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Agenda Date: 6/5/2019

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: Broadway Specific Plan #P19-00231

RECOMMENDATION

CITY OF AMERICAN CANYON / BROADWAY DISTRICT SPECIFIC PLAN PROJECT - AIRPORT LAND USE CONSISTENCY DETERMINATION P19-00231-ALUC

Request: Airport Land Use Compatibility Plan Consistency Determination for the City of American Canyon's proposed Broadway District Specific Plan Project which would guide the development of up to 1,200 net new dwelling units and up to 840,000 square feet of net new non-residential uses within its boundaries. The Specific Plan area encompasses more than 300 acres along both sides of the Broadway corridor (State Route 29) from the American Canyon/Vallejo city limit (Napa/Solano county line) to the northern city limit. The northern approximately 200 acres lies within the Airport Influence Area for Napa County Airport and is subject to aviation criteria set forth within the Napa County Airport Land Use Compatibility Plan, Compatibility Zones D and E.

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

Staff Contact: John McDowell, 299-1354, or john.mcdowell@countyofnapa.org

EXECUTIVE SUMMARY

Proposed Action:

1. That the Airport Land Use Commission finds the proposed Broadway District Specific Plan (File No. P18-00231-ALUC) consistent with the Napa County Airport Land Use Compatibility Plan.

Discussion:

The Broadway District Specific Plan (BDSP) is a master development plan for the approximately 3 mile long central corridor of City of American Canyon running along Broadway Street (State Route 29). The plan calls for the development of up to 1,200 new residential units and 840,000 sq. ft. of non-residential development. It also seeks to establish the Broadway District as the "Face of American Canyon" by applying 8 governing land use development principles aimed at beautifying the corridor, unifying design, and promoting community character.

Roughly two-thirds of the northern portion of the planning area falls within the Airport Influence Area (AIA) of Napa County Airport, of which the portion generally north of Napa Junction Road lies within Airport Land Use Compatibility Zone D. The specific plan's development regulations within the more restrictive Compatibility Zone D, where residential uses are prohibited by the Airport Land Use Compatibility Plan (ALUCP), is limited to public and non-residential uses. Areas south of Napa Junction Road extending to within a quarter mile of Donaldson Way lie with Compatibility Zone E, which allows most land uses and has the least potential for conflicts between land use and aviation. In considering the BDSP, it should be noted that American Canyon's General Plan and Zoning were previously reviewed by the ALUC and found consistent with the ALUCP, and no changes to aviation related policies or regulations are proposed with the BDSP. The BDSP carries forward City's General Plan policies and implementation measures, including those measures that ensure airport land use compatibility. Existing zoning regulations require recordation of aviation easements/disclosures as property within the AIA developments. ALUC staff recommends that the specific plan be found consistent with the ALUCP.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

The ALUC's Consistency Determination does not meet the definition of a "project" as defined by 14 California Code of Regulations 15378 (State CEQA Guidelines) and, therefore, CEQA is not applicable. The ALUC is only making a finding of consistency with airport compatibility regulations and is not responsible for approving or undertaking the project. The City of American Canyon is the Lead Agency responsible for carrying out the project and has prepared an Environmental Impact Report (EIR). The City is obligated to address potential aviation related environmental impacts aviation prior to adopting the proposed EIR, and taking final action on the request.

BACKGROUND AND DISCUSSION

Airport Land Use Compatibility Factors:

1. Location – The BDSP is located to the south of the Napa County Airport along Broadway Street (State Highway 29) from its intersection with Green Island Road approximately 6,500 ft. from Runway 6-24 running south to the Napa-Solano county line approximately 22,000 ft. (4 miles) from Runway 6-24. The northern approximately two-thirds of the specific plan boundaries lie within the Napa County AIA. Airport Land Use Compatibility Zone D (Common Traffic Pattern) encompasses all properties within 10,000 ft. of Runway 6-24, which generally corresponds that portion of the specific plan north of Napa Junction Road. Airport Land Use Compatibility Zone E (Other Airport Environs), which ranges from 10,000 ft. to 14,000 ft. from Runway 6-24, generally lies south of Napa Junction Road to a quarter mile north of Donaldson Way. All property south of Donaldson Way are located outside of the AIA.

