

MINUTES

ISLANDS PLANNING COMMISSION SEPTEMBER 16, 2014 - 6:00 P.M. The Casino Bldg., 530 Beachview Drive, SSI

MEMBERS PRESENT: John Dow, Chairman
Paul Sanders, Vice Chairman
Stan Humphries
Preston Kirkendall
William Lawrence
Oliver Seabolt
Robert Ussery

STAFF PRESENT: David Hainley, Community Development Director
Eric Johnson, Planning Manager
Cayce Dagenhart, Planner II
Janet Loving, Admin/Recording Secretary

ALSO PRESENT: Commissioner Dale Provenzano, BOC

Chairman Dow called the meeting to order and the invocation was given, followed by the Pledge of Allegiance. He then gave a brief recap of the rules, voting procedure and audience participation in discussing agenda items.

MINUTES

August 26, 2014 - Regular Meeting

A motion was made by Mr. Stan Humphries to approve the Minutes of the *August 26th Regular Meeting*. The motion was seconded by Mr. Preston Kirkendall. Voting Aye: Messrs. John Dow, Stan Humphries, Preston Kirkendall, Paul Sanders and Oliver Seabolt. Mr. Lawrence and Mr. Ussery did not attend the August 26th Meeting and therefore abstained from voting.

Before the Chairman proceeded with agenda items, Mr. Stan Humphries stated that at the August 26th IPC Meeting he made some very strong remarks with respect to the Airport Commission (**ZM2883**). However, since speaking with several users of the airport he has been informed that his previous complaints no longer exist and “the administration is 180 degrees different.” Mr. Humphries apologized to the Executive Director, Mr. Robert Burr and to the Glynn County Airport Commission for his remarks.

AGENDA - Additions, Deferrals, Deletions, Postponements

Mr. Hainley reported that staff received a written request from the applicant to defer site plan application **SP2906**. Staff recommends that this item be deferred until the next IPC Meeting. Thereupon, a motion was made by Mr. Paul Sanders, seconded by Mr. Stan Humphries and unanimously adopted to defer application **SP2906** to the October 21st IPC Meeting beginning at 6:00 p.m.

Due to his involvement with the next agenda item, **ZM2883** St. Simons Island Airport, Mr. Robert Ussery recused himself and joined the audience. He stated however that he is prepared to answer questions due to his affiliation with the Golden Isles Aviation and the hotel.

Also before proceeding, Chairman Dow stated that at the August 26th IPC Meeting, a question that he asked Mr. Hainley regarding **ZM2883** (“Is this a done deal?”) may have been taken out of content or as a suggestion that the outcome of this item had been predetermined. Commissioner Dow apologized to Mr. Hainley, county staff and to Mr. Ours and stated that in no way would he accuse staff or the administration of predetermining the outcome of this item or any agenda item.

ZM2883 Saint Simons Island Airport: Consider a request to amend the PD Planned Development for the Saint Simons Airport located on Kings Way, Frederica Road and Demere Road. The purpose of the request is to add and remove some of the allowable uses in the district to make them more compatible with the current uses. Parcel IDs: 04-02922, 04-02803 and 04-02924. Glynn County, applicant and owner.

On behalf of Glynn County, Mr. David Hainley presented the following report from staff:

The applicant is proposing to amend the Planned Development Text and Master Plan for this item, which would completely replace the current text for the Airport including the McKinnon Saint Simons Island Airport properties. In response to a revised development concept, the proposed McKinnon St. Simons Island Airport PD enables land uses and development standards not currently allowed within the existing PD. The proposed amendment is intended to be a planned mix of airport operations areas, hangars, office, limited commercial, light industrial and governmental land uses.

This item was originally presented to the Islands Planning Commission at the August 26, 2014 meeting. Comments and concerns regarding the proposed Text Amendment were voiced at that time by the Planning Commission and by the public. Afterward, Mr. Hainley was asked to revise the Text to reflect the comments and concerns that were expressed. These revisions, including issues pertaining to the height limits, banquet facilities, utilities and the St. Simons Island Tree Canopy Preservation, are highlighted in the Amended Text and were included in the packages for the Planning Commission's review.

In conformance with Section 1103 of the Glynn County Zoning Ordinance, the following findings of fact are to be considered in making a decision on a request for rezoning:

- Whether the zoning proposal will permit a use that is suitable in view of the use and development of adjacent and nearby property.

The subject parcels are located in a highly active commercial, industrial and residential area. The airport will continue to keep the use and development on these properties in harmony with the surrounding area.

- Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property.

The proposed changes will not adversely affect the existing use or usability of the adjacent property.

- Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned.

The property currently has a reasonable economic use as it is currently zoned.

- Whether the zoning proposal will result in a use, which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities or schools.

