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Agenda Date: 8/17/2016

Agenda Placement: 8A

Airport Land Use Commission Board Agenda Letter

TO: Airport Land Use Commission

FROM: John McDowell for David Morrison - Director
Planning, Building and Environmental Services

REPORT BY: John McDowell, Deputy Planning Director - 299-1354

SUBJECT: Watson Ranch Specific Plan #P16-00268

RECOMMENDATION

WATSON RANCH SPECIFIC PLAN / CITY OF AMERICAN CANYON - AIRPORT LAND USE CONSISTENCY DETERMINATION #P16-00268-ALUC

Request: Airport Land Use Compatibility Plan Consistency Determination regarding a Specific Plan within the City of American Canyon for a 309-acre planned community development which includes civic, retail, entertainment, and visitor serving uses. The project would allow: up to 1,253 new residential units, including high-density, medium-density, and low-density units; a new elementary school for the Napa Valley Unified School District that would serve up to 600 elementary students on a 10-acre site; a 200 room hotel; a network of open space, parks, and trails, providing pedestrian and bicycle circulation connecting to adjacent neighborhoods and regional trails; and associated infrastructure improvements. The project is located approximately 1,000 ft. east of State Route 29 and immediately east of the Union Pacific/California Northern railroad tracks, south of Watson Lane and north of the current northerly terminus of Newell Drive, within Napa County Airport Compatibility Zone D and Zone E. Assessor's Parcel Numbers: 059-020-031, 059-020-039, 059-020-040, and 059-030-005; 699 South Napa Junction Road, 570 and 595 Napa Junction Road.

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

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

EXECUTIVE SUMMARY

Proposed Action:

1. That the Airport Land Use Commission find that the proposed Watson Ranch Specific Plan (#P16-00268-ALUC) is consistent with the Napa County Airport Land Use Compatibility Plan.

Discussion:

The proposed project is located on the southeastern side of the Airport Influence Area (AIA) for the Napa County Airport. The site is subject to routine overflight, but it is located outside of primary departure and final approach paths. The majority of the 309-acre project site lies with Compatibility Zone E, with one small portion within Compatibility Zone D and a similarly sized small portion on the opposite side of the project located outside of the AIA. The project consists of a planned community containing a variety of residential units, a school, town center, and retail. Development within the more restrictive Compatibility Zone D, where residential uses are prohibited, is limited to public roads and wetlands restoration areas. All proposed uses within Compatibility Zone E are listed as normally acceptable uses in the Napa County Airport Land Use Compatibility Plan (ALUCP). The proposed specific plan requires all projects to record aviation easements/disclosures, and the school site is consistent with State regulations for placement of schools within AIA's. Therefore, ALUC staff is recommending that the project 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 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 309 acre project site is located to the southeast of the Napa County Airport, and lies approximately 1,000 ft. east of State Highway 29 and immediately east of the Union Pacific/California Northern railroad tracks. The site presently contains mostly vacant farm land with an abandoned cement plant and lake in its southern quadrant. The vast majority of the site is within Compatibility Zone E (Other Airport Environs), with a small portion at the northwest corner of the property within Compatibility Zone D (Common Traffic Pattern). Properties west and south of the site are developed with commercial and residential uses, with vacant parcels to the north and east. The entire project area is within the jurisdiction of the City of American Canyon. City regulations for land uses, population densities, and aviation safety / compatibility have previously been reviewed and endorsed as 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 – The Watson Ranch Specific Plan project site is located within Compatibility Zones D and E. Zone D prohibits residential uses, and strongly discourages schools and high population density uses. Zone E is less restrictive and allows for residential, civic, school, and hotel uses. The Specific Plan proposes only open space uses within the Zone D portion of the 309 acