

Submitted by: Chair of the Assembly at
the Request of the Mayor
Prepared by: Planning Department
For Reading: July 6, 2004

CLERK'S OFFICE

APPROVED

Date: 7-20-04

Anchorage, Alaska
AO No. 2004- 106

1 AN ORDINANCE APPROVING A PLAN AMENDMENT TO "THE 2000 MERRILL FIELD
2 AIRPORT MASTER PLAN" TO INCLUDE THE 2004 "REVISED" MERRILL FIELD
3 AIRPORT HEIGHT ZONING MAP IN ACCORDANCE WITH AMC 21.65.040, AND
4 AMEND AMC 21.65.040B TO INCLUDE THE SPECIFIC 2004 "REVISED" MERRILL
5 FIELD AIRPORT HEIGHT ZONING MAP.

6
7 (All Community Council) (Planning and Zoning Commission case 2004-069)

8
9 THE ANCHORAGE MUNICIPAL ASSEMBLY ORDAINS:

10
11 **Section 1.** "The 2000 Merrill Field Airport Master Plan" shall be amended to include the
12 following height zoning map:

13
14 The 2004 Merrill Field Airport "Revised" Airport Height Zoning Map, prepared
15 by USKH Engineering, dated January 2004; scale as shown.

16
17 **Section 2.** AMC 21.65.040B is amended to include the following specific map:

18
19 The Airport Height Zoning Map prepared by USKH Engineering for the Merrill
20 Field Airport in the municipality dated January 2004.

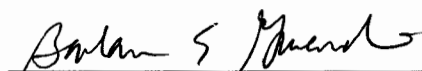
21
22 **Section 3.** The Director of the Planning Department shall change the zoning map
23 accordingly.

24
25 **Section 4.** This ordinance shall become effective immediately upon passage and approval.

26
27 PASSED AND APPROVED by the Anchorage Assembly this 20th day of
28 July 2004.

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32 Chair

33
34 ATTEST:

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37 
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39 Municipal Clerk

40
41 (2004-069)

AM 537-2004

MUNICIPALITY OF ANCHORAGE
Summary of Economic Effects -- General Government

AO Number: 2004- 106

Title: Ordinance for the 2004 "Revised" Merrill Field Airport Height Zoning Map.

Sponsor:

Preparing Agency: Planning Department

Others Impacted:

CHANGES IN EXPENDITURES AND REVENUES:		(In Thousands of Dollars)			
	<u>FY04</u>	<u>FY05</u>	<u>FY06</u>	<u>FY07</u>	
Operating Expenditures					
1000 Personal Services					
2000 Non-Labor					
3900 Contributions					
4000 Debt Service					
TOTAL DIRECT COSTS:	\$ -	\$ -	\$ -	\$ -	
Add: 6000 Charges from Others					
Less: 7000 Charges to Others					
FUNCTION COST:	\$ -	\$ -	\$ -	\$ -	
REVENUES:					
CAPITAL:					
POSITIONS: FT/PT and Temp					

PUBLIC SECTOR ECONOMIC EFFECTS:

Approval of this ordinance should have no significant economic impact on the public sector.

PRIVATE SECTOR ECONOMIC EFFECTS:

Approval of this ordinance should have no significant economic impact on the private sector.

Prepared by:	<u>Jerry T. Weaver Jr., Zoning Administrator</u>	Telephone: <u>343-7939</u>
Validated by OMB:	<u></u>	Date: <u></u>
Approved by:	<u></u> (Director, Preparing Agency)	Date: <u></u>
Concurred by:	<u></u> (Director, Impacted Agency)	Date: <u></u>
Approved by:	<u></u> (Municipal Manager)	Date: <u></u>



**MUNICIPALITY OF ANCHORAGE
ASSEMBLY MEMORANDUM**

No. AM 538 -2004

Meeting Date: July 6, 2004

From: Mayor

Subject: AO 2004-106 Planning and Zoning Commission Recommendation of Approval to amend the 2000 Merrill Field Airport Master Plan to include the 2004 "Revised" Merrill Field Airport Height Zoning Map in accordance with AMC 21.65.040, and amend AMC 21.65.040B to include the specific 2004 "Revised" Merrill Field Airport Height Zoning Map.

1 The Municipality of Anchorage petitioned to amend the 2000 Merrill Field Airport
2 Master Plan to include the 2004 "Revised" Merrill Field Airport Height Zoning Map in
3 accordance with AR 2000-138 and AMC 21.65.040, and to amend AMC 21.65.040B to
4 include reference to the specific 2004 "Revised" Merrill Field
5 Airport Height Zoning Map.

6
7 Changes to the height zoning contours for the Merrill Field Airport, as originally
8 adopted in the early 1980's, are primarily the result of four factors: (1) Because of a
9 vertical datum adjustment, the published elevation of the airport has changed from
10 elevation 136 MSL to 137 MSL (thus raising all height zoning contours by one foot.
11 (2) Currently technology allows a more accurate plotting of the contour lines in relation
12 to the horizontal location of the runway centerlines/threshold points and to the zoning
13 base map. FAA now requires very accurate coordinate positions (latitude and
14 longitude) at each runway threshold. (3) The north/south runway (runway 15/33) was
15 extended approximately 200 feet in 1988, in conformance with the 1985 approved
16 Airport Layout Plan. (4) A new diagonal runway (Runway 3/21) was constructed in
17 2002 in conformance with the approved 2000 Airport Master Plan and Airport Layout
18 Plan.

19
20 The Federal Aviation Administration (FAA) Airports Division, Alaska Region has
21 conditionally approved the revised airport layout plan for safety, utility and efficiency
22 of the airport. Future development concerning environmental impacts will require
23 environmental approval by FAA.

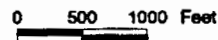
24
25 The Alaska Regional Hospital reviewed the "revised" map and has no objection. The
26 Fairview Community Council supports the map as presented by David Lundeby,
27 Airport Manager, at its March 11, 2004 meeting.
28

1 At its April 12, 2004 meeting, the Municipal Planning and Zoning Commission held a
2 public hearing and unanimously approved the amendments. Previous public hearings
3 on airports or aviation have typically generated significant public comment. The fact
4 that there has been little comment on these changes indicates they are relatively minor
5 in nature, and provide for more exact detail information.
6

7 The Administration recommends approval of the 2000 Merrill Field Airport Master
8 Plan to include the 2004 "Revised" Merrill Field "Airport Height Zoning Map" in
9 accordance with AMC 21.65.040, and to amend AMC 21.65.040B to include the
10 specific 2004 "Revised" Merrill Field Airport Height Zoning Map to the Assembly.
11
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13

14 Prepared by: Jerry T. Weaver Jr., Zoning Administrator, Planning Department
15 Concur: Tom Nelson, Acting Director, Planning Department
16 Concur: Mary Jane Michaels, Executive Director, Office of Economic and
17 Community Development
18 Concur: Denis C. LeBlanc, Municipal Manager
19 Respectively Submitted: Mark Begich, Mayor

2004-069



**MUNICIPALITY OF ANCHORAGE
PLANNING AND ZONING COMMISSION RESOLUTION NO. 2004-027**

A RESOLUTION APPROVING AN AMENDMENT TO THE MERRILL FIELD AIRPORT MASTER PLAN PER AR 2000-138 AND IN ACCORDANCE WITH AMC 21.65.050, TO INCLUDE THE MERRILL FIELD AIRPORT REVISED HEIGHT ZONING MAP, AND TO AMEND AMC 21.65.040B TO ADD THE MERRILL FIELD AIRPORT "REVISED" HEIGHT ZONING MAP BY REFERENCE TO THE LIST OF AIRPORTS.

(CASE 2004-069)

WHEREAS, a petition has been received from the Merrill Field Airport Administration, to amend the Merrill Field Airport Master Plan per AR 2000-138 of the Merrill Field Airport "Revised" Height Zoning Map, and to amend AMC 21.65.040 to add the Merrill Field Airport "Revised Height Zoning Map by reference to the list of airports, and

WHEREAS, notices were published, and a public hearing was held on April 12, 2004.

