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Agenda Date: 11/2/2011

Agenda Placement: 8B

Airport Land Use Commission Board Agenda Letter

TO: Airport Land Use Commission

FROM: John McDowell for Hillary Gitelman - Director
Conservation, Development & Planning

REPORT BY: RONALD GEE, PLANNER III - 707.253.4417

SUBJECT: Airport Industrial Area Specific Plan Amendments - Airport Land Use Compatibility Determination
P11-00420-ALUC, P11-00421-ALUC, and P11-00423-ALUC

RECOMMENDATION

COUNTY OF NAPA 1986 AIRPORT INDUSTRIAL AREA SPECIFIC PLAN AMENDMENTS - AIRPORT LAND USE CONSISTENCY DETERMINATIONS

- 1) NAPA 34 COMMERCE CENTER / KRISTEN PIGMAN - # P11-00420-ALUC**
- 2) GATEWAY COMMERCIAL CENTER / WILLIAM MASTON - # P11-00421-ALUC**
- 3) TULOCAY / MADE IN NAPA VALLEY / RICHARD LONG - # P11-00422-ALUC**

Request: Airport Land Use Compatibility Consistency Determination for County of Napa 1986 Airport Industrial Area Specific Plan Amendments as required pursuant to the State Aeronautic Act, Public Utilities Code Chapter 4, Article 3.5, Section 21676. The County of Napa is in the process of amending its 1986 Airport Industrial Area Specific Plan to allow additional land uses on three project sites within the Napa County Airport Land Use Compatibility Plan (ALUCP) Influence Area including: **1) Napa Commerce Center - # P11-00420-ALUC -**

Construction of a service station located at the southeast corner of Airport Boulevard and Devlin Road instead of commercial office space previously permitted for that location within Airport Land Use Compatibility Zone D;

2) Gateway Commercial Center- # P11-00421-ALUC - Expansion of an existing Marriott Hotel located at the northwest corner of State Route 29 and Airport Boulevard from 100 to 160 rooms with a concurrent reduction in the amount of other commercial space allowed on the site within Airport Land Use Compatibility Zone D; and

3) Tulocay / Made in Napa Valley - # P11-00421-ALUC - A policy text change to allow food manufacturing facilities to establish restaurants provided the meals include food products made at the facility.

Staff Recommendation: Find the proposed Airport Industrial Area Specific Plan Amendments consistent with the ALUCP.

Staff Contact: Ronald Gee, 299-1351, ronald.gee@countyofnapa.org

EXECUTIVE SUMMARY

Proposed Action:

That the Commission finds:

- 1) Napa 34 Commerce Center Amendment P11-00420-ALUC;
- 2) Gateway Commercial Center P11-00421-ALUC;
- 3) Tulocay/Made in Napa Valley P11-00423-ALUC consistent with the Napa County Airport Land Use Compatibility Plan

Discussion:

On April 26, 2011, the Napa County Board of Supervisors initiated review of three amendments to the 1986 Airport Industrial Area Specific Plan (AIASP) Land Use Element that affect specific land uses allowed on individual properties. The amendments include: 1) a policy text change that would allow food manufacturing facilities to establish restaurants provided the meals include food products made at the facility; 2) a request to allow a gasoline station with an associated convenience market, coffee shop and carwash located at the southeast corner of Airport Boulevard and Devlin Road instead of commercial office space previously permitted for this location; and 3) an increase in the number of hotel rooms for the existing Springwood Suites from 100 to 160 rooms with a concurrent reduction in the amount of other commercial space allowed on the site. All sites are located within both County of Napa and Airport Compatibility Zone D boundaries.

As set forth in *State Aeronautics Law* (Public Utilities Code 21676), the ALUC must review the proposed Specific Plan Amendments prior to its consideration by the Napa County Board of Supervisors because the proposal involves changes to the Specific Plan and policies within airport influence areas. In its independent capacity, the ALUC is only reviewing the proposal for airport compatibility. As supported in the Background and Discussion Section of this report, ALUC Staff has reviewed the proposal for consistency with ALUCP policies.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

The County of Napa is proposing to adopt a negative declaration for the specific plan. The negative declaration finds that the proposed amendments do not impact airport compatibility. The ALUC's determination is not a project under CEQA pursuant to Section 15378. The Commission is merely rendering a finding of consistency with the Airport Land Use Compatibility Plan and is neither approving or denying the project.

BACKGROUND AND DISCUSSION

Airport Land Use Consistency Factors:

1. Location - The proposed 1986 Airport Industrial Area Specific Plan (AIASP) Amendments affect three specific parcels located east of the Napa County Airport, between Devlin Road and the west side of State Route 29, within Napa County Airport Influence Area Zone D, the Common Traffic Pattern. Zone D extends approximately

1.1 mile (5,500 feet) east of the centerline of Runway 18R/36L and 1.4 mile (7,470 feet) northeast of the centerline of Runway 6/24. Typical overflights of the project area consist of aircraft on the downwind approach leg to Runway 18R/36L and southbound departure traffic.

2. Land Use - In the Zone D - Common Traffic Pattern, these areas are routinely overflown by aircraft operating to and from the Napa County Airport with frequent single-event noise intrusion. Overflights in these areas can range from near the traffic pattern altitude (above 1,000 feet above the ground) to as low as 300 feet above 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. All properties affected by the proposed AIASP amendments are located in Zone D, between approximately 55-65 feet MSL; the airport has an elevation of 33 feet MSL with a Pattern Altitude of 1,000 feet AGL.

The Napa County Airport Industrial Area Specific Plan (AIASP) currently limits the location and number of business-serving retail uses, hotels and restaurants to one of two areas: 1) the "Gateway Commercial Center Node" located in the north side of Airport Boulevard between SR 29 and Devlin Road, and 2) the "Devlin Resort Development Node" located on the west side of Devlin Road, northeast of the Airport. A hotel and office/bank building has been constructed in the Gateway Commercial Center Node; there has been no construction in the Devlin Resort Development Node.

The Napa 34 Commerce Center request would allow a gasoline station with an associated convenience market, coffee shop and carwash located at the southeast corner of Airport Boulevard and Devlin Road on 1.19 acres of a 34 acre site. The floor area of the proposed convenience market/drive through coffee shop would total approximately 3,520 square feet; the canopy over the fuel pumps would be approximately 3,970 square feet; and the carwash would be approximately 1,100 square feet. The gasoline station would replace two, single-story office buildings with just over 7,500 square feet of floor area each. There is currently an approved use permit and tentative parcel map for the 34 acre site that includes approximately 490,500 square feet of floor area in eight buildings and 11 parcels, one for each of the eight buildings and 3 parcels for common area. A gas station/convenience market was approved across the street within the Gateway Commercial Node located on the northeast corner of Airport Boulevard and Devlin Road in 1998, but has not been constructed.

At the Gateway Commercial Center, the Marriott/Spring Hill Suites Hotel located at the northwest corner of State Route 29 and Airport Boulevard. The proposal would increase the number of hotel rooms from 100 to 160 rooms with a concurrent reduction in the amount of other commercial space allowed on the site. The hotel opened in 2009 and is within the AIASP "Gateway Commercial " node which limits the facility to 100 rooms. Earlier approvals within this node include approximately 122,178 square feet of retail, office and restaurant floor area contained within six buildings in addition to a gas station with a convenience mart and two restaurants with drive-through service. To date, only the hotel and a 14,570 square feet bank/office has been constructed in the Gateway Commercial Node; there has been no construction in the Devlin Resort Node.

The Tulocay/Made in Napa Valley request would allow food manufacturing facilities to establish restaurants provided the meals include food products made at the facilities located at the northeast side of Devlin Road, about 375 feet north of Sheehy Court. The request is the result of a difference of opinion whether the existing facility is a restaurant or a tasting bar for the food manufacturing facility. This text change would apply to other properties in the AIASP and could potentially allow restaurant uses on sites located in the Zone B - Approach/Departure Zone and Zone C - Extended Approach/Departure Zone. In the ALUCP, these nearby areas specifically do not allow restaurants, bars and large retail uses and the text change would be inconsistent with ALUCP.

