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**Broadway District Specific Plan
Draft EIR ALUC Assessment**

3.8 - Land Use

3.8.1 - Introduction

This section describes the existing land use and potential effects from project implementation on the site and its surrounding area. Descriptions and analysis in this section are based on site reconnaissance performed by FirstCarbon Solutions (FCS) personnel and review of the City of American Canyon General Plan, the proposed Broadway District Specific Plan, and the Napa County Airport Land Use Compatibility Plan (ALUCP).

3.8.2 - Environmental Setting

Land Use

Specific Plan Area

The Broadway District Specific Plan area is a 2.3-mile-long, auto-oriented, strip commercial corridor along SR-29 within the City of American Canyon. Residential uses and undeveloped properties are also located along the SR-29 corridor.

The following are descriptions of existing development and land use activities summarized by the sub-areas shown on Exhibit 2-3:

- **Southern Gateway (14.5 acres):** This subarea contains Veterans Memorial Park and the California Northern Railroad Vallejo Branch Line railroad right-of-way.
- **Local Serving Mixed Use (49.9 acres):** This subarea is centered around the intersection of Broadway (SR-29)/American Canyon Road, and contains the American Canyon Marketplace (Safeway), the Canyon Corners shopping center, the Walgreen's center, a Pacific Gas and Electric (PG&E) Company electrical substation, and the Open Door Church. This subarea extends north to Donaldson Way and also encompasses the Canyon Plaza shopping center, a large vacant lot, and older single-family residential dwelling units. An approximately 160-foot-wide easement containing two parallel Pacific Gas and Electric (PG&E) Company high-voltage electrical transmission lines passes through this subarea in a northeast-southwest direction.
- **Southeast Area Specific Plan (11.2 acres):** This subarea is bounded by the California Northern Railroad Vallejo Branch Line railroad right-of-way (west), the PG&E transmission line easement (north), Silver Oak Trail (east), and American Canyon Road (south). This area contains undeveloped land.
- **Home Improvement (10.7 acres):** This subarea is located on the west side of SR-29 and contains the Mid-City Nursery, Broadway Landscape Materials, an automotive repair shop, and a horse pasture.
- **Broadway Residential (25.0):** This subarea is located on the west of SR-29 and contains the Napa County Mosquito Abatement District facility, two houses of worship, single-family residential uses, vacant properties, a restaurant, a statuary, recreational vehicle sales, and a strip commercial center.

- **Downtown Core (97.7 acres):** This subarea is located on the east side of SR-29 and encompasses a fuel station, casino, two hotels, a storage facility, vacant lots, a lumber yard, the Napa Junction shopping center (Walmart), multi-family residential uses, and Main Street Park.
- **Business Park (49.0 acres):** This subarea contains vacant properties, single-family residential uses, a consignment business, automotive-related businesses, American Canyon City Hall, a storage facility, Napa Junction Magnet Elementary School, and the American Canyon Little League complex.
- **Medium Density Residential (24.8 acres):** This subarea contains single-family residential uses, a church, and vacant properties.
- **Northern Gateway (9.0 acres):** This subarea is located north of the SR-29 overcrossing of the California Northern Railroad tracks and contains undeveloped land.

Photos of the subareas are provided in Exhibit 2-4.

Surrounding Area

West

Areas located west of the Specific Plan boundaries generally contain residential uses. Oat Hill is located to the west of the Specific Plan area near Napa Junction Road.

North

Undeveloped and agricultural land located within unincorporated Napa County are located north of the Specific Plan boundaries.

East

The California Northern Railroad Lombard Yard and Vallejo Branch Line, the Watson Ranch development site, undeveloped land, and single-family residential uses are located east of the Specific Plan boundaries.

South

A shopping center and single-family residential uses within the Vallejo city limits are located south of the Specific Plan boundaries.

Land Use Designations

Table 3.8-1 summarizes the Specific Plan area’s General Plan and Zoning designations.

Table 3.8-1: Specific Plan Area Land Use Designations

Sub Area	Land Use Designation	
	General Plan	Zoning
Southern Gateway	Open Space	Open Space
Local Serving Mixed Use	Commercial Neighborhood; Community Commercial	Commercial Neighborhood; Community Commercial

Table 3.8-1 (cont.): Specific Plan Area Land Use Designations

Sub Area	Land Use Designation	
	General Plan	Zoning
Southeast Area Specific Plan	Specific Plan 1, Cluster Residential Overlay	Specific Plan 1, Cluster Residential Overlay
Home Improvement	Community Commercial	Community Commercial
Broadway Residential	Community Commercial; Residential High 2	Community Commercial; Residential High 2
Downtown Core	Community Commercial; Industrial	Community Commercial; Industrial
Business Park	Community Commercial; Public	Community Commercial; Public
Medium Density Residential	Residential Medium	Residential Medium
Northern Gateway	Industrial	Industrial

Source: City of American Canyon, 2017.

Napa County Airport

The Napa County Airport is located immediately north of the project site. The County-owned airport has been in operation since 1945 and consists of three runways, ranging from 2,510 to 5,931 feet in length. The closest runway to the Specific Plan area is Runway 6/24, which is a 5,007-foot crosswind runway. The airport averages 148 operations per day and 54,020 operations annually. The Federal Aviation Administration defines an “operation” as one takeoff or landing.

The Napa County Airport Land Use Compatibility Plan (ALUCP) contemplates aviation activity at Napa County Airport increasing to 575 operations per day (or approximately 210,000 operations annually).

Safety Zones

The portions of the Specific Plan area that are within 10,000 feet of Runway 6/24 are within Zone D of the ALUCP. Portions of the Specific Plan area that are between 10,001 and 14,000 feet are within Zone E of the ALUCP. Exhibit 3.8-1 depicts the land use compatibility zone overlaid onto the Specific Plan.

3.8.3 - Regulatory Framework

State

State Aeronautics Act

The State Aeronautics Act requires each county with an airport to establish an Airport Land Use Commission to regulate land use around airports, in order to protect public safety and ensure that land uses near airports do not interfere with aviation operations. The Napa County ALUCP regulates land use around the Napa County Airport, as well as two other aviation facilities in the County, by

requiring compliance with the policies of the plan. In certain circumstances, local governments have the ability to override the decisions of the Airport Land Use Commission.

Local

City of American Canyon

General Plan

The City of American Canyon General Plan provides a blueprint for future development within American Canyon and the Sphere of Influence. The American Canyon Council adopted its most recent General Plan on November 3, 1994. The General Plan contains 10 chapters: Land Use, Housing, Economic Development, Circulation, Utilities, Public Facilities and Services, Parks and Recreation, Natural Historic/Cultural Resources, Geology, Flooding, and Noise. Each chapter establishes goals and policies to guide future land use activities and development within the General Plan boundaries.

Municipal Code

The American Canyon Municipal Code governs land use and development activities within the American Canyon city limits. The Municipal Code has 19 titles, of which Title 19 contains the Zoning Ordinance. The Zoning Ordinance sets forth zoning districts; permitted, conditional, and prohibited land use activities within each zoning district; and development standards within each zoning district. Specific Plans, which are equivalent to zoning, are adopted into the Zoning Ordinance.

County of Napa

Airport Land Use Compatibility Plan

The Airport Land Use Compatibility Plan governs land use around two Napa County aviation facilities: the Napa County Airport and Parrett Field in Angwin. The Airport Land Use Compatibility Plan was adopted by the Napa County Airport Land Use Commission in April 1991 and revised in December 1999.