Overflights of the BDSP occur more frequently within the northern portion of the planning area than southern area. Overflights within the project area consist primarily extended approach and departure paths at elevations generally greater than 1,000 ft. above Mean Sea Level (MSL). Aircraft heights are generally lower over the northern portion of the specific plan than the southern portion. The northern portion of the site also experiences overflights of aircraft circling to land on Runway 6-24. Aircraft overflights can be as low as 300 ft. MSL within Compatibility Zone D.

City regulations for land uses, population densities, and aviation safety / compatibility have previously been reviewed by the ALUC and found consistent with the ALUCP. ALUC review of this proposal is required under the State Aeronautics Act (Public Utilities Code 21670) because it involves adoption of a specific plan. The proposed specific plan carries forward both existing City and ALUCP airport compatibility requirements as discussed in the following sections of this report.

2. Land Use – As noted above the northern two-thirds of BDSP project site is located within Compatibility Zones D and E. Compatibility Zone D prohibits residential uses, and strongly discourages schools and other high population density uses. Compatibility Zone E allows most land uses prohibiting only noise-sensitive outdoor uses or uses hazardous to flight. The attached Land Use Chapter of the specific plan details allowable uses within the various planning districts. Given that the majority of land area within the specific plan is either outside of the AIA or within Compatibility Zone E, the land uses proposed with the specific plan have little potential to result conflicts with aviation.

Proposed land uses within Compatibility Zone D are consistent the ALUCP. The specific plan limits new uses to business park, community commercial and public uses. Residential uses are prohibited. In this regard, there are two aspects of the plan that should be noted. First, the Business Park land use district allows congregate care facilities, which are a form of residential use. Portions of the Business Park land use district lie within Compatibility Zone D north of Napa Junction Road on both sides of Broadway. The specific plan addresses this potential inconsistency with a footnote to the allowable uses table (Table 2-3, Page 2-7, Land Use Chapter) stating that the use is not permissible in areas where disallowed by the ALUCP. Also north of Napa Junction Road is a Community Commercial district with Residential Overlay that lies within both Compatibility Zones D and E. This is an existing designation that is being carried forward with the specific plan. Although a portion of the overlay lies within Compatibility Zone D, it does not represent an inconsistency because all of the land within Compatibility Zone D is utilized solely for residential density transfer credit applicable to the portion of the district within Compatibility Zone E which is developed with an apartment complex. The portion of the site within Compatibility Zone D is not developable because it is used as a wetlands mitigation area and stormwater retention basin. This configuration is consistent with the ALUCP.

3. Concentration of People – ALUCP Airport Vicinity Land Use Compatibility Criteria, Table 3-2, set a maximum concentration of people in Zone D at 100 persons per acre within structures and 150 persons per acre total, in and out of structures. There are no density limits within Zone E. The Land Use Section of the BDSP Draft Environmental Impact Report, attached, contains a detailed evaluation project density and indicates the anticipated maximum density of 19.6 persons per acre for future developments within Compatibility Zone D which is well below density limit. The Specific Plan is compliant with the City of American Canyon's adopted General Plan and Zoning for the site.

4. Building Height – ALUCP Policy 3.3.3 restricts building height to 35-feet or as similarly provided by local ordinance. For the existing American Canyon General Plan and Zoning Ordinance, the ALUC previously found 50 ft. height limits consistent with Policy 3.3.3. The BDSP envisions intensification of land uses within the planning areas but maximum height limits remain comparable to the previously endorsed 50 ft. height limits. Many of the planning areas allow three to four story buildings with maximum building heights ranging from 42 to 54 feet. Navigable airspace is no less than 150 ft. above ground level in the northern portion of the specific plan, and increases toward the south. No aspect of the project is likely to result an obstruction under Federal Aviation Administration regulations. As proposed, the BDSP meets ALUCP height requirements due to distance from the

airport, the project site is outside the common traffic pattern and well below navigable airspace.

