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Agenda Date: 12/19/2018

Agenda Placement: 8A

Airport Land Use Commission Board Agenda Letter

TO: Airport Land Use Commission

FROM: Charlene Gallina for David Morrison - Director
Planning, Building and Environmental Services

REPORT BY: John McDowell, Principal Planner - 299-1354

SUBJECT: Napa County Circulation Element Update - ALUC Review (P18-00340-ALUC)

RECOMMENDATION

COUNTY OF NAPA / GENERAL PLAN CIRCULATION ELEMENT AND NAPA VALLEY BUSINESS PARK SPECIFIC PLAN AMENDMENTS - AIRPORT LAND USE CONSISTENCY DETERMINATION # P18-00340-ALUC

CEQA Status: The proposed action is not a project as defined by 14 California Code of Regulations 15378 (State CEQA Guidelines) and therefore CEQA is not applicable.

Request: Airport Land Use Consistency Determination of a proposal by the County of Napa to update the Circulation Element of Napa County's General Plan, including an amendment to the Napa Valley Business Park (formerly Airport Industrial Area) Specific Plan to change the planned configuration of Devlin Road between Soscol Ferry Road and the Sheehy Court from a 4-lane arterial street to a 3-lane arterial street with protected center lane turn pockets and off-street bike path. Circulation Element updates apply to all unincorporated property within Napa County. Airport Land Use Commission review is limited to evaluating the compatibility of the proposed updates to the existing and planned operations of Napa County Airport and Angwin Airport, Parrett Field.

Staff Recommendation: Find the project consistent with the Napa County Airport Land Use Compatibility Plan.

Staff Contact: John McDowell, (707) 299-1354; john.mcdowell@countyofnapa.org

EXECUTIVE SUMMARY

Proposed Action:

1. That the Airport Land Use Commission find the Napa County General Plan Circulation Element Update and Napa Valley Business Park Specific Plan Amendment consistent with the Napa County Airport Land Use

Compatibility Plan, ALUC project number P18-00340.

Discussion:

Airport Land Use Commission (ALUC) review is required for any General Plan or Specific Plan Amendment affecting the ALUC's geographic area of concern [State Aeronautic Act, PUC 21676(b)]. Napa County is requesting an ALUC Consistency Determination for their proposal to comprehensively update the Napa County General Plan Circulation Element, and concurrently amend the Napa Valley Business Park Specific Plan to change the planned right-of-way configuration of a portion of Devlin Road. Updated Circulation Elements goals and policies apply to all unincorporated land within the County including within the Airport Influence Areas (AIAs) of Napa County Airport and Angwin Airport, Parrett Field.

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 Airport Land Use Compatibility Plan (ALUCP) policies, and recommend that the ALUC find the project consistent with the ALUCP.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

The ALUC's action on this item does not constitute a 'project' as defined under the California Environmental Quality Act (CEQA Section 15378 - Definition of a Project). The ALUC is making a finding of project consistency with the ALUCP that the County Board of Supervisors must consider before taking action including compliance with the California Environmental Quality Act (CEQA).

BACKGROUND AND DISCUSSION

Airport Land Use Consistency Factors:

1. Location / Policy Setting - The project involves a comprehensive amendment of the Napa County General Plan Circulation Element, and a minor associated amendment of the Napa Valley Business Park Specific Plan to change the planned right-of-way configuration of a portion of Devlin Road. Updated Circulation Elements goals and policies apply to all unincorporated land within the County including within the AIAs of Napa County Airport and Angwin Airport, Parrett Field. ALUC review is required for any General Plan or Specific Plan Amendment affecting the ALUC's geographic area of concern.

On several occasions the County's General Plan, Specific Plan and Zoning Ordinance have been reviewed and found consistent with the ALUCP. The majority of the County's airport compatibility implementation measures are contained within the Zoning Ordinance, more specifically within the Airport Compatibility Combination Zoning District which aligns with AIAs. No changes to Zoning regulations are proposed.

The Circulation Element was last reviewed by the ALUC in 2008 as part of Napa County's comprehensive General Plan Update. In the existing Circulation Element there is one goal that recognizes air transportation as a circulation modes for the County, and there is one policy addressing the need for compatible land uses surrounding both

airports. In the proposed update, air transportation continues to be recognized as a circulation mode within one goal, but there are now three policies (addressed in the following section) relating to the general aviation two airports.

The existing Napa Valley Business Park Specific Plan includes airport compatibility measures ostensibly matching Airport Compatibility Zoning regulations. No changes to the Specific Plan's airport compatibility requirements are proposed with this project. Proposed Specific Plan changes are limited to the right of way configuration of Devlin Road.