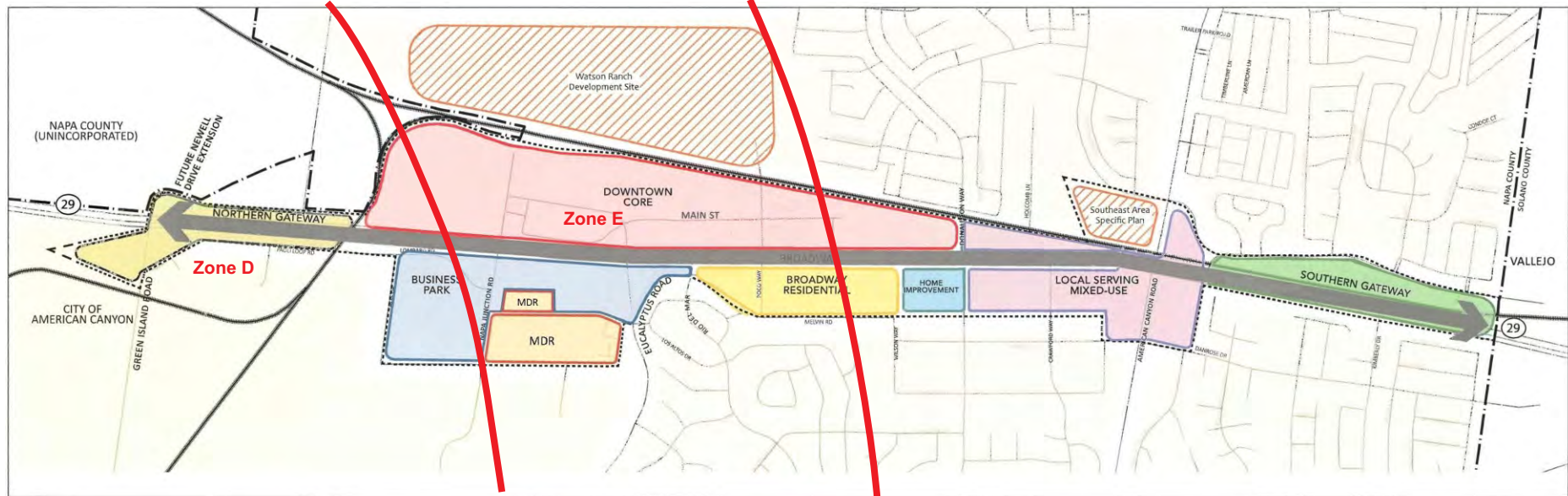
Flight Hazards

The Airport Land Use Compatibility Plan identifies two categories of flight hazards: physical obstructions and land use characteristics.

Physical obstructions are associated with tall objects or structures. The Airport Land Use Compatibility Plan establishes a height restriction ranging from 50 feet to 185 feet above ground level.

Land use characteristics involve uses that may produce hazards to aviation. Specific characteristics prohibited within the airport land use planning boundaries are listed below:

- Glare or distracting lights, which could be mistaken for airport lights
- Sources of dust, steam, or smoke that may impair pilot visibility
- Sources of electrical interference with aircraft communications or navigation
- Any use that may attract large flocks or birds, especially landfills or certain agricultural uses



- City of American Canyon
- Priority Development Area
- Medium Density Residential MDR
- Airport Land Use Compatibility Zone
- ▨ Proposed and approved developments
- Southern Gateway
- Northern Gateway
- Local Serving Mixed-Use
- Downtown Core
- Business Park
- Broadway Residential
- Home Improvement

Source: City of American Canyon, 2017



Exhibit 3.8-1 Airport Land Use Compatibility Zones

Zone D

The portions of the Specific Plan area that are north of Napa Junction Road are within Zone D. The Airport Land Use Compatibility Plan provides the following description of Zone D in Table 3-1:

Common Traffic Pattern: This area is defined by the flight pattern of each airport and illustrated in the respective “Airport Impact Areas” figures contained in Part III. These areas are routinely overflowed by aircraft operating to and from the airport with frequent single-event noise intrusion. Overflights in these areas can range from near the traffic pattern altitude (about 1,000 feet above the ground) to as low as 300 feet above the ground. Accident risk varies from low to moderate. Areas where aircraft are near pattern altitude (e.g., downwind leg) have the lowest risk. In areas where aircraft are at lower altitudes (especially on circle-to-land instrument approaches) a moderate level of risk exists.

The Airport Land Use Compatibility Plan establishes the following standards for Zone D:

- Maximum density recommendation of 100 persons per acre inside structures for non-residential uses.
- Maximum density recommendation of 150 persons per acre (both indoors and outdoors) for non-residential uses.
- Residential uses are prohibited.
- Uses hazardous to flight are prohibited (i.e., features that attract large numbers of birds and sources of smoke, glare, distracting lights, or electrical interference).
- Overflight easement or deed restrictions are required.
- Building envelopes and approach surfaces are required on all development plans within 100 feet of approach zones.
- Clustering is encouraged to maximize open land areas.
- Noise level reduction measures may be required for noise-sensitive uses.

The Airport Land Use Compatibility Plan states that most non-residential uses are considered “normally acceptable” within Zone D. Schools, libraries, hospitals, nursing homes, large shopping malls, amphitheaters, and ponds are identified as “not normally acceptable” within Zone D.

Zone E

The portions of the Specific Plan area that are south of Napa Junction Road but north of Antonina Avenue (3800 Highway 29) are within Zone E. The Airport Land Use Compatibility Plan provides the following description of Zone E in Table 3-1:

Other Airport Environs: An airport’s influence area often extends beyond the typically defined compatibility zones during busy traffic hours and when larger aircraft are in the pattern. Aircraft overflights can occur anywhere in these areas

when aircraft are departing or approaching an airport. Overflight annoyance is the primary impact element in these areas. The risk of accident is very low.

The Airport Land Use Compatibility Plan establishes the following standards for Zone E:

- Noise-sensitive outdoor uses are prohibited.
- Overflight easement or deed restriction are required.

The Airport Land Use Compatibility Plan states that any permitted use is considered “normally acceptable” within Zone E. Amphitheaters, landfills, and ponds are identified as “not normally acceptable” within Zone E.

3.8.4 - Methodology

FCS evaluated the potential for land use impacts through site reconnaissance and review of applicable land use policy documents. FCS performed site reconnaissance of the Specific Plan area in March 2017. Photographs were taken of the project site and surrounding land uses to document existing conditions. FCS reviewed the City of American Canyon General Plan, the proposed Broadway District Specific Plan, and the Napa County ALUCP to identify applicable policies and provisions that pertain to the proposed project. The proposed project’s plans were reviewed to evaluate consistency with General Plan and Specific Plan standards.

3.8.5 - Thresholds of Significance

According to the CEQA Guidelines’ Appendix G Environmental Checklist, to determine whether land use and planning impacts are significant environmental effects, the following questions are analyzed and evaluated. Would the project:

- a) Physically divide an established community?
- b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?
- c) Conflict with any applicable habitat conservation plan or natural communities conservation plan?

3.8.6 - Project Impacts Mitigation Measures

This section discusses potential impacts associated with the proposed project and provides mitigation measures where necessary.

Airport Land Use Compatibility Plan Consistency

Impact LU-4: The project would not conflict with the Napa County Airport Land Use Compatibility Plan.

Impact Analysis

The proposed Specific Plan consists of the development of 1,200 net new dwelling units and 840,000 square feet of net new non-residential uses (commercial and office) within the plan boundaries by 2036.

As shown in Exhibit 3.8-1, five of the nine subareas are within Zones D or E of the ALUCP. Of these subareas, Downtown Core, Business Park, and Northern Gateway partially or fully overlap with Zone D, and the two others (Broadway Residential and Medium Density Residential) partially or fully overlap with Zone E. (Downtown Core and Business Park overlap with both Zones D and E.)

Thus, future development activities that occur within these subareas (Broadway Residential, Downtown Core, Business Park, Medium Density Residential, and Northern Gateway) are subject to the applicable provisions of the ALUCP. The following provides an analysis of project consistency.

Noise

The entire Specific Plan area is outside the 55 dBA CNEL noise contour of the Napa County Airport; refer to ALUCP Figure 5-8. Therefore, aviation noise exposure within the Specific Plan area is less than 55 dBA CNEL. All development and land use activities are considered acceptable within areas exposed to aviation noise levels of less than 55 dBA CNEL.

The aviation noise contours shown in ALUCP Figure 5-8 were modeled using 210,000 annual operations (or 575 operations per day). The most recent reports of operations at Napa County Airport indicate that there are approximately 54,000 annual operations (or 148 operations per day). This provides further confirmation that actual aviation noise exposure within the Specific Plan area is well within acceptable levels.

Lastly, no noise-sensitive outdoor uses such as amphitheaters are proposed anywhere within the Specific Plan area.