The proposed Text Amendment may increase the traffic on the existing streets. The question of whether or not it would cause an excessive burden would need to be evaluated at the site plan stage of the proposed use.

- Whether the zoning proposal is in conformity with the policy and intent of the Comprehensive Land Use Plan.

Yes, the proposed request is consistent with the policy and intent of the Comprehensive Land Use Plan.

- Whether there are other existing or changing conditions affecting the use and development of the property, which give supporting grounds for approval or disapproval.

There are none.

Mr. Hainley stated that staff recommends approval of application **ZM2883** to amend the Planned Development Text and Master Plan Development for the St. Simons Airport located on Kings Way, Frederica Road and Demere Road.

At this time, the Planning Commissioners reviewed the revised Text, page by page, and suggested other changes, inclusions and deletions of items as a result of additional comments.

During discussion Chairman Dow stated that he has spoken with several people at great lengths about the height issue. It is his understanding that the proposed hotel is intended to be 35 ft. and the most important thing is three habitable floors, which is consistent with the Hampton Inn as referenced at the last meeting. He pointed out that the International Building Code has changed and one of the requirements of public space is fresh air rather than recycled air. The issue with the proposed hotel was for the location of the mechanical equipment. Chairman Dow stated that if this is the case, then this particular area should be enclosed and architecturally consistent with the building. Personally, Chairman Dow stated that he is comfortable with the language in this respect.

Mr. Sanders stated that the proposed height of the hotel exceeding 35 ft. won't be the highest structure in the neighborhood. He then listed several examples to prove his point and stated that it has been well documented in architectural and planning schools that "if you want to keep your footprint smaller, it is better to go up higher rather than spread out over the green area." Mr. Kirkendall stated that he doesn't have a problem with the 35 ft. height if the applicants limit the amount of space that they can use on the ground.

Mr. Humphries asked if any consideration had been given to the possibility of having the bike paths along one side of the road as previously suggested by Mr. Seabolt. Mr. Hainley stated that the bike path is in the right-of-way and is not part of this request. He explained that during this fall/spring staff will draft a new transportation plan for the

county and bike planning is one of the elements to be incorporated in the study. Mr. Humphries stated that currently, it is a very dangerous situation when trying to cross a busy road twice.

Mr. Lawrence apologized for not being in attendance at the last meeting, but for clarification he asked if anyone had considered the need for another hotel because currently, there are approximately 14 hotels located on the Island, all in various sizes. He then asked if this proposal is being based on need or some other factor. Chairman Dow stated that the applicant would have to address the specifics of this issue but based on his knowledge, a new FBO and a hotel are intricately connected, which means that one is not going to happen without the other. He stated that this is something that the Airport Commission feels is necessary to improve the FBO and the service provided. Also, it is in addition to, not in lieu of, the other hotels.

Mr. Seabolt thanked Mr. Hainley for allowing them to comment on this item. He stated that his concerns have been addressed in the Text.

In an effort to address Mr. Lawrence's concerns about the basis for the hotel, Mr. Kirkendall pointed out that this item is a zoning request; it is not approval of a hotel. The applicant would have to come back for approval of a hotel, which would perhaps answer his questions at that time.

The floor was then opened for public comments beginning with Mr. Robert Ussery.

In his capacity as architect, Mr. Ussery stated that he is representing MMI, the owners of the King & Prince Hotel. He stated that he has worked with the Airport Commission on this project and he is also looking forward to working with the Golden Isles Aviation on the terminal building.

Mr. Ussery stated that the document as presented tonight works for what they're trying to accomplish. The hotel and the terminal operators are committed to making this proposal as nice as they possibly can. Regarding the height issue, he pointed out that as an architect his main concern is to also try to make this the nicest looking structure as possible. He stated that they need a little extra height to cover up the air conditioning units. Although there has been discussion as to whether the units can be placed on the roof (and they can), there are concerns about covering up greenspace. Also, the types of units that are required would mean that they would have to have materials, i.e., duct work, running up the side of the building which may or may not be aesthetically pleasing. Therefore, they would prefer to put the equipment on the roof.

In conclusion, Mr. Ussery explained that there are no guarantees that the height limit will be raised if this proposal is approved tonight because they have to prove to the Planning Commission that they're doing everything that is required in the Text, i.e., it has to be aesthetically pleasing and it has to meet all conditions. He is asking at this time for the Planning Commission to move forward and approve this request.

Mr. Bill Houseman, member of the Airport Commission and retired Delta Pilot, stated that tonight he is speaking on his own behalf. He feels that it would be a good idea to have a provision included in the Text for radio antennas on top of the buildings taller than 45 ft. Mr. Hainley pointed out that radio antennas are exempt in accordance with the ordinance. Mr. Houseman wanted to know what the current setback is for hangars. Mr. Hainley stated that under staff's interpretation, the current setback is 20 ft. although there are several that are non-compliant.

