



Grand Junction Planning Commission

Regular Session

Item #3.

Meeting Date: September 22, 2020

Presented By: David Thornton, Principal Planner

Department: Community Development

Submitted By:

Information

SUBJECT:

Consider a request to zone approximately 187.69-acres from Mesa County AFT (Agricultural, Forestry, Transitional) to a City Planned Development - PAD (Planned Airport Development) and amend the Outline Development Plan (ODP) for the Airport North Boundary Annexation, located generally at the northern edge of the Grand Junction Regional Airport and property recently deeded to the Airport from the BLM , Parcels 2701-113-00-002 And 2705-154-00-003.

RECOMMENDATION:

Staff Recommends approval.

EXECUTIVE SUMMARY:

The Applicant, Grand Junction Regional Airport, is requesting a zone of annexation for the Airport North Boundary Annexation from County AFT (Agricultural, Forestry, Transitional) zone district to City Planned Airport Development (PAD), a Planned Development (PD) zone district per Ordinance No. 4834; and an amendment to the Planned Development Outline Development Plan (ODP) to include the annexation area and designating it as an Aeronautical Zone (PD Zone/District) area. The annexation area is 187.69 acres and consists of two parcels of land located generally at the northern edge of the Grand Junction Regional Airport and includes property deeded to the Airport by the Bureau of Land Management (BLM), Parcels 2705-154-00-003 and 2701-113-00-002.

The Airport sought City annexation of these parcels recently deeded to them from the BLM so that the entire airport environs area is within the city limits and under the city's land use jurisdiction. Further, the parcels are located within the City's Urban

Development Boundary (UDB).

BACKGROUND OR DETAILED INFORMATION:

BACKGROUND

The Airport North Boundary Annexation consists of two parcels of land totaling 187.69 acres of land located; the parcel numbers are 2705-154-00-003 and 2701-113-00-002. The land was previously owned by the federal Bureau of Land Management (BLM) but has now been deeded to the Grand Junction Regional Airport. The Grand Junction Regional Airport (Airport) sought annexation of the property into the city so that the entire airport environs are within the city limits and within the city's land use jurisdiction. They are requesting to zone them the same zone district as the remaining airport land within the City limits. The Airport requests a zone of annexation for the Airport North Boundary Annexation from County AFT (Agricultural, Forestry, Transitional) zone district to City Planned Airport Development (PAD) a Planned Development (PD) zone district per Ordinance No. 4834 including a amendment to the ODP to include the annexation area and designating it as an Aeronautical Zone (PD Zone/District) area.

Further, the airport lands are located within the Urban Development Boundary (UDB). City Council approved the annexation on September 2, 2020 and awaits Planning Commission's recommendation for zoning.

Proposed PAD zoning – Planned Development – Ordinance No. 4834

PD Zoning Ordinance 4834 approved the Grand Junction Regional Airport Institutional and Civic Master Plan and provided a Planned Development Zone district for the Grand Junction Regional Airport lands. The PD zone permits the various land uses associated with airport development and provides standards and regulations that ensure the airport can provide the necessary services and functions that ensure needed air services to the community and region.

NOTIFICATION REQUIREMENTS

Notice was completed consistent with the provisions in Section 21.02.080 (g) of the Zoning and Development Code. The subject property was posted with an application sign on July 17, 2020. Mailed notice of the public hearings before Planning Commission and City Council in the form of notification cards was sent to surrounding property owners within 500 feet of the subject property, as well as neighborhood

associations within 1,000 feet, on September 11, 2020. The notice of this public hearing was published on September 15, 2020 in the Grand Junction Daily Sentinel.

ANALYSIS

Zone the Airport North Boundary Annexation to Planned Airport Development (PAD) a Planned Development (PD) zone district per Ordinance No. 4834. This request is to change the official zoning Map to add the annexation area as PAD and incorporate the PD zoning as created by Ordinance 4834 for the two parcels that are included in the annexation; and amend the ODP to include these two parcels into the Aeronautical PD District area. All land uses and performance standards established for the Aeronautical PD Zone/District as established under Ordinance 4834 will apply to the annexation areas.

ANALYSIS – Zone of Annexation

In reviewing a Zone of Annexation, the decision-making body shall consider the following:

The criteria for review of a zone of annexation are the same as for a rezone request as set forth in Section 21.02.140 (a) of the Zoning and Development Code. The Code provides that the City may rezone property if the proposed changes are consistent with the vision, goals, and policies of the Comprehensive Plan and meet one or more of the criteria identified below:

(1) Subsequent events have invalidated the original premises and findings; and/or The applicant has petitioned for annexation into the City limits with a requested zone district of PAD, which is compatible with the existing Comprehensive Plan Future Land Use Map designation of Airport. Because the property is currently in the County, the annexation of the property is a subsequent event that will invalidate the original premise: a county zoning designation, therefore, this criterion has been met.

(2) The character and/or condition of the area has changed such that the amendment is consistent with the Plan; and/or

The condition of the area has not changed. Although it is now under Airport ownership from the BLM disposing the property to them, this does not constitute a change in character or condition of the area. This ownership transfer from the BLM to the Grand Junction Regional Airport was needed by the airport for the buildout of their master plan. Staff finds that this criterion has not been met.

(3) Public and community facilities are adequate to serve the type and scope of land use proposed; and/or

The lands proposed for annexation are meant to be incorporated into the existing airport site, which is already adequately served by utilities and other services such as fire and law enforcement. Therefore, this criterion has been met.

(4) An inadequate supply of suitably designated land is available in the community, as defined by the presiding body, to accommodate the proposed land use; and/or The Grand Junction Regional Airport is the only property in the City that is zoned PAD on the official zoning map. It has an adopted Civic and Institutional Master Plan and has been zoned to Planned Development (PD) approved by City Council per Ordinance 4834. The amount of land needed is dictated by the Airport Master Plan and any expansion of the airport would be constrained by the amount of adjacent land in the airport's ownership. The airport has been working with the BLM for several years to secure ownership of the lands being annexed to complete the needs of their master plan development and keep the airport facility operable under FAA regulations and within the guidelines of their master plan. Staff finds that there is an inadequate supply of land designated as PAD and therefore finds this criterion to have been met.

(5) The community or area, as defined by the presiding body, will derive benefits from the proposed amendment.

The zone of annexation will act to implement the Comprehensive Plan and provide a suitable area for the potential expansion of the airport use consistent with the PAD zoning district as regulated by the PD Ordinance 4834 and the Airports Master Plan. Therefore, Staff finds this criterion has been met.

Consistency with Comprehensive Plan

The rezone criteria provide that the City must also find the request is consistent with the vision, goals and policies of the Comprehensive Plan. Staff has found the request to be consistent with the following goals and policies of the Comprehensive Plan:

Goal 1: To implement the Comprehensive Plan in a consistent manner between the City, Mesa County, and other service providers.

Goal 3: The Comprehensive Plan will create ordered and balanced growth and spread future growth throughout the community.

Goal 9: Develop a well-balanced transportation system that supports...air, and freight movement while protecting air, water and natural resources.

Goal 12: Being a regional provider of goods and services the City and County will sustain, develop and enhance a healthy, diverse economy.

ANALYSIS—Outline Development Plan Amendment - Amending Ordinance 4834 Exhibit 14 "Proposed PD Zones Map", Planned Airport Development.

Ordinance 4834 adopted in 2019, established standards for the Planned Development (PD) zone district for the Airport property based on three PD Zone/Districts, 1. Aeronautical, 2. Aeronautical/Commercial and 3. Non-aeronautical. This proposal is to modify the boundary of the Aeronautical Zone/District area to include the 187.69 acres annexed as the Airport North Boundary Annexation, thereby incorporating them into the Planned Airport Development /PD zone district where all land uses and performance standards and regulations of the PD zoning ordinance will apply.

Pursuant to Section 21.02.150 (b) (2) of the Grand Junction Zoning and Development Code, requests for an Outline Development Plan (ODP) shall demonstrate conformance with all of the following:

a) The Comprehensive Plan, Grand Valley Circulation Plan and other adopted plans and policies;

The Airport is located within the Urban Development Boundary and the property and some adjacent areas are designated as “Airport” on the Future Land Use Map. In addition, the improvements identified in the Airport Civic and Institutional Master Plan are designed to accommodate the level of growth anticipated in the Comprehensive Plan. The amended ODP is consistent with the following Goals of the Comprehensive Plan.

Goal 9: Develop a well-balanced transportation system that supports automobile, local transit, pedestrian, bicycle, air, and freight movement while protecting air, water and natural resources.

The Grand Junction Regional Airport is a vital component of the transportation system and a valuable asset to the City and surrounding region and the improvements contemplated in the Master Plan and further implemented through this revised ODP will meet the community’s air transportation and air freight needs. The additional area in the Aeronautical Zone/District area provides the land area needed to accommodate the relocation of the main airport runway, better serving the community.

Goal 12: Being a regional provider of goods and services the City and County will sustain, develop and enhance a healthy, diverse economy.

The Grand Junction Regional Airport provides airline passenger and air freight service to the City and surrounding region. The annual economic benefits of the Airport on the local and regional economy were estimated at nearly \$400,000,000 in the 2013 Colorado Airports Economic Impact Study. Providing the additional lands to the airport development only improves its ability to provide economic benefit to the region.

Therefore, this criterion has been met.

b) The rezoning criteria provided in Section 21.02.140 (a) of the Grand Junction Zoning and Development Code.

See analysis for Zone of Annexation above. Staff finds that four of five of these criteria have been met.

c) The planned development requirements of Section 21.05.040 (f) of the Zoning and Development Code;

(1) Setback Standards. Principal structure setbacks shall not be less than the minimum setbacks for the default zone.

No changes are proposed.

(2) Open Space. All residential planned developments shall comply with the minimum open space standards established in the open space requirements of the default zone.

This standard is not applicable to non-residential development.

(3) Fencing/Screening. Fencing shall comply with GJMC 21.04.040(i).

No changes are proposed.

(4) Landscaping. Landscaping shall meet or exceed the requirements of GJMC 21.06.040.

No changes are proposed.

(5) Parking. Off-street parking shall be provided in accordance with GJMC 21.06.050.

No changes are proposed.

(6) Street Development Standards. Streets, alleys and easements shall be designed and constructed in accordance with TEDS (GJMC Title 29) and applicable portions of GJMC 21.06.060.

No changes are proposed.

d) The applicable corridor guidelines and other overlay districts.

Section 21.07.030 of the Zoning and Development Code establishes the Airport Environs Overlay Zoning District that applies additional standards and requirements to properties located in close proximity to the Airport and its facilities. The purpose of the Overlay District is to protect public health, safety and welfare by regulating development and land use within noise sensitive areas and airport hazard areas, to ensure compatibility between the Airport and surrounding land uses, and to protect the Airport from incompatible encroachment.

The Overlay includes four subdistricts: Subdistrict A, Airport Area of Influence; Subdistrict B, Noise Zones; Subdistrict C, Critical Zone and Subdistrict D, Clear Zone.

No changes are proposed

e) Adequate public services and facilities shall be provided concurrent with the projected impacts of the development.

No changes are proposed

f) Adequate circulation and access shall be provided to serve all development pods/areas to be developed.

No changes are proposed

g) Appropriate screening and buffering of adjacent property and uses shall be provided;

No changes are proposed

h) An appropriate range of density for the entire property or for each development pod/area to be developed;

This standard is not applicable for this application as the proposed amendment is not modifying density.

i) An appropriate set of "default" or minimum standards for the entire property or for each development pod/area to be developed.

No changes are proposed

j) An appropriate phasing or development schedule for the entire property or for each development pod/area to be developed.