Density Calculations (Zone D)

The ALUCP establishes the following density recommendations for Zone D:

- Maximum density recommendation of 100 persons per acre inside structures for non-residential uses.
- Maximum density recommendation of 150 persons per acre (both indoors and outdoors) for non-residential uses.

Table 3.8-3 summarizes the project uses within Zone D. Note that residential uses are prohibited within Zone D and, thus, only non-residential development is contemplated to occur within this portion of the Specific Plan area.

Table 3.8-3: Specific Plan Development Potential Within Zone D

Subarea	Approximate Acreage within Zone D	Percent of Total Subarea	Non-Residential Development Potential (Pro-Rated)
Downtown Core	12	12%	36,000 square feet
Business Park	20	41%	107,830 square feet
Northern Gateway	9	100%	16,500 square feet
Total	41	—	160,330 square feet
Source: FCS, 2017			

Appendix D of the ALUCP identifies three separate methodologies that can be utilized to calculate usage density depending on land use type:

- Parking Ordinance:** Using parking spaces as the basis for calculating the number of people on a given site. This methodology requires assumptions about the number of persons per vehicle, which will then be used to calculate density by dividing total persons by acreage. The ALUCP states that this methodology is appropriate when the use is expected to be dependent on vehicular access.
- Maximum Occupancy:** Using the Uniform Building Code or the California Building Code as the basis for calculating the number of people on a given site. The ALUCP states that surveys of actual building occupancy levels indicates that many retail and office uses are occupied at 50 percent of their maximum occupancy levels, and, therefore, calculations for office and retail uses should be adjusted by 50 percent. The ALUCP also states that some uses may have short peaks in occupancy levels, and, therefore, average occupancy over an 8-hour period should be used.
- Survey of Similar Uses:** Using similar uses to estimate the number of people on a given site, when building square footage or parking cannot be reasonably relied upon to provide an accurate estimate.

Because the subareas have not been planned to the point that the number of parking spaces is not known at the time of this writing, it is not possible to use the Parking Ordinance Methodology for calculating density. However, as shown in Table 3.8-3, the estimated amount of non-residential square footage is available, and, therefore, the Maximum Occupancy Methodology can be used to calculate density. Table 3.8-4 summarizes the density calculation. As shown in the table, maximum density would be 19.6 persons/acre, below the indoor density recommendation of 100 persons per acre. No outdoor facilities are proposed for the portion of the Specific Plan area that overlaps with Zone D, and, therefore, combined indoor and outdoor density would also be 19.6 persons/acre and below the density recommendation of 150 persons per acre.

Table 3.8-4: Density Calculation

Description	Calculation	Occupancy
Unadjusted Occupancy Calculation	163,330 square feet/100 square feet per occupant	1,604 persons
Adjustment for Observed Occupancy (50%)	1,604 persons x 0.5	802 persons
Density Calculation	802 persons/41 acres	19.6 persons/acre
Maximum Indoor Density	100 persons/acre	Below Maximum Density? Yes
Notes: 100 square feet per occupant taken from ALUCP Appendix D Exhibit A Source: FCS, 2017.		

Hazards to Flight

Concerns about potential hazards to flight are further articulated in Policy 3.3.5, paragraph 4 of the Airport Land Use Compatibility Plan:

Policy 3.3.5: Land uses which may produce hazards to aircraft in flight shall not be permitted within any airport’s planning area. Specific characteristics to be avoided include: (1) glare or distracting lights which could be mistaken for airport lights; (2) sources of dust, steam, or smoke which may impair pilot visibility; (3) sources of electrical interference with aircraft communications or navigation; and (4) any use which may attract large flocks of birds, especially landfills and certain agricultural uses.

The Specific Plan does not propose any bodies of water, open space preserves, landfills, agricultural, industrial, or resource uses that would be considered hazards to flight due to the potential to interfere with aircraft operations, disorient pilots, or attract large flocks of birds. Impacts would be less than significant.

Level of Significance Before Mitigation

Less than significant impact.

Mitigation Measures

No mitigation is necessary.

Level of Significance After Mitigation

Less than significant impact.