NOW THEREFORE BE IT RESOLVED, by the Municipal Planning and Zoning Commission that:

A. The Commission makes the following findings of fact:

1. The Merrill Field Airport Master Plan update was adopted by the Anchorage Assembly June 13, 2000. However, a Height Zoning Map was not included at the time the original 1991 master plan was adopted or with the updated 2000 master plan, nor did Assembly Resolution 2000-138 add the height zoning map to the list of airports governed by AMC 21.65. A condition of the Master Plan approval was resubmission of the map.
2. Seven hundred thirty-five (735) public hearing notices were mailed out. At the time this report was prepared 11 were returned as undeliverable or insufficient address and 2 public hearing notices were received. One had no comment; the other expressed concerns of high rise buildings and low flying aircraft believing this will lead to more traffic congestion to the area. Two public comment emails were received questioning what was being changed on the map. The Fairview Community Council approved the map as presented by Airport Manager, David Lundebj on March 11, 2004.
3. The Federal Aviation Administration (FAA) Airports Division, Alaska Region submitted a letter conditionally approving the revised airport layout plan for safety, utility and efficiency of the airport. Future development requiring environmental processing may not be undertaken without environmental approval by FAA.
4. Changes to the height zoning contours for Merrill Field Airport as originally adopted in the early 1980's are primarily the result of four factors:
 - a. Because of a vertical datum adjustment, the published elevation of the airport has changed from elevation 136 MSL to 137 MSL (thus raising all height zoning contours by 1 foot.

- b. Current technology allows a more accurate plotting of the contour lines in relation to the horizontal location of the runway centerlines/threshold points and to the zoning base map. FAA now requires very accurate coordinate's positions (latitude and longitude) at each runway threshold.
 - c. The north/south runway (runway 15/33) was extended approximately 200 feet in 1988, in conformance with the 1985 approved Airport Layout Plan.
 - d. A new diagonal runway (Runway 3/21) was constructed in 2002 in conformance with the approved 2000 Airport Master Plan and Airport Layout Plan.
5. The Commission finds the largest change in the map appears to be a result of the small runway 321. Buildings in the Providence Hospital/University of Alaska area could be 10-15 stories in height before this map was prepared. Alaska Regional Hospital met with the airport administration and reviewed the "revised" map had no objection.
6. The Commission finds this to be a housekeeping matter. Previous action on concerning airports or with aviation has typically generated significant public comment. The fact that there has been little comment on this indicates it is relatively administrative in nature.
7. The Commission voted unanimously to approve the subject map and ordinance amendment.

B. The Commission recommends to the Assembly to approve

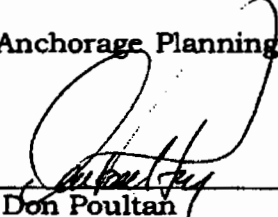
- 1. A plan amendment to the Merrill Field Airport Master Plan per AR 2000-138 to include the 2004 Merrill Field Airport "Revised" Airport Height Zoning Map, prepared by USKH Engineering, dated January 2004; scale as shown.
- 2. Amending AMC 21.65.040B as follows:
- 3. The following airport height zone maps are adopted:

- a. The airport height zoning map prepared by USKH Engineering for the Merrill Field Airport in the municipality dated January 2004.

PASSED AND APPROVED by the Anchorage Planning and Zoning Commission this
12th day of April, 2004.



Donald S. Alspach
Acting Director



Don Poulton
Chair

AYE: T. Jones, Gibbons, Poulton, Simonian, Lottsfeldt, Isham
NAY: None
ABSTAIN: Pease, G. Jones

PASSED

E. UNFINISHED BUSINESS AND ACTIONS ON PUBLIC HEARINGS - None

F. REGULAR AGENDA - None

G. PUBLIC HEARINGS

- 1. 2004-069** Municipality of Anchorage. A plan amendment to the Merrill Field Airport Master Plan per AR 2000-138 to revise the airport height zoning contour map.

