

**SEMINOLE COUNTY GOVERNMENT  
AGENDA MEMORANDUM**

**SUBJECT:** Sanford Airport Development District, Proposed Work Plan

**DEPARTMENT:** Planning and Development **DIVISION:** Planning

**AUTHORIZED BY:** Donald Fisher **CONTACT:** Jeff Hopper **EXT.** 7377

<b>Agenda Date</b> <u>11/07/06</u>	<b>Regular</b> <input type="checkbox"/>	<b>Consent</b> <input type="checkbox"/>	<b>Work Session</b> <input type="checkbox"/>	<b>Briefing</b> <input checked="" type="checkbox"/>
	<b>Public Hearing – 1:30</b> <input type="checkbox"/>	<b>Public Hearing – 7:00</b> <input type="checkbox"/>		

**MOTION/RECOMMENDATION:**

Direct staff to proceed with the proposed work plan.

(Countywide)

(Jeff Hopper, Senior Planner)

**BACKGROUND:**

On October 10, 2006, the Board directed long-range planning staff to begin the process of creating a land use plan for areas surrounding the Orlando-Sanford International Airport (OSIA). The airport has expanded rapidly in recent years, and completion of East Lake Mary Boulevard to the south and east of the airport is expected further to increase development pressures in the area. The plan would analyze development trends and constraints, and establish goals and objectives addressing appropriate land uses in the airport area, density/intensity of development, building heights, and other important issues.

The Board expressed the wish that the Airport Development District plan should be a joint effort of Seminole County, the City of Sanford, and the Sanford Airport Authority. Staff members have already met informally with the City, and will also seek input from Airport officials as to the best means of coordinating work activities as the plan progresses.

**STAFF RECOMMENDATION:**

Staff requests that the Board direct staff to proceed with the work plan, and instruct staff to move forward with work tasks described in the plan.

**ATTACHMENT:**  
Proposed Work Plan

Reviewed by:	<u>[Signature]</u>
Co Atty:	<u>[Signature]</u>
DFS:	<u>[Signature]</u>
Other:	<u>[Signature]</u>
DCM:	<u>[Signature]</u>
CM:	<u>[Signature]</u>
File No.	<u>bpdp01</u>

**WORK PLAN SCOPE**

**AIRPORT DEVELOPMENT DISTRICT  
LAND USE AND ZONING STUDY**

Prepared By:

Seminole County Planning Division  
Long Range Planning Section

Prepared For:

Seminole County Board of County Commissioners

October 16, 2006

## Overview

The objective of this study is to reexamine, develop, and adopt recommended changes to land use regulations for properties surrounding the Orlando Sanford International Airport (OSIA). More specifically, both future land use and zoning regulations will be examined with a focus on maximizing economic development potential through harmonizing land use and zoning regulations. The County intends this project to be a cooperative planning effort with the City of Sanford, OSIA, and Seminole County Economic Development.

The geographic extent of this study will be adjusted after inventory and data collection tasks are completed, but generally consist of property located South of S.R. 46, West of Conservation Lands, North of Kentucky Street, and East of Ohio Avenue and the OSIA property line (See Figure 1). The scope of work has six major phases:

- Phase 1: Project Set-Up
- Phase 2: Inventory and Data Collection
- Phase 3: Analog Airport Areas and Trends
- Phase 4: Drafting Recommended Plan Policies (Land Use Amendments and Rezoning)
- Phase 5: Adoption

### Phase 1: Project Set-Up

#### **Task 1.1 Identification of Key County/City/OSIA (Airport Authority) Support**

**Staff:** Key personnel from the following agencies will meet and organize a project working group (PWG) to extend the duration of the project:

- the County's Planning and Economic Development Departments,
- the City of Sanford,
- and OSIA.

The Project Team (PT) will consist of County Staff responsible for project management and coordination of the PWG.

**Task 1.2 Current Policy and Code Identification:** In cooperation with County, City, and OSIA staff, all current County and City comprehensive plan and land development code language associated with the OSIA will be identified and inventoried. Furthermore, the County/City Joint Planning Agreement, applicable Florida Statutes, and OSIA's Master Plan will also be assembled.

**Task 1.3 OSIA Goals and Objectives** PT staff will meet with the Airport Authority to ascertain what the long run vision and economic development goals for the OSIA is and how adjacent lands fit into this vision.

