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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:	Trinitas Mixed Use Project (File No. P18-00156-ALUC)

RECOMMENDATION

PACIFIC HOSPITALITY GROUP - TRINITAS MIXED-USE PROJECT - AIRPORT LAND USE CONSISTENCY DETERMINATION #P18-00156-ALUC

Request: Airport Land Use Compatibility Plan Consistency Determination for a City of Napa Planned Development Overlay Rezoning, Conditional Use Permit and Major Design Review requests to allow a mixed-use commercial development within the City of Napa 's Napa Valley Commons Corporate Park including construction of: 1) a 4-story, 56 ft. 8 in. in height 253-room hotel totaling 155,557 sq. ft.; 2) a single-story, 38 ft. 7 in. in height winery totaling 26,214 sq. ft.; (3) a two-story, 32 ft. 7 in. in height office building totaling 29,878 sq. ft.; and 4) 441 space surface parking lot with landscaping. The project is located on three parcels totaling 11.55 acres on the north side of Napa Valley Corporate Way and immediately west of State Route 221 within Napa County Airport Compatibility Zones C, D and E. (Assessor's Parcel Numbers: 046-610-009, -019, & -020)

Staff Recommendation: That the Commission find the project consistent with the Airport Land Use Compatibility Plan.

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

EXECUTIVE SUMMARY

Proposed Action:

1. That the Airport Land Use Commission finds the Trinitas Mixed-Use Project (# P18-00156-ALUC) consistent with the Napa County Airport Land Use Compatibility Plan.

Discussion:

The proposed office, winery and hotel project within the City of Napa's Napa Valley Commons Corporate Park is subject to ALUC review because the project includes a building height over the standard 50 ft. height limit; to allow a portion of the hotel within Compatibility Zone C; and, the proposal includes a rezoning action to apply a Planned Development Overlay designation. ALUC Staff recommend that the project be found consistent with the ALUCP as detailed in the Background section of this report. The project is located within Compatibility Zones C, D and E in an area of common overflight but at a distance of 9,900 ft. to greater than 10,000 ft. from the runways of the Napa County Airport. This is an area of minor noise intrusion and low risk from overflying aircraft. The project results in no hazards to flight and project densities will be below adopted Airport Land Use Compatibility Plan (ALUCP) thresholds.

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 respect to airport compatibility regulations and is not responsible for approving or undertaking the project. The City of Napa is the Lead Agency responsible for carrying out the project under CEQA and has prepared an Environmental Impact Report (EIR).

BACKGROUND AND DISCUSSION

Airport Land Use Compatibility Factors:

1. Location – The 11.55 acre project site is located at the northwest corner of Napa Valley Corporate Drive and State Route 221 within Napa Valley Commons Corporate Park. At its nearest point, the site is approximately 9,910 ft. from the northern threshold of Runway 18R/36L within Airport Land Use Compatibility Zones C, D and E, with the vast majority of the site lying within Zone E, the outer most compatibility zone described as “Other Airport Environs.” Overflight of the project site is common primarily consisting of aircraft approaching to land. In this area the greatest potential airport land use compatibility conflict would result from single event overflight annoyance. Risk of accident is very low and the site is well outside cumulative noise impact contours.

The project includes three main buildings and uses. The northwestern portion of the site contains a 29,878 sq. ft. office building, and a 26,214 sq. ft. winery is located east of the office. Both the office and winery are located fully within Zone E. A 155,557 sq. ft. hotel is located on the southern portion of the site lying mostly within Zone E, but a very small area of parking and landscaping is within Zone D, and a 12,430 sq. ft. portion of the hotel (along with parking and landscaping) is located within Zone C. The portion of the hotel located within Zone C contains 21 guest rooms. Congregation areas, such as meeting rooms, dining areas, outdoor gathering spaces and a swimming pool are all located within the Zone E portion of the site.

Three aspects of the project trigger review by the ALUC. First, the project includes a rezoning action which automatically is subject to ALUC review as prescribed by State Aeronautics Statute (Public Utilities Code Section 21676). Although this rezoning overlay action has little bearing on ALUCP consistency the review remains

obligatory. The second trigger for ALUC involves the portion of the hotel that is located within Zone C. Hotels are considered a 'use not normally acceptable' within Zone C. On a case-by-case basis the ALUC can find such a use consistent with the ALUCP when the local agency demonstrates that the project and site do not result in conflicts with noise, safety, overflight and airspace protection policies. Normally unacceptable uses differ from prohibited uses in that prohibited uses simply cannot be found consistent with the ALUCP based on project and site specific conditions. See Section #2 below addressing density and land uses. The third trigger for ALUC review results from the proposed 56 ft. 8 in. building height for the hotel. The ALUC has previously endorsed 50 ft. building heights within the City of Napa's industrial park (July 2, 2003, File ALU-150), and allowed extension up to 60 ft in height for projects referred to the ALUC. See Section #3 below addressing building height.