Staff member MARY AUTOR stated 735 public hearing notices had been mailed; 11 were returned as undeliverable or insufficient address, one was returned with no comment, and another expressed concerns over high rise buildings and low flying aircraft, believing that it would lead to more traffic congestion on the roads. Two email comments were submitted questioning what was changing on the map. The Fairview Community Council approved the map amendments as presented at its March 11, 2004 meeting. This request is, in some ways, housekeeping in nature. The code requires that airports have airport height zoning that is graphically depicted on a map. This is also a requirement of federal regulations. Section 21.65, which regulates airport height zoning, specifically identifies government-owned airports, but for some reason the Merrill Field map has never been listed as one of those airports. The 2004 Height Zoning Map before the Commission this evening is both an amendment to the Merrill Field Master Plan, which was accepted by the Assembly in 2002, and a modification to AMC 21.65. The map delineates 10-foot interval contours surrounding the airport; the closer to the airport, the lower the height standard for structures, and the further from the airport, the higher the height standard for structures. The Department recommended that the Commission accept the map as submitted, subject to two conditions.

COMMISSIONER T. JONES corrected condition 2 to amend the citation to be AMC 21.65.040B.

COMMISSIONER G. JONES asked whether item 4 within condition 2 should reference "the Municipality of Anchorage" rather than simply stating "municipality." MS. AUTOR explained this is the

language contained in 21.65.040B to identify previously adopted maps for other government-owned airports.

The public hearing was opened.

EARL KORYNTA, representing the petitioner, stated that both he and now Commissioner Greg Jones were involved in the development of the original Merrill Field Master Plan. Those contours are depicted on the current zoning maps. The map before the Commission is an amendment to those original zoning contours and it reflects current conditions at Merrill Field. The map is complex and specifically depicts Part 77 federal regulations; there have been no changes in those regulations since the original adoption of the Merrill Field contours. The Merrill Field Master Plan was approved by the Commission and adopted by the Assembly in 2002. Several construction projects have been implemented at the airport since the adoption of that Master Plan. A condition of the Master Plan approval was resubmission of the airport height zoning map. Meetings were held with the Merrill Field Airport Manager, the Fairview Community Council, and the Airport Heights Community Council, as well as some nearby property owners. There were very few questions at those meetings.

COMMISSIONER G. JONES noted that the largest change in the map appeared to be a result of the small runway 321. The off-airport property that will affect is to the south and east of the airport. He asked whether the hospital located to the east has looked at the map and is comfortable with the new contours. MR. KORYNTA stated a meeting was held with the hospital and there were no objections. COMMISSIONER G. JONES asked whether the other private properties, such as the one at the southwest corner of Lake Otis and 15th Avenue, had been contacted. MR. KORYNTA replied that no meeting was held with that property owner. COMMISSIONER G. JONES asked whether there were any impacts further to the southeast in the university area. MR. KORYNTA replied there would be very little impact in that area. COMMISSIONER G. JONES understood that buildings in the Providence Hospital/University of Alaska area could be 10 to 15 stories in height before this map came into play. MR. KORYNTA indicated this was correct.

COMMISSIONER SIMONIAN asked whether the Airport Heights Community Council had offered written comment. MS. AUTOR believed that council was noticed, but they had not submitted written comment.

The public hearing was closed.

COMMISSIONER G. JONES moved for approval of the amendment to the Merrill Field Airport Master Plan per AR 2000-138 to revise the airport height zoning contour map, subject to Staff conditions 1 and 2, amending condition 2 to cite 21.65.040B.

COMMISSIONER T. JONES seconded.

COMMISSIONER G. JONES felt Staff was correct in characterizing this as a housekeeping matter. He stated that previous action concerning the airport, and generally anything doing with aviation, has typically generated significant public comment. The fact there has been little comment on this request indicates it is relatively administrative in nature.

