification requested)

To be Completed by the Applicants

Waiver or Modification Requested:

I am requesting a waiver or modification from Section $\frac{7.3(C)(3)(c)(ii)}{2.3(C)(3)(c)(ii)}$ of the Zoning Ordinance to allow the following:

To allow a new drive to be 137.5 feet from Andrews Street 62.5 feet less than the 200 foot drive separation required for a collector street.

To allow the same drive to be 14.8 feet from a driveway located on the south side of Arnold Street, 185.2 feet less than the 200 foot drive separation required for a collector street.

Waiver or Modification Request Justification:

The Columbus & Bartholomew County Zoning Ordinance [Section 12.8(E)] establishes specific criteria that must be met in order for a waiver or modification to be approved with a site development plan. Please describe how the waiver or modification request meets <u>at least one</u> of the following criteria.

The requested waiver or modification will better serve the intent of the development requirement.

Columbus Municipal Airport (BAK) is experiencing continuous growth and the tenants have been consistently requesting for additional hangars. Hence, BAK airport desires to construct a new 24' wide asphalt access road off of Arnold St., allowing for access to future hangars in the current empty area west to Andrew's Street. Since the traffic is low in that area with the slow speed limit of 35 mph, constructing a drive less than 200' separation will not create any safety issues. On the other hand, connecting an additional access drive to Arnold Street would be greatly beneficial since the completion of the access drive will lead to building additional hangars per tenants' needs.

The requested waiver or modification will better serve the intent of the zoning district in which the property is located.

The requested waiver or modification will better serve the general standards listed by Zoning Ordinance Section 12.8(E)(2) and repeated as follows: The proposed development (1) will be consistent with the comprehensive plan; (2) will not be detrimental to or endanger the public health, safety, convenience, or general welfare; (3) will not be injurious to the use and enjoyment of the surrounding property; (4) will not impede the efficient, orderly, and normal development of the surrounding property; (5) provides adequate access, utilities, landscaping, buffering, and other improvements; (6) provides pedestrian and vehicle ingress, egress, and circulation in a manner that maintains adequate public safety and efficient movement.

The proposed development will be consistent with the comprehensive plan. Per the ultimate layout, Andrew's St will be demolished and the new proposed access drive would be the only vehicle access point to the future hangars in that area. All adjacent property is owned by the City. Construction of the new access drive will provide adequate access to vehicle ingress, egress and circulation, and not affect development of the surrounding property.

City of Columbus – Bartholomew County Planning Department

Site Development Plan Development Standards Waiver / Modification Worksheet

(please use a separate worksheet for each waiver / modification requested)

To be Completed by the Applicants			
Waiver or Modification Requested:			
I am requesting a waiver or modification from Section $\frac{7.3(D)(1)}{2}$	of the Zoning Ordinance to allow the following:		
To allow a new drive entrance without curbing.			

Waiver or Modification Request Justification:

The Columbus & Bartholomew County Zoning Ordinance [Section 12.8(E)] establishes specific criteria that must be met in order for a waiver or modification to be approved with a site development plan. Please describe how the waiver or modification request meets <u>at least one</u> of the following criteria.

The requested waiver or modification will better serve the intent of the development requirement.

Currently, Arnold Street stormwater drainage in the achieved through small swales running parallel to the shoulder. Constructing curbing at the intersection will only inhibit proper drainage. Out of twenty access point along this stretch of Arnold St., only three entrances are curbed.

The requested waiver or modification will better serve the intent of the zoning district in which the property is located.

The requested waiver or modification will better serve the general standards listed by Zoning Ordinance Section 12.8(E)(2) and repeated as follows: The proposed development (1) will be consistent with the comprehensive plan; (2) will not be detrimental to or endanger the public health, safety, convenience, or general welfare; (3) will not be injurious to the use and enjoyment of the surrounding property; (4) will not impede the efficient, orderly, and normal development of the surrounding property; (5) provides adequate access, utilities, landscaping, buffering, and other improvements; (6) provides pedestrian and vehicle ingress, egress, and circulation in a manner that maintains adequate public safety and efficient movement.

Due to the slow turning speeds and low number of anticipated trips per day, constructing a drive entrance without curbing will not create public safety issues. Instead, not installing an entrance curb will result in adequate drainage, preventing any unwanted ponding in the area. This will promote public health, safety, and convenience. Moreover, adequate drainage will provide safet public safety and efficient movement. All adjacent property is owned by the City. Construction of the new access road will not impede the efficient orderly, and normal development of the surrounding property.