5. Lighting and Glare – Per American Canyon City standards, the lighting must be shielding and directed downward. As such, project lighting will not substantially change the setting around the airport, or present a new source of glare to pilots. Project lighting will be consistent with the ALUCP.

6. Communications – No electronic equipment is proposed with the BDSP that could interfere with airport communication.

7. Building Materials – Chapter three of the specific plan, attached, addresses building and community design standards. The specific plan dictates that building architecture follow "modern industrial or modern farmhouse" architectural themes. The design requirements ensure high quality buildings and landscaping that complements and/or enhances the surrounding development, creates a village atmosphere that is pedestrian oriented, with elements such as decorative lighting fixtures, trellis structures, bollards, street furniture, paving, and public uses. Building materials and designs have no significant potential to impact aviation, especially when considering the relationship of the specific plan boundaries to the AIA and common flight paths. Overflights of the specific plan area will typically be at heights of 1,000 ft. or greater above ground level, and thus roof tops and roof mounted equipment will have the greatest degree of visibility to pilots. Allowed roofing material would not be reflective and would not represent a potential source of glare or distraction to pilots. Solar panels are not proposed with the project, but under City code solar panels are allowed on buildings and residences and therefore could be constructed in the future. City regulations do not allow highly reflective solar panels, and therefore, if solar panels were included in the future they would not pose a compatibility issue. No component of the building materials is inconsistent with ALUCP guidelines.

8. Noise – The project site is located outside the 55 dB CNEL contour. The State has also established noise insulation standards for new residential and commercial uses. Substantial portions of the planning area are subject to relatively high levels of transportation-related noise that reduce public awareness of overflight noise. Building code requirements are collectively known as the Title 24 California Building Code Noise Insulation Standards (California Code of Regulations). The noise insulation standards set forth an interior standard of 45 dBA Ldn in any habitable room. They require developers to prepare an acoustical analysis demonstrating how dwelling units have been designed to meet this interior standard where such units are proposed in areas subject to noise levels greater than 60 dBA Ldn. Title 24 standards are typically enforced by local jurisdictions through the building permit application process. The specific plan's design requirements will ensure that the development is below the maximum noise level of 60 dB.

9. Overflight Easement – The ALUCP requires recordation of an overflight and aircraft hazard easement on all developing properties. Existing City regulations require all appropriate overflight and aircraft hazard easement consistent with ALUCP policies.

10. Caltrans Aeronautics – Caltrans Aeronautics responded to the ALUC referral stating they see no compatibility issues with the project as proposed.

11. 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. ALUCP Policy 2.1.8 specifies that formal referral to the ALUC should not occur until after at least one substantive hearing has been held by the local jurisdiction. The City of American Canyon Planning Commission heard the proposal on April 25, 2019 and forwarded a recommendation of approval to the City Council. At the hearing no comments were received pertaining to airport compatibility. The City Council is scheduled to hear the specific plan on June 4, 2019, and take final action on June 12, 2019. The City's hearing schedule is consistent with Policies 2.1.8 and 2.1.9.

The ALUC's consistency action is based on the project as it is presented in this report. In the event that City Council

adopts a modified version of the specific plan subsequent to the ALUC's action, that modified document would be subject to ALUC review.

SUPPORTING DOCUMENTS

- A . Application Letter
- B . Broadway District Specific Plan Introduction Chapter
- C . Broadway District Specific Plan Land Use Chapter
- D . Broadway District Specific Plan Design Chapter
- E . Broadway District Specific Plan Draft EIR ALUC Assessment
- F . Napa County Airport Influence Area Map

Airport Land Use Commission: Approve

Reviewed By: Charlene Gallina