No changes are proposed

STAFF RECOMMENDATION AND FINDINGS OF FACT

After reviewing the zone of annexation request by Grand Junction Regional Airport and amendment to the ODP, File No. ANX-2020-283, for the property located at Parcels 2705-154-00-003 and 2701-113-00-002, the following findings of fact have been made:

1. The Zone of Annexation to PAD, a Planned Development Zone meets one or more of the rezone criteria in accordance with Section 21.02.140(a) of the Zoning and Development Code.
2. The Zone of Annexation to PAD is consistent with the Comprehensive Plan and the Grand Junction Regional Airport Master Plan.
3. The Outline Development Plan amendment conforms with the requirements of Section 21.02.150 (b) (2) of the Grand Junction Zoning and Development Code and meets more than one of the rezoning criteria provided in Section 21.02.140 of the Grand Junction Zoning and Development Code.

Therefore, Staff recommends approval of the request.

SUGGESTED MOTION:

Mr. Chair, on the request by Grand Junction Regional Airport for a zone of annexation for the 187.69 acre Airport North Boundary Annexation from County AFT to City PAD, a PD zone district per Ordinance No. 4834; and an amendment to the Grand Junction Regional Airport ODP to include the annexation area within the Aeronautical PD Zone/District area, City file number ANX-2020-283, I move that the Planning Commission forward a recommendation of approval to City Council with the findings of fact as listed in the staff report.

Attachments

1. Location Maps and Photos
2. 2019 Airport Master Plan Drawings
3. Proposed ODP Map - PD Zone-Districts
4. 2019 GJ Airport Master Plan Ordinance 4834
5. Airport North Boundary Annexation Schedule
6. ORD-Airport North Annex PAD Zoning Ordinance