## **Phase 2: Inventory and Data Collection**

**Task 2.1 Base Map Development:** The County's GIS Section will work in concert with the Planning Division to develop a base series of maps on both poster board and 8.5"x11" sized paper. At a minimum, base maps will include the following layers:

- City and County Land Use Maps
- City and County Zoning Maps
- Current Land Use Maps
- Property ownership Maps
- Acreage Maps
- Environmental/Wetland Maps
- Airport Master Plan Maps, including potential roadway extensions
- OSIA Noise Contour Maps

**Task 2.2 Study Area Delineation:** Utilizing the maps developed in Task 2.1, a definitive study area map will be developed and agreed to by the PWG.

**Task 2.3 Demographics Report:** A brief report and analysis of both local and regional trends will be prepared with a focus on identifying potential trends that may influence the demand for land surrounding the OSIA.

**Task 2.4 Land Constraints Analysis:** The PT will generate a review of the study area's overall land composition for purposes of identifying any existing constraints to development (e.g., wetlands, setbacks, agricultural resources). The Land Constraints Analysis will also include examination of those constraints required to be identified by Chapter 163, F.S. at 163.3177. 8 (j) 7 (Airports, projected airport and aviation development and land use compatibility around airports), and Section 9J-5.019(4)(a) 21 (Protection of ports, airports and related facilities from the encroachment of incompatible land uses). Note that noise issues will be addressed in Task 2.5.

**Task 2.5 Noise Level Analysis:** The PT will perform a detailed reexamination of noise treatment policies within the study area. Particular focus will be given to reexamining current recommendations outlined in the Draft County/City Joint Planning Agreement, as follows (note *italicized* language is from Exhibit C of the Joint Planning Agreement):

*Future expansion of the Orlando-Sanford International Airport (OSIA) property and runways shall be focused to the east and south to minimize airport noise and development impacts to urban residential areas to the*

north and west. Lands annexed near or adjacent to the airport shall be assigned land use designations compatible with the Airport Master Plan and in a manner consistent with the joint planning agreement established with Seminole County.

Residential land uses and residential zonings shall be discouraged if within three hundred (300) feet of the centerline of the OSIA's new runway system east to the conservation area adjacent to Lake Jesup.

The City and County shall ensure that land uses surrounding the airport are compatible with noise levels generated by the airport use through the following measures:

1. All land east or south of the OSIA's new runway system shall be developed based on the Part 150 Noise Exposure Maps and Compatibility Plan prepared in 2001 for the OSIA by Environmental Science Associates (ESA), as approved by the FAA and any revisions to the noise exposure maps that may occur as the result of airport development. If new residential land uses or residential zoning districts are permitted, an aviation easement and development order approval shall be required.
2. New residential land use designations, zoning classification and residential development for fee simple home ownership (single-family detached, duplexes, townhomes or condominiums) shall be prohibited where noise contours are greater than 60 DNL (day-night noise level). Transient, rental and multi-family residential developments shall comply with the guidelines issued by the Federal Aviation Administration (FAA) and Department of Transportation relating to airport compatible uses and will be allowed between the 60 and the 65 DNL noise contour only with an aviation easement and associated development order and shall be designed to meet the soundproofing regulations pursuant to the FAA FAR Part 150 Noise Compatible Land Use Guidelines.
3. The following uses are compatible with the Airport:
  - o Industrial Parks
  - o Corporate Business Parks
  - o Commercial Developments,
  - o Office Complexes
  - o Attendant retail
  - o Service and Hotel Uses
  - o Medium and high density rental residential developments between the 60 and 65 DNL
  - o Agricultural uses

- *Public uses*
- 4. *Multifamily development shall be designed with noise reducing features such as acoustical insulation or other soundproofing.*
- 5. *An avigation easement shall be required and included in the recorded deed of any new lot prior to the construction of a single family dwelling unit or a multifamily dwelling unit for properties located in the area depicted in Map 1-13 of the City Comprehensive Plan.*

*All development must be phased concurrent with major public roadway improvements and installation of drainage, sewer and water utilities.*

*The City and County shall require land use changes and/or zoning changes to ensure that existing neighborhoods in the area are converted to airport compatible uses. This transition of uses must minimize adverse impacts on the neighborhood during the conversion process.*

*Seminole County and Sanford will encourage mass transit facilities in the area and jointly work toward the restoration of Lake Jesup.*

*Resource Protection and Conservation lands must be protected from the adverse impacts of development with open space requirements, clustering, conservation easements, wetland buffers and transition areas.*

*In order to minimize land use/noise conflicts, the County shall recommend that the Sanford Airport Authority purchase lands where noise contours are 65 and greater DNL consistent with the FAA Part 150 OSIA Noise and Land Use Compatibility Program approved by the Federal Aviation Administration.*

*No new residential is allowed within the areas covered by a noise contour of 65 DNL and higher.*

*New public educational facilities shall be prohibited if within three hundred (300) feet of the centerline of the OSIA's new runway system east to the conservation area adjacent to Lake Jesup.*

*This HIP-Airport Area will be developed to accommodate an area wide composite land use mix as described below:*

<i>General Use</i>	<i>Min</i>	<i>Max</i>
<i>Medium-High Density Residential Uses</i>	<i>0%</i>	<i>0.50%</i>
<i>Industrial Uses</i>	<i>50%</i>	<i>75.5%</i>
<i>Commercial Uses</i>	<i>25%</i>	<i>50%</i>

**Task 2.6 Safety Considerations:** In addition to the noise analysis outlined in Task 2.5, separate consideration will be given to safety aspects associated with residential proximity to airports (e.g., aircraft overruns).

**Task 2.7 Land Use Designation Analysis:** All applicable County/City land use districts will be examined with respect to allowable uses, density, and intensity. At a minimum, the land use designations of HIP- Airport (County) and Airport Industry Commerce (City) will be the central focus of the analysis. *Particular attention will be given to the OSIA’s influence on business uses and the policy recommendations driven by noise issues as addressed in Task 2.5.*

**Task 2.8 Zoning District Analysis:** All applicable County/City zoning districts will be examined with respect to conformance with land use designations. *Particular attention will be given to the OSIA’s influence on business uses and the policy recommendations driven by noise issues as addressed in Task 2.5.*

**Phase 3: Analog Airport Areas and Trends**

**Task 3.1 Analog Airport Areas and Trends** Detailed land use and zoning criteria currently in use for up to two analog airport areas will be gathered for purposes of identifying successful land use practices in use elsewhere. Where possible, local government staff within each analog area will be interviewed in order to assess their experience (i.e., relative success and failure) encountered within each analog area. These data and analysis will be used to inform potential changes to land use policy within the study area.

**Phase 4: Drafting Recommended Plan Policies**

**Task 4.1 Preliminary Scenario** Utilizing data and analysis gathered from Phase 2 and 3, recommended changes to County comprehensive plan and land development code language will be developed. Recommended changes will be driven by the following:

- The explicit recognition of noise issues that may affect land use as addressed in Task 2.5 (e.g., residential uses)
- Rectification of any apparent conflicts between County and City Policies and Code
- Careful consideration of benefits associated with an identical zoning district for both the County and City
- The future vision and economic development goals of the OSIA
- Larger needs or demands driven by the larger local demographic analysis
- Public transportation services to the airport and surrounding land uses
- Innovative solutions utilized in analog airport areas

After consideration of the points raised above, the developed Preliminary Scenario will manifest as new comprehensive plan and land development code language that may incorporate map amendments.

### **Phase 5: Adoption**

**Task 5.1 PWG Meeting:** Meeting of the PWG to discuss final recommendations and associated comprehensive plan policies, future land use map amendments, and land development code amendments.

**Task 5.2 County and City Adoption** It is assumed the County and City will each hold a hearing for the comprehensive plan adoption process. The timing associated with any recommended changes to land development code may be dependent on an associated comprehensive plan amendment, but otherwise land development code amendments may be able to proceed according to the jurisdiction's own adoption schedule.

**Timeline**

	Nov-06	Dec-06	Jan-07	Feb-07	Mar-07	Apr-07	May-07	Jun-07	Jul-07	Aug-07	Sep-07	Oct-07	Nov-07
Phase 1: Project Set-Up	█	█											
Phase 2: Inventory and Data Collection		█	█	█									
Phase 3: Analog Airport Areas and Trends				█	█								
Phase 4: Drafting Plan Policies				█	█	█	█	█	█				
Phase 5: Adoption								█	█	█	█	█	█

Figure 1. Initial Study Area