Mr. Houseman also had comments pertaining to gymnasiums and the hotel. He believes that a gymnasium should be located next to a school. An airport is not the proper place for this particular use in his opinion. On the other hand, he feels that the hotel will be an extraordinary addition and a great benefit to the community.

At this time, Mr. Robert Burr, Executive Director of the Glynn County Airport Commission, gave a brief overview of the proposal so that everyone would have a clear understanding of the request. He assured the Planning Commission and the general public that whatever is constructed at the facility will go through due process and in accordance with all regulations. Mr. Jeff Culwell, Chairman of the Airport Commission, agreed with Mr. Burr. Regarding earlier concerns about additional hotels, he stressed that if another hotel is proposed for this particular area, the Planning Commission would have an opportunity to recommend denial.

It was noted that Ms. Monica Smith, SSI resident, was also present to express specific concerns about buffers as they relate to all projects in Glynn County.

At the end of discussion, a motion was made by Mr. Preston Kirkendall to recommend approval of the updated application **ZM2883** to amend the Planned Development Text and Master Plan for the St. Simons Airport subject to the following:

- Page 1) Item II (last sentence) Add back the word **of**
- Page 3) Leave in **q)** Business Office - **General**
- Page 5) Delete **r)**; Add Back **z) Private Clubs**; Delete **dd) Restaurant**
- Page 6) Delete **2.2 a) Banquet Hall/Reception Facility**
- Page 7) Add Back **kk) Private Clubs**
- Page 8) Delete **3.2 a) Banquet Hall/Reception Facility**
- Page 12) XI Add: buffers should be per Section 613 of the Zoning Ordinance

The motion was seconded by Mr. Paul Sanders. Voting Aye: Mr. John Dow, Mr. Stan Humphries, Mr. Preston Kirkendall, Mr. Paul Sanders and Mr. Oliver Seabolt. Abstained: Mr. William Lawrence. Mr. Robert Ussery recused himself before discussion and also abstained from voting.

ZM2901 1602 Demere Road: Consider a request to amend the Development Text of a Planned Development located on the east side of Demere Road just north of East Beach Causeway. The purpose of the request is to allow a one-family dwelling. Parcel ID: 04-03437. David E. Amos, Architect, LLC, agent for JSKG, LLC, owner.

Mr. David Amos and Mr. Bill Gussman were present for discussion.

The following report from staff was included in the packages for review and was presented by Mr. Eric Johnson:

On November 19, 2013, the Islands Planning Commission (IPC) recommended approval of application **ZM2721** to rezone the subject property from R-12 Single-Family to PD Planned Development for the purpose of allowing a bed and breakfast. At the time, the applicant proposed to renovate and add to the existing home (a maximum of five guest rooms for the bed and breakfast establishment). When recommending approval of the application, the IPC amended the Development Text to 1) include a “resident manager” to the definition of a bed and breakfast; 2) prohibit any accessory uses; and 3) require a Type A buffer around the building. The rezoning application was unanimously approved by the Board of Commissioners on December 19, 2013. The applicant is now requesting to amend the Development Text to allow a one-family dwelling.

In conformance with Section 1103 of the Glynn County Zoning Ordinance, the following findings of fact are to be considered in making a decision on a request for rezoning:

- Whether the zoning proposal will permit a use that is suitable in view of the use and development of adjacent and nearby property.

The proposed amendment to the Development Text will allow a low impact use that existed before the bed and breakfast was approved.

- Whether the zoning proposal will adversely affect the existing use or usability of adjacent or nearby property.

The proposed change will not be a detriment to adjacent or nearby properties.

- Whether the property to be affected by the zoning proposal has a reasonable economic use as currently zoned.

Yes, a single-family dwelling was originally allowed on the property before it was rezoned to Planned Development.

- Whether the zoning proposal will result in a use, which will or could cause an excessive or burdensome use of existing streets, transportation facilities, utilities, or schools.

None

- Whether the zoning proposal is in conformity with the policy and intent of the Comprehensive Land Use Plan.

Yes, the Future Land Use category for this parcel is MDR, which is consistent with the R-12 Zoning District. A one-family house is a permitted use in the R-12 District.

- Whether there are other existing or changing conditions affecting the use and development of the property, which give supporting grounds for approval or disapproval.

None

Mr. Johnson stated that staff recommends approval of application **ZM2901** to amend the Development Text of 1602 Demere Road PD to allow a one-family dwelling.

Mr. Gussman gave a brief presentation and a general discussion followed. It was noted that no one was present to oppose this request.