AYE: Pease, T. Jones, Gibbons, Poulton, G. Jones, Simonian, Lottsfeldt, Isham

NAY: None

PASSED

2. 2004-040

The Home Depot. A Large Retail Establishment Site Plan Review for changes to an existing Home Depot. DTC Subdivision, Tract 1. Located at 515 East Tudor Road.

Staff member MARY AUTOR explained this site plan review deals with expansion of The Home Depot, a large retail establishment under 21.35, 21.50, and 21.55. The petitioner proposes to place a large equipment storage and tool rental center at the northwest corner of the existing building. The large equipment storage area is proposed to cover approximately 1,100 square feet and would be situated adjacent to the tool rental center area of approximately 1,600 square feet. No other changes are being proposed to the building or the site. The code requires that this type of addition provide a minimum of 10% additional landscaping and/or parking improvements on the site; that is being proposed by the petitioner. The Commission has the authority to require only improvements that do not exceed 10% of the overall costs of the expansion. The petitioner is proposing to spend approximately \$25,000 for improvements to the structure façade, plaza, trees, accessible parking, and a raised crosswalk on the west side of the building. The Department recommends approval of the site plan, subject to conditions, amending condition 4 to read "Resolve all outstanding land use violations with Land Use Enforcement and the Zoning Division of the Planning Department." MS. AUTOR noted that a comment was returned from an adjacent property owner concerning an access agreement between The Home Depot and that property. She believed the petitioner would testify that the proposed project does not conflict with that agreement.

COMMISSIONER G. JONES indicated the Commission received two sets of drawings, one showing the addition at the northwest corner of the facility, and another showing the addition on the south side of the building. The Staff's narrative speaks to the addition on the

**MUNICIPALITY OF ANCHORAGE
PLANNING DEPARTMENT
MEMORANDUM**

DATE:	April 12, 2004
TO:	Planning and Zoning Commission
THRU:	Donald S. Alspach, Acting Director <i>AS</i>
FROM:	Mary Autor <i>Mary Autor</i>
SUBJECT:	Case 2004-069: A plan amendment to the Merrill Field Airport Master Plan per AR 2000-138 to include the Merrill Field Airport "Revised" Height Zoning Map, and to amend AMC 21.60.040 to add the Merrill Field Airport "Revised" Height Zoning Map by reference to the list of airports.

The Merrill Field Airport Master Plan update was adopted by the Anchorage Assembly June 13, 2000. This is a plan document to guide airport development over the next twenty years.

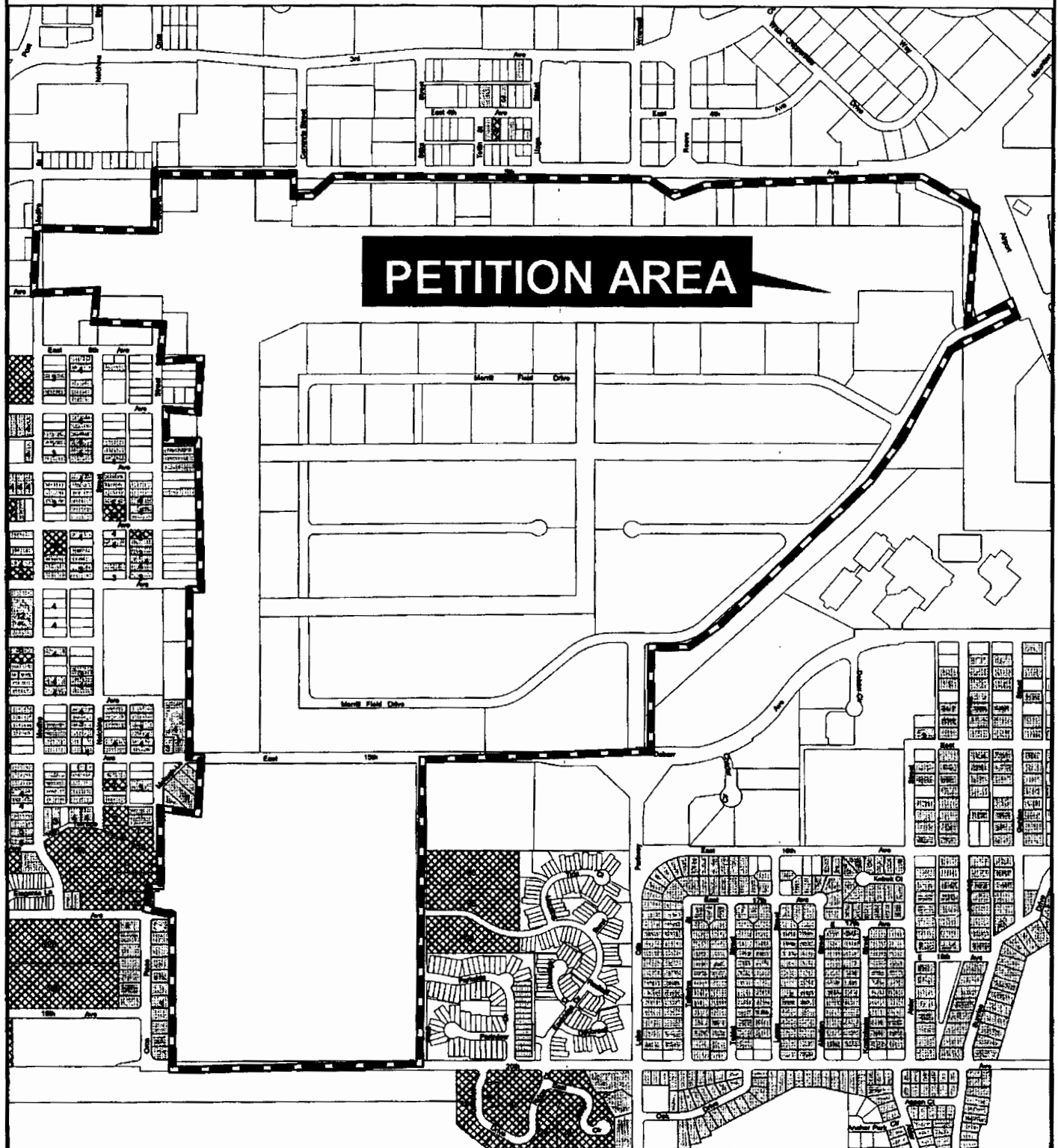
The subject Merrill Field Airport "Revised" Height Zoning Map was not included at the time the original 1991 master plan was adopted or with the updated 2000 master plan, nor did Assembly Resolution 2000-138 add the height zoning map to the list of airports governed by AMC 21.65.

COMMUNITY COMMENT:

Seven hundred thirty-five (735) public hearing notices were mailed out. At the time this report was prepared 11 were returned as undeliverable or insufficient address and 2 public hearing notices were received. One had no comment; the other expressed concerns of high rise buildings and low flying aircraft believing this will lead to more traffic congestion to the area. Two public comment emails were received questioning what was being changed on the map. The Fairview Community Council approved the map as presented by Airport Manager, David Lundebly on March 11, 2004.

FAA COMMENT:

MASTER PLAN AMENDMENT 2004-069








PETITION AREA

Municipality of Anchorage
Planning Department



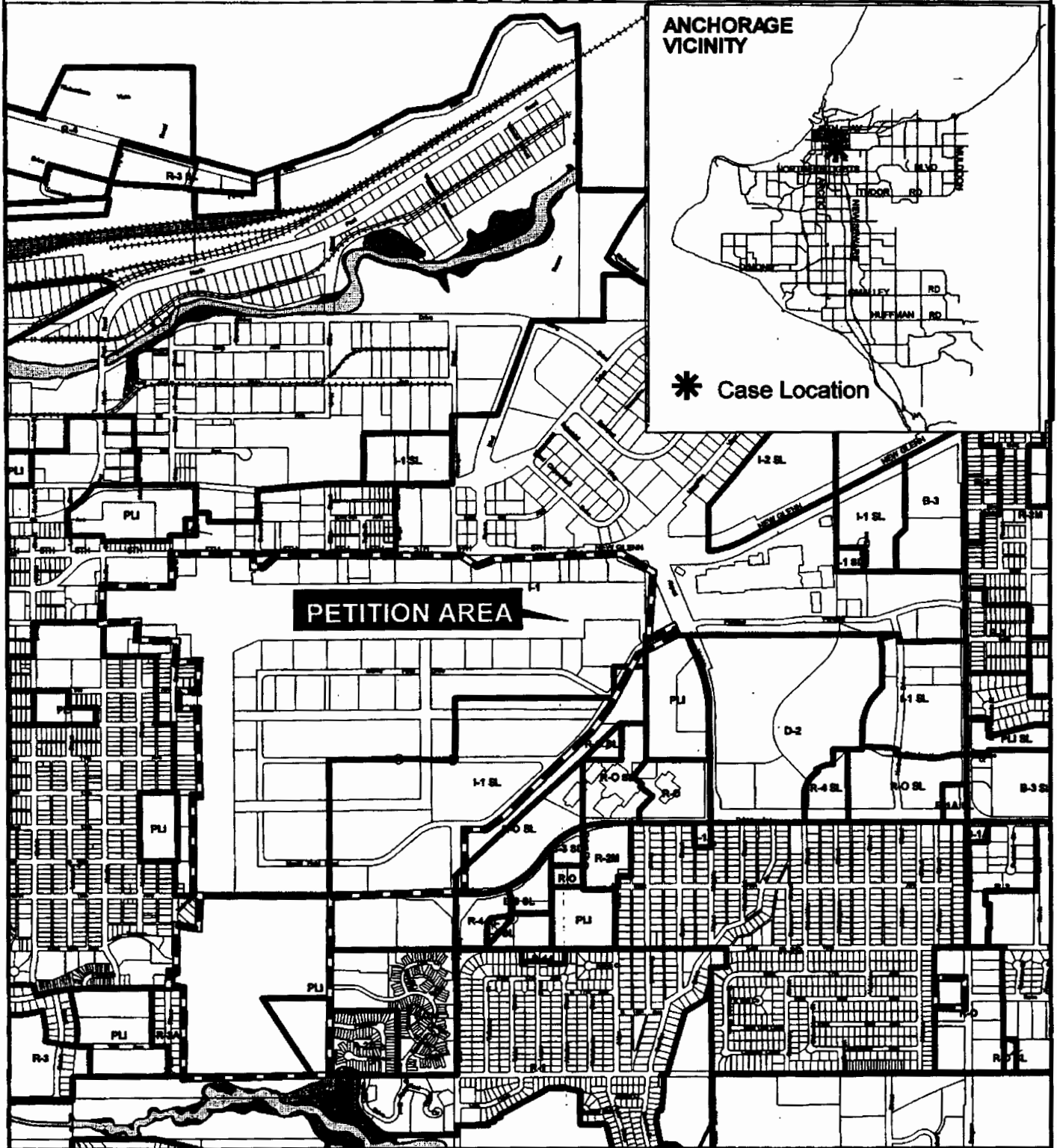
Date: FEBRUARY 11, 2004

-  Single Family Detached
-  Single Family Attached, Duplex
-  Mobile home
-  Multi - Family 3 & 4 Plex
-  Multi - Family 5+



Source: Housing Stock based on 1998 Land Use Inventory
Planning Department, MOA

MASTER PLAN AMENDMENT 2004-069



Municipality of Anchorage
Planning Department



Date: FEBRUARY 11, 2004

Flood Limits

- 100 Year Floodplain
- 500 Year Floodplain
- Floodway



0 500 1000 Feet

increase in elevation of the height zoning contours. Two areas of exceptions are:

1. The Alaska Regional Hospital site (zoned R-O SL). The new height zoning contours were reviewed with the Anchorage Regional Hospital administrative staff on October 9, 2003.
2. A parcel located in the Penland Park area (zoned D-2 which limits building heights to 30 feet). The new height zoning contours in this area are approximately 65 to 115 feet above the ground surface.

South of the 15th Avenue/Debarr Road corridor changes are extensive. But a significant portion of the effected areas are zoned residential (with building heights limited to 35-feet or less), PLI or are greenbelt.

Exceptions are the following:

1. The Midtown area south of Fireweed Lane on the north and Chinook Street on the east is primarily zoned B-3, R-4 and R-O, all zones allow unrestricted building heights. The new height zoning contours in this area about 7-feet lower than the original contours.
2. An area just south of 15th Avenue and west of Orca Street zoned R-3 (height restricted to 35 feet): the lowest new height zoning contour is more than 50 feet above the ground surface in this area.
3. Two parcels located in the northwest quadrant of the Northern Lights/Lake Otis Intersection is zoned R-O (unrestricted building height). The new height zoning contours are approximately 150 feet or higher above the ground surface in this area.
4. Several parcels located on the east and west side of Bragaw Street and north of 20th Avenue are zoned R-O (unrestricted building heights). The new height zoning contours are approximately 150 feet or higher above the ground surface in this area.
5. Several parcels located on the west side of Lake Otis Parkway and south of 36th Avenue are zoned R-O (unrestricted building heights). The new height zoning contours are approximately 150 feet or higher above the ground surface in this area.
6. Several parcels zoned R-O SL, located south of 15th Avenue between A Street and C Street (unrestricted building heights). The

The Federal Aviation Administration (FAA) Airports Division, Alaska Region submitted a letter conditionally approving the revised airport layout plan for safety, utility and efficiency of the airport. Future development requiring environmental processing may not be undertaken without environmental approval by FAA.

DISCUSSION:

Height zoning contours for Merrill Field Airport were originally adopted in the early 1980's as part of the original Airport Height Zoning Ordinance (AMC 21.65). The purpose of AMC 21.65 is to regulate Airport Height Zoning to prevent interference between land uses and air traffic. It also directs the owner or manager of a governmentally operated airport to prepare an airport height map in accordance with FAR part 77, subpart C, paragraph 77.25 to depict airspace zones in ten-foot conical increments. AMC 21.60.040 specifically names the Birchwood Airport, Girdwood Airport and the International Airport, but does not include reference to the Merrill Field Airport.

As stated in the subject application narrative, changes to the height zoning contours for Merrill Field Airport as originally adopted in the early 1980's are primarily the result of 4 factors:

1. Because of a vertical datum adjustment, the published elevation of the airport has changed from elevation 136 MSL to 137 MSL (thus raising all height zoning contours by 1 foot.
2. Current technology allows a more accurate plotting of the contour lines in relation to the horizontal location of the runway centerlines/threshold points and to the zoning base map. FAA now requires very accurate coordinates positions (latitude and longitude) at each runway threshold.
3. The north/south runway (runway 15/33) was extended approximately 200 feet in 1988, in conformance with the 1985 approved Airport Layout Plan.
4. A new diagonal runway (Runway 3/21) was constructed in 2002 in conformance with the approved 2000 Airport Master Plan and Airport Layout Plan.

The subject 2004 Height Zoning Map shows the new airport height zoning contours (red) in relationship to the existing contours (black). Changes north of the 15th Avenue/Debarr Road corridor including the downtown area are not significant and generally result in a slight

new height zoning contours are approximately 150 feet or higher above the ground surface in this area.

NOTE: This review does not address the Assembly's conditioned approval of the 2000 Merrill Field Airport Master Plan for a noise/dust control plan. According to the applicant, this will be brought to the Planning and Zoning Commission separately.

RECOMMENDATION:

The Planning Department recommends:

1. Approval of a plan amendment to the Merrill Field Airport Master Plan per AR 2000-138 to include the 2004 Merrill Field Airport "Revised" Airport Height Zoning Map, prepared by USKH Engineering, dated January 2004; scale as shown.

2. Amending AMC 21.60.040B as follows:

B. The following airport height zone maps are adopted:

4. The airport height zoning map prepared by USKH Engineering for the Merrill Field Airport in the municipality dated January 2004.