2. Concentration of People & Land Use – The ALUCP sets maximum (estimated) population densities for Compatibility Zones A through D. The purpose behind conducting density evaluation is to determine if the concentration of people within buildings and outside is suitable for the degree of noise exposure and overflight risk occurring at the site. The closer a site is to the airport and approach/departure paths, the greater the amount of noise intrusion and overflight risk, and in turn the greater the need to limit the number of persons on the ground to avoid conflicts.

This project involves a somewhat unusual density calculation circumstance being that the site lies within three compatibility zones ranging from the fairly restrictive Zone C with a limit of 50 persons per acre in structures and 75 persons per acre total, to Zone E with no limit on non-residential density. The vast majority of the site and structures are located within Zone E, with a small parking and landscaping area within Zone D, and a 12,430 sq. ft. portion of the hotel with parking and landscaping located within Zone C. It is not unusual for a project site to fall within more than one zone, but it is rare for a majority of a site to be outside of density limits and have a small portion subject to a higher restriction area such as Zone C, which is the Extended Approach/Departure Zone.

The City's EIR consultant calculated density only for the Zone C portion of the site. Typically, density is calculated for the entire site, but that is not to say there is an issue because there are no set density limits within Zone E, and there are no structures for the portion of site within Zone D. The City's approach seems fairly conservative, arriving at a forecasted maximum density of 46.5 persons per acre for that portion of the property within Zone C. Although that density is close to the 50 persons per acre (within structures) threshold, the calculation reasonably demonstrates that the project complies with the density limit. The calculation is based on an assumption of 80% maximum building code occupancy of the hotel. The California Airport Land Use Planning Handbook (Caltrans Aeronautics, October 2011), which is the primary ALUC resource document, prescribes that an adjustment factor be applied when utilizing the building code maximum occupancy calculation methodology. This is due to the fact that it is effectively impossible to occupy all rooms of a structure (including hallways, bathrooms, lobbies, mechanical rooms, staircases, etc.) at one time at the maximum occupancy prescribed by the building code. For example, the State's guidelines apply a 50% adjustment factor to office structures. In this regard, the 80% adjustment factor used on this project is an appropriate measure of maximum occupancy for the hotel use.

Aircraft flight tracks do not follow the precise compatibility zone boundary lines, yet the density limits are applied on these precise boundaries. The overflight characteristics of this site are no different in Zones D and E than in Zone C. Likewise, the hotel's density is the same for the portion in Zone E as in Zone C. For discussion purposes, if the hotel's density in Zone C represented an airport land use incompatibility, then the incompatibility wouldn't necessarily be resolved by reworking the site plan to shift a portion of the hotel's density out of Zone C into Zone E. This is why it is necessary to consider density in concert with specific site characteristics, overflight characteristics, and actual use characteristics.

Hotels are not normally an acceptable use within Zone C. However, examination of the specific site indicates that the uses and overflight characteristics clearly suggest that the project does not result in any noise, safety, airspace protection, or overflight annoyance issues. The four story design, although somewhat taller than many other structures in the vicinity, results in less overall site area dedicated to buildings when compared other allowed

lower population density land uses like warehouse or manufacturing facilities. This achieves the clustering design recommendation prescribed by the ALUCP.

The overflight characteristics of the site are more similar to what occurs in Zone D than what is more typically of other areas of Zone E and Zone C. This is a function of the site's fairly significant distance from the airport but close proximity under typical approach paths to the airport's main runway. Overflight characteristics within each compatibility zone are not a constant across the zone, especially in Zone C which is the approach/departure path where aircraft are either rapidly ascending or descending. Zone C ranges from the project site, at 9,900 to 10,000 ft. from the runways, to as close as 3,500 ft. from the runways roughly 1.5 miles south of the project site. Aircraft are considerably higher off the ground and less susceptible to stalling when above the project site than in any the other areas of Zone C closer to the runways. This translates into lower noise levels and reduced risk at the project site compared to other areas of Zone C.

The two outdoor events areas likely pose the greatest potential to conflict with airport operations. There are events lawns proposed adjacent to the winery and hotel, and both located in Zone E. Given the low degree of overflight safety risk and the relatively small size of the assembly areas, these outdoor event spaces only pose a compatibility concern from the standpoint of single event overflight annoyance. This is however addressed with the granting of the required overflight easement, and by the fact that events are held on a relatively infrequent basis in comparison to the extent of existing and projected overflight occurrence.

Lastly, hotel occupancies are at their highest in the evening when airport overflights are at their lowest levels. This further supports a conclusion that the hotel use is suitable at this specific site. It should be noted that significantly larger hotel/resort developments have been found consistent with the ALUCP in several other areas designated Zone D and even in small portions of Zone C. Most notable is the Meritage project located south of the subject property and located primarily in Zone D with some of the guest rooms located in Zone C in a similar manner to this project. That project was previously reviewed by the ALUC and found to meet the density limits of Zones C and D. It has been in operation for several years without any known compatibility issue arising.

3. Building Height – ALUCP Policy 3.3.3 restricts building height to 35 ft. or as similarly provided by local ordinance. City of Napa zoning regulations were reviewed for ALUCP consistency in 2003, and building heights of 50 ft. were endorsed within the industrial park where this project is proposed. In addition, the regulations established a process to allow buildings to a height of 60 ft. subject to review by the ALUC and City Planning Commission.