At the end of discussion, a motion was made by Mr. Stan Humphries to recommend approval of application **ZM2901** to amend the Development Text for property located at 1602 Demere Road, “The Gray Owl Inn,” or alternatively allow a single-family dwelling. The motion was seconded by Mr. Paul Sanders and unanimously adopted.

SP2897 Glynn Art Association: Consider site plan approval to allow interior renovations to an existing building and to make on/off-site improvements, including the installation of a new 196 sq. ft. kiln on 0.6494 acre. Parcel ID: 04-02922. Glynn Art Association, Inc., applicant for Glynn County, owner.

Mr. Don Hutchinson and Mr. John Rentz were present for discussion.

In presenting the staff’s report, Ms. Dagenhart explained that the applicant is asking for approval of the site plan for property located in the McKinnon Commercial Park. The intent of this project is to renovate the existing building for the purpose of creating a gift shop, museum, office space, and personal services studios. The applicant also proposes to install a kiln and make improvements to off-street parking areas. The project requires 24 off-street parking spaces; however, the site is not large enough to accommodate the required spaces/vehicular use areas as proposed. As such, new parking/vehicular use areas are proposed within the adjacent Island Drive 25 ft. wide buffer. This buffer was a requirement of the original Development Text for the PD (GC-35-94) and is shown on the Airport Master Plan. Parking is allowed off-site, provided it complies with Section 611.3 of the Zoning Ordinance.

There are currently no trees or hedges located within this buffer between Island Drive and the existing building/proposed parking area. In a concurrent rezoning application (ZM2883), changes are proposed to the Development Text, which would eliminate the 25 ft. buffer in this portion of the PD. Therefore, approval of this site plan as submitted is contingent upon the approval of application ZM2883. If application ZM2883 is not approved (eliminating the buffer in this portion of the PD), then a buffer modification would need to be approved by the Islands Planning Commission, pursuant to Article VI, Section 613.5 of the Glynn County Zoning Ordinance.

It was noted that findings for a buffer modification as well as the criteria for approving a site plan application were all included in the packages for the Planning Commission's review.

Ms. Dagenhart stated that staff recommends approval of this site plan as submitted (with or without the Board's approval of the Text Amendment). She explained that staff's recommended motion is as follows:

"I move that the Islands Planning Commission approve application **SP2897**, contingent upon the approval of rezoning application **ZM2883** (as the Development Text Amendment relates to the elimination of the 25 ft. wide buffer for this parcel); *If Rezoning Application **ZM2883** is not approved by the Board of Commissioners*, I move that the Islands Planning Commission approve application **SP2879**, subject to the approval of a buffer modification along Island Drive, which changes the 25 ft. buffer to a Type E Buffer."

Mr. Kirkendall stated that he is not comfortable agreeing to the second part of the motion because he doesn't know what the Board wants to do relative to the amendment. Mr. Ussery stated that if the issue is the parking spaces he feels that the top portion of the recommended motion would be sufficient.

During a brief presentation, Mr. John Rentz, the architect of record, stated that when they began this project it was a challenge because they have limited resources, but they're trying to do as much as they can to enhance the property. They have converted it into a two phase project. The first phase is to start immediately so that they can develop the building for instant use. Mr. Rentz stated that with this particular request they simply want to improve the property and find a use for the building, which is currently vacant and neglected. He stated that the site will be enhanced and the building will be improved for an organization that is a great asset to the community.

Chairman Dow needed further clarification on the recommended motion. Ms. Dagenhart explained that the motion would allow the applicant to move forward either way. Mr. Kirkendall accepted staff's explanation and stated that he doesn't have a problem with approving the request contingent upon the action of the Board of Commissioners. Chairman Dow and the other members concurred.

There being no further discussion, a motion was made by Mr. Paul Sanders to approve application **SP2897** contingent upon the approval of Rezoning Application **ZM2883** (as the Development Text Amendment relates to the elimination of the 25 ft. wide buffer for this parcel); *If Rezoning Application **ZM2883** is not approved by the Board of Commissioners*, I move that the Islands Planning Commission approve application **SP2879**, subject to the approval of a buffer modification along Island Drive, which changes the 25 ft. buffer to a Type E Buffer. The motion was seconded by Mr. Robert Ussery. As a point of clarification, Mr. Kirkendall asked if a zoning change is needed for a Type E Buffer, to which Mr. Hainley replied no. At the end of discussion, the motion was unanimously adopted.

In other business, at the request of Chairman Dow, Mr. Bill Edenfield agreed to assemble a group of citizens consisting of landscape and architects to compare conceptual landscape drawings for a portion of Demere Road (from the circle all the way down to the end). These drawings would then be submitted to the Board of Commissioners and the Glynn County Airport Commission for the benefit of community and civic groups.

There being no further business to discuss, the meeting was adjourned at 7:20 p.m.