2019 Airport Master Plan Drawings

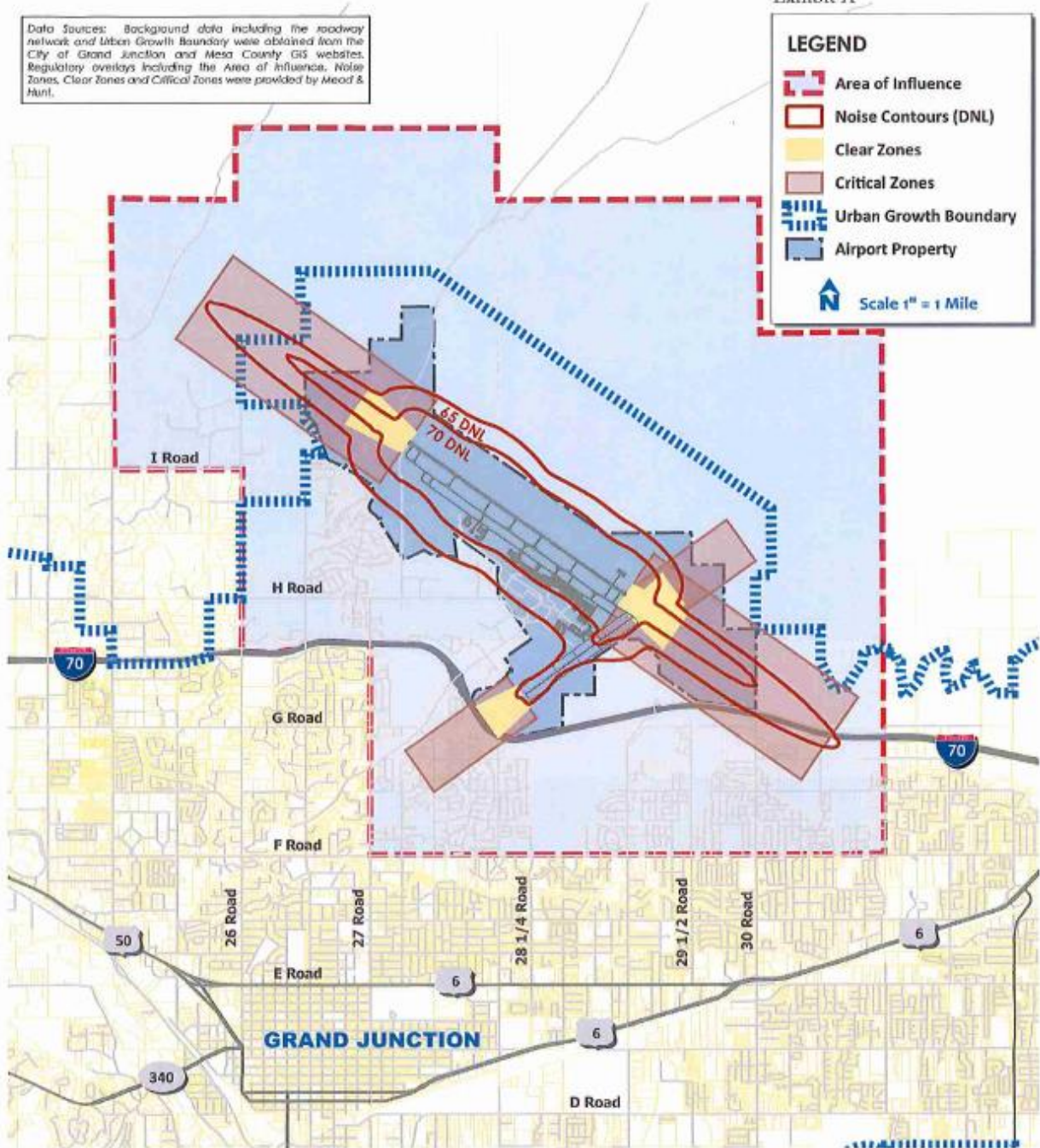
Exhibit A

Data Sources: Background data including the roadway network and Urban Growth Boundary were obtained from the City of Grand Junction and Mesa County GIS websites. Regulatory overlays including the Area of Influence, Noise Zones, Clear Zones and Critical Zones were provided by Mead & Hunt.

LEGEND

-  Area of Influence
-  Noise Contours (DNL)
-  Clear Zones
-  Critical Zones
-  Urban Growth Boundary
-  Airport Property

 Scale 1" = 1 Mile

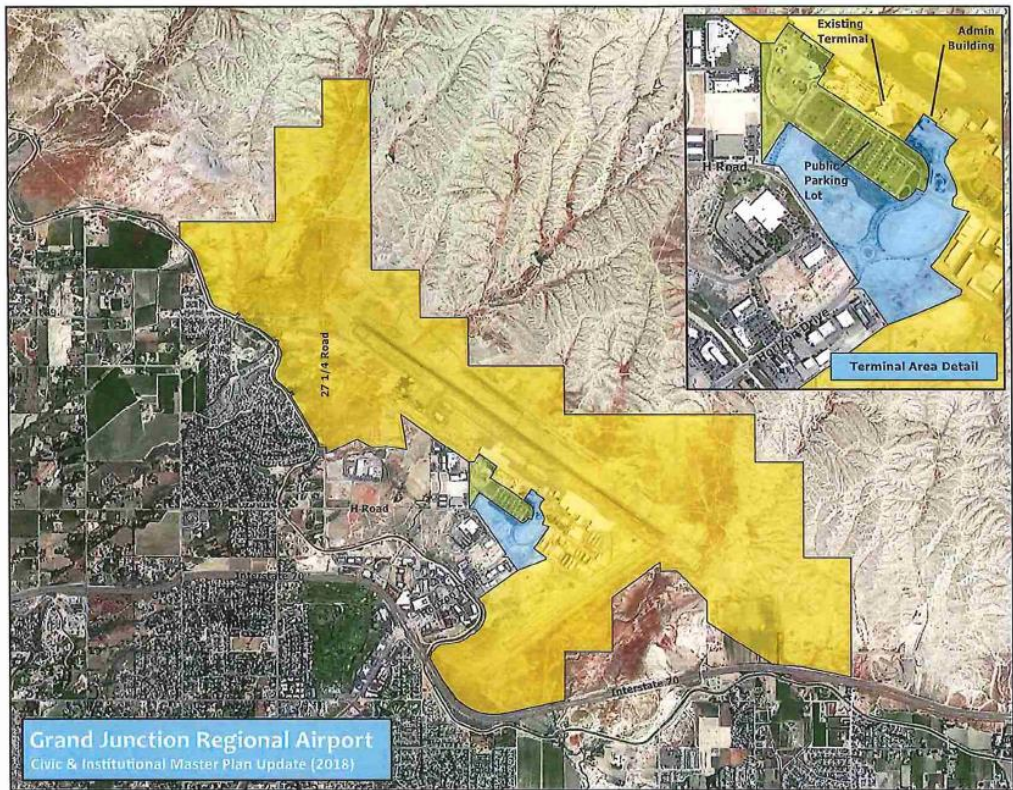


Airport Environs Overlay Zone Districts

Reflects Future Alignment for Runway 11/29

Date: 1/24/2019

Airport Institutional and Civic Master Plan ODP – Airport PD Districts approved March 6, 2019.



Proposed PD Districts

Airport Owner/Operator:
 GRAND JUNCTION REGIONAL AIRPORT AUTHORITY
 Rex Tippett, Director of Aviation
 3518 Walker Field Drive, Suite 301
 Grand Junction, CO 81505

Airport Planning Consultant:
 MEAD & HUNT
 DENVER
 1743 Wazee Street, Suite 400
 Denver, Colorado 80202
 Ph | 303.852.8844

Planning Consultant:
 TC MALLOY CONSULTING, LLC
 453 Park Drive
 Glenwood Springs, Colorado 81601
 Ph | 970.945.4831
 Email | tgmalley@tcml.com

Legend

- Aeronautical
- Aeronautical/Commercial
- Non-Aeronautical/Commercial



Not to Scale

May, 2018
 Datum: World Geodetic 1984 (WGS84) Auto
 Projection: Mercator
 Map data obtained from Mesa County
 GIS Department.

AIRPORT NORTH BOUNDARY ANNEXATION SCHEDULE

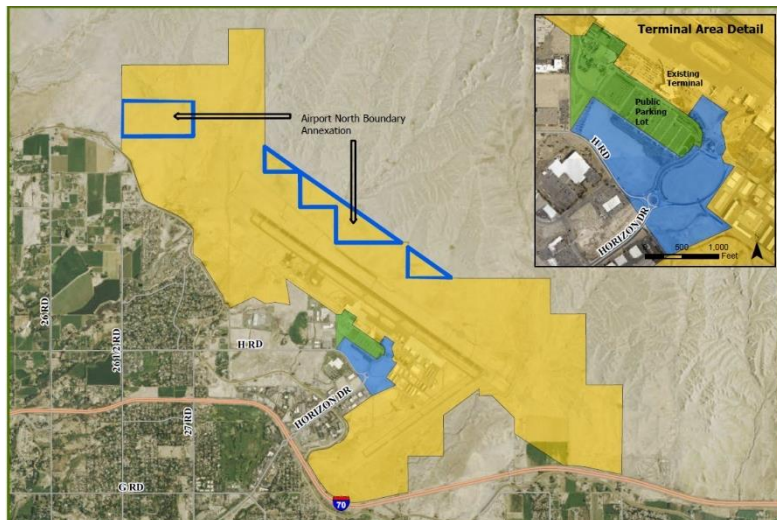
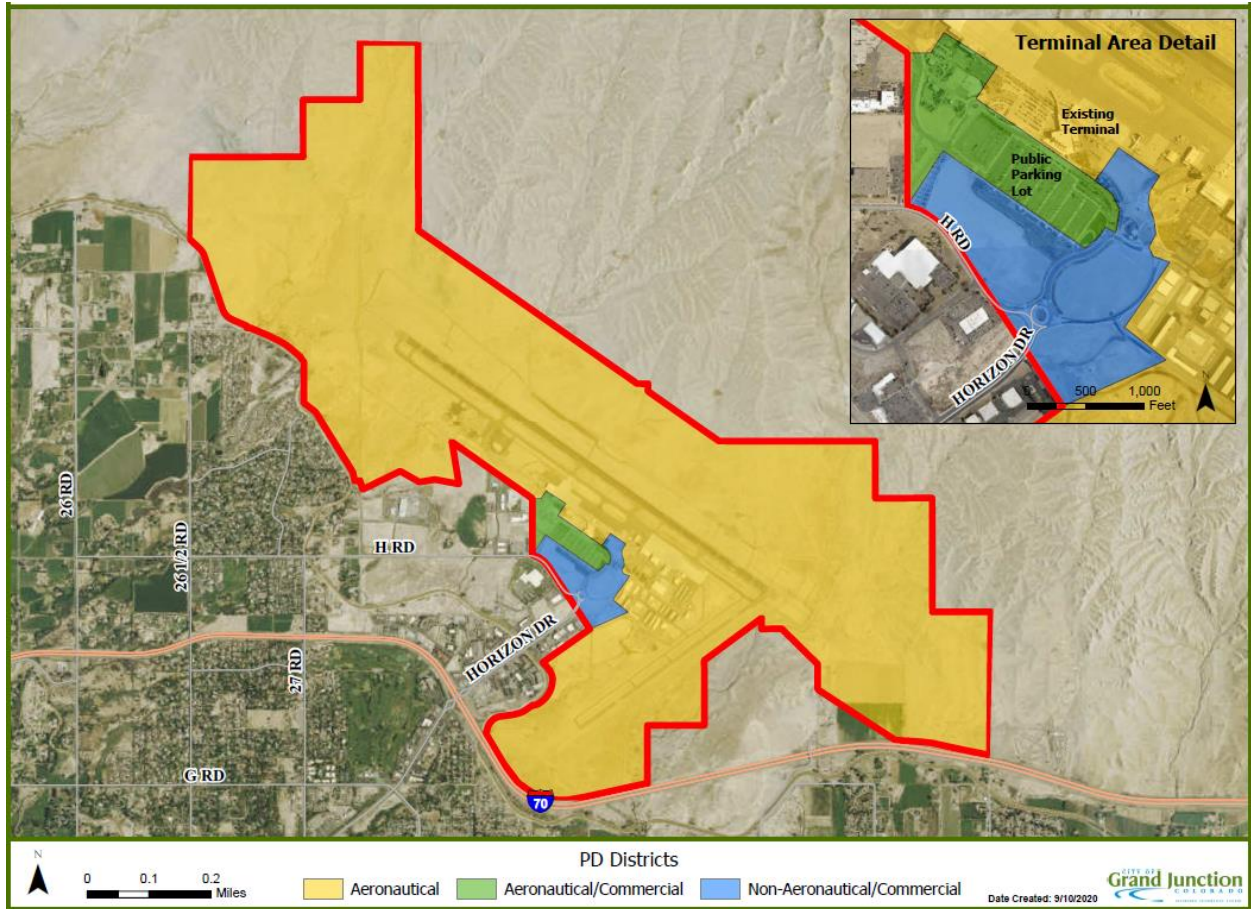
July 15, 2020	Referral of Petition (30 Day Notice), Introduction of a Proposed Ordinance, Exercising Land Use
September 22, 2020	Planning Commission considers Zone of Annexation
October 7, 2020	Introduction of a Proposed Ordinance on Zoning by City Council
September 2, 2020	Acceptance of Petition and Public Hearing on Annexation by City Council
October 21, 2020	Public Hearing on Zone of Annexation by City Council
October 4, 2020	Effective date of Annexation
November 22, 2020	Effective date of Zoning

ANNEXATION SUMMARY

File Number:	ANX-2020-283	
Location:	2828 Walker Field Drive (GJ Regional Airport)	
Tax ID Numbers:	2701-113-00-002 and 2705-154-00-003	
# of Parcels:	2	
Existing Population:	0	
# of Parcels (owner occupied):	0	
# of Dwelling Units:	0	
Acres land annexed:	187.69	
Developable Acres Remaining:	187.69	
Right-of-way in Annexation:	None	
Previous County Zoning:	AFT	
Proposed City Zoning:	PAD	
Current Land Use:	Vacant	
Future Land Use:	Airport	
Values:	Assessed:	\$1,780
	Actual:	\$1,780
Address Ranges:	Same as Grand Junction Regional Airport	
Special Districts:	Water:	Colorado River Water Conservancy
	Library:	Mesa County Library District
	School:	District 51

Proposed ODP Map – PD Zone/Districts

Amending Exhibit 14 “Proposed PD Districts Map”
of Ordinance 4834 to include newly annexed area in Aeronautical District area



The graphic to the left shows the area of annexation overlaid on the proposed ODP Map.