The proposed office and winery buildings are well below the 50 ft. height limit endorsed by the ALUC, and would otherwise not be subject to ALUC review in this regard except that City process triggers a rezoning action to allow the proposed building height. This rezoning action is subject to ALUC review but has no conflicts with the ALUCP and can be found consistent.

The proposed hotel building has a peak building height of 56 ft. 8 in., which is a nominal increase above the standard height limits within the industrial park. The combination of terrain and distance from the airport result in the highest point of the buildings being approximately 247 ft. below navigable airspace. Moving north from the airport, which is set at 29 ft. Mean Sea Level (MSL), natural terrain slopes upward to the Highway 29 ridgeline where the Butler Southern Crossing Bridge and grape crusher statute are located. The statute sits at 125 ft. MSL with its peak at 154.5 ft. MSL. Moving further north into the City's industrial park terrain slopes downward reaching as low as 22 ft. MSL at the project site. Typical pattern height is approximately 1,000 ft. above ground level, and navigable airspace at the project site is 329 ft. MSL.

The project is below the threshold from FAA circular Part 77.9 requiring filing of a Notice of Construction and flight hazard marking/lighting. South of the project site are existing PG&E power lines that are 100 ft. tall. This proposal does not create any hazards to flight and is well below the height of other existing natural and manmade features.

4. Building Materials – Building materials for all three structures will consist of a variety of wood, stone, stucco, steel, and glass exterior finishes generally typical of modern development seen in most urban environments. Roofing will consist of a mix of sloped non-reflective standing seem metal, and white 'cool roof' surfacing in equipment wells and behind parapet walls, generally typical of what is in use in urban areas throughout the Napa County Airport Influence Area. The materials are not considered a significant source of glare or distraction to pilots.

Solar panels are not proposed with the project, but under City code solar panels are allowed at this facility 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 components of the building materials are inconsistent with ALUCP policies.

5. Lighting and Glare – The project will include free standing light standards as well as building mounted exterior lighting. City of Napa design standards, and the proposed conditions of approval require lighting to be shielding or directed downward. Project lighting will not substantial change the setting around the airport, or present a substantial new source of glare to pilots. As conditioned by the City, project lighting will be consistent with the ALUCP.

6. Communications – No electronic equipment is proposed as part of this facility that could interfere with airport communication.

7. Noise – The project site is located well outside the cumulative noise equivalent contours. Site occupants will be exposed to vehicle noise from streets adjacent to the project. Overflight noise will be audible primarily outside of buildings, and comparable to road noise and other sound generation common in an urban environment. Interior noise levels will be reduced through standard construction measures. Hotels are designed to limit interior noise between guest rooms and from outside sources. No special noise attenuation measures are required to reduce noise from overflights.

Single event overflight noise will occur on a regular basis, which is addressed with the recordation of the overflight easement required prior to the issuance of building permits. The easement is offered to the operator of the airport with the project owner acknowledging and accepting periodic noise intrusion from overflights. Residential development is the most sensitive land use to single event overflight annoyance. The proposed hotel, winery and offices are not considered sensitive receptor land uses for single event noise intrusion.

8. Overflight Easement – City of Napa Airport Compatibility Overlay Zoning and the ALUCP require recordation of an overflight and aircraft hazard easement on all developing properties. The conditions of approval require recordation of the overflight and aircraft hazard easement consistent with ALUCP policies.

9. Caltrans Aeronautics – The submittal materials were forwarded to Caltrans Aeronautics on May 7th, and no response has been received at this time.

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. 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 has complied with this requirement. The Napa City Planning Commission heard the proposal on May 17, 2018, and is scheduled to complete the hearing on May 31, 2018 (after completion of this staff report). It is anticipated that the Napa City Council will hear this item on June 19, 2018.

Airport Land Use Compatibility Plan Consistency Analysis Summary:

Noise

Finding: Consistent – The project will not result is exposure of persons on the ground to significant levels of aircraft noise, and the proposed uses are not sensitive receptors to single event noise intrusion.

Safety
Finding: Consistent – The project site is located well outside off-airport areas where higher levels of risk or hazard are present. The project meets density limits. There are open areas on and near the site where off-airport emergency touch downs could be attempted. Persons on the ground will not be exposed to a significantly higher safety risk.

Airspace Protection
Finding: Consistent – The building height increase to roughly 57 ft. is a nominal change in relation to navigable airspace, and is well below the height of other existing natural and man-made features in the general proximity. The project does not include any design features that would cause a hazard to flight.

Overflight
Finding: Consistent – Recordation of an overflight easement as mandated by the ALUCP and City ordinance has been required, which is the prescribed measure for addressing potential overflight annoyance for non-residential uses.

SUPPORTING DOCUMENTS

A . Application Submittal Package

B . Napa City Staff Report (Abridged)

C . Napa City Draft Conditions of Approval

D . Napa City EIR Excerpts

E . Napa City Airport Compatibility Overlay Zoning Regulations

F . Graphics

Airport Land Use Commission: Approve

Reviewed By: Charlene Gallina