All three AIASP amendment requests do not affect airport operations, flight patterns or create any obstructions. The Gateway Commercial Center hotel expansion and Napa 34 Commerce Center gas station, car wash and restaurant amendments are consistent with ALUCP policies. In its current form, the Tulocay/Made in Napa Valley

text change request is not consistent with the ALUCP. However, since the project site is located in Zone D, if the request is amended to be site-specific, the text change would be consistent with ALUCP policies.

3. Concentration of People – With required ALUCP/AIASP consistency finding prior to discretionary permit approval, no changes to possible density would likely occur and no increases are being enabled as a result of the proposed AIASP changes. No net increase in maximum densities would result in Zone D with the hotel's 60-room increase and concurrent reduction in equivalent retail floor area, replacement of 15,000 square feet of office space with a service station, car wash and restaurants and an additional restaurant use. The ALUCP allows 100 people/acre in buildings and 150 people/acre total both within and outside of buildings.

4. Building Height – No changes to County AIASP regulations related to building height limits are proposed. The County's maximum 35 feet building height for occupied structures would remain consistent with ALUCP standards, well below the Zone D minimum 300 feet above ground traffic pattern altitude. The proposed three-story hotel addition, one-story gasoline station, car wash and restaurants comply with these standards.

5. Lighting and Glare – No changes to County AIASP regulations concerning light and glare are proposed. **6. Communications** – The AIASP Amendments and policy text change will not change any County regulations concerning communication facilities and County regulations will continue to be consistent with ALUCP standards.

7. Building Materials – No changes to County AIASP regulations concerning building materials are proposed. The County's AIASP zoning and design guidelines remain consistent with the ALUCP. The proposed 60-room hotel addition will be a detached, three-story building of similar design to the existing hotel structure. The new gas station, car wash and restaurant buildings will be similar to and consistent with Napa 34 Commerce Center internal design guidelines for their entire development.

8. Overflight Easement – New AIASP text changes will still require dedication of avigation or overflight easements and/or deed restrictions and real estate disclosure notifications when new development or subdivisions are permitted in airport influence areas. Avigation of overflight easements are required for all projects located within airport influence areas. No changes to this long-established requirement will occur as part of this proposed AIASP Amendment. The existing easements for the hotel development and Tulocay / Made in Napa Valley sites would be maintained; a new easement will be required for the gasoline station, car wash and restaurant development site. County AIASP regulations would remain consistent with the ALUCP.

9. Caltrans Aeronautics – Caltrans Division of Aeronautics staff has been sent copies of attached background information. Caltrans Aeronautics also received a referral of the Negative Declaration when it was circulated. No comments have been received regarding the project.

10. Processing – ALUCP Policies 2.1.8 and 2.1.9 require referral of a project to the ALUC prior to Napa County Planning Commission and Board of Supervisors final action to allow the local decision maker to consider the ALUC's finding prior to final action. Public hearing for these amendments has taken place before the Napa County Planning Commission on April 20, 2011 as part of an AIASP Study Session; full public hearing for these amendments is scheduled for November 16, 2011. Additional public hearing before the Napa County Airport Industrial Area Subcommittee took place on June 22, 2011. Airport Advisory Commission review is scheduled for November 7, 2011. No Board of Supervisors hearing has been scheduled.

In the event that the ALUC were to find the proposed AIASP Amendments inconsistent with the ALUCP, the proposal, with any further amendments, would need to be reconsidered by the Planning Commission. Any revised application package would then need to return to the ALUC for consistency determination before the Board of Supervisors can take final action. If the ALUC were to determine the current proposal inconsistent with ALUCP policies, the Napa County Board of Supervisors would need to override the ALUC determination by a two-thirds vote to proceed.

SUPPORTING DOCUMENTS

- A . Gateway Commercial Center Application
- B . Napa Commerce Center Application
- C . Tulocay / Made in Napa Valley Application
- D . Draft AIASP Amendment Text Changes

Airport Land Use Commission: Approve

Reviewed By: John McDowell