The currently pending updates to both the Circulation Element and Specific Plan do not result in any substantive changes to aviation related goals and policies as addressed further below.

2. Land Use – Changes to the Circulation Element are focused ground related forms of transportation. The ALUC should consider any potential impacts to airport operations that could result from proposed ground related circulation improvements and policies. In addition, the ALUC should consider the specific wording changes to aviation related policy language. The following areas detail the scope of ALUC review:

Circulation Element Road Improvements – Planned roadway improvements in both the existing and proposed Circulation Elements are relatively minor countywide. Maintaining the rural character of the County is a priority in both the existing and proposed elements. The proposed update differs in that it shifts priorities on circulation improvements toward maximizing efficiency of current road network over expansions in capacity. The updated elements encourages travel demand management programs and support for alternative forms of work and transport. These transportation network programs have no potential to negatively affect airport operations.

The majority of roadway improvements called for in the element are located in southern Napa County within, and close to, the Napa County Airport AIA. Major roadway projects consist of intersection and road segment improvements to increase efficiency with minimal expansions in capacity. No new roadways or improvements have been added from those contained in the previously adopted element. However, the ultimate configuration of these improvements remains to be determined through multi-agency collaboration including the County, the cities and town of Napa County, Caltrans, and Napa Valley Transportation Authority. From an airport compatibility perspective, none of the future improvements contained within the plan (see Circulation Element pages 18 & 19) have the potential to significantly affect airport land use compatibility.

Airport Related Goal and Policies – Circulation Element Goal CIR-3 (page 10 of Circulation Element) envisions improving mobility while reducing congestion and emissions for all forms of transportation systems, including air travel. The language of the new policy is very similar to the language contained within the previously approved policy. This goal presents no conflicts with the ALUCP.

In the existing Circulation Element, there is one policy addressing both Napa County Airport and Angwin Airport, Parrett Field calling for preserving and maintaining airport land use compatibility. In the proposed Circulation Element, three policies are proposed. Policy CIR-13 calls for the County to maintain Napa County Airport as a general aviation facility and avoid land use conflict via land use compatibility planning including recognizing the role of the ALUC. Policy CIR-43 supports runway and other improvements to Napa County Airport. Policy CIR-44 calls for the County to support the preservation of Angwin Airport, Parrett Field for general aviation, but without similar language from Policy CIR-13 regarding avoidance of land use conflicts. However, this new language does not result in a conflict with the ALUCP. The revised language is consistent with the ALUCP.

Devlin Road – The only change to the Specific Plan applies to the portion of Devlin Road located between Soscol Ferry Road and Airport Boulevard. The change consists of reconfiguring the roadway cross-section from 4-lanes without turn pockets, to 3-lanes with center lane turn pocket and off-street bike path. These improvements, both under the current and proposed Specific Plans, have no potential to significantly affect airport land use compatibility.

- 3. Concentration of People** – No changes to County regulations related to building concentration of people are proposed. The County's Circulation Element update remains fully consistent with ALUCP standards.
- 4. Building Height** – No changes to County regulations related to building height limits are proposed. The County's building height remains 35 ft. for occupied structures and 50 ft. for unoccupied space, fully consistent with ALUCP standards.
- 5. Lighting and Glare** – No changes to County regulations concerning light and glare are proposed. The County's General Plan, Specific Plan and zoning remains fully consistent with the ALUCP.
- 6. Communications** – The proposed General Plan amendment will not change any County regulations concerning communication facilities, and the County's regulations will continue to be consistent with ALUCP standards.
- 7. Building Materials** – No changes to County regulations concerning building materials are proposed with this project. The County's zoning and Specific Plan remain consistent with the ALUCP.
- 8. Overflight Easement** – The County requires overflight easements for all projects located within AIAs. No changes to this long established requirement will occur as part of this General Plan Amendment, and County regulations 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 EIR Addendum when it was circulated. No comments have been received regarding the project.
- 10. Processing** – ALUCP Policy 2.1.9 requires referral of a project to the ALUC prior to the local governing body's final action to allow the local jurisdiction to consider the ALUC's finding prior to acting on a project. The purpose of this policy is to allow the local government and ALUC flexibility in the event that the ALUC has a compatibility issue to be addressed. Final action on this project by the Board of Supervisors is anticipated to occur in January after the Planning Commission forwards their recommendation, and after the ALUC has made its consistency determination. Napa County has compiled with Policy 2.1.9.

SUPPORTING DOCUMENTS

- A . Napa County Circulation Element Update October 2018 Draft
- B . Napa Valley Business Park Specific Plan Amendments

Airport Land Use Commission: Approve

Reviewed By: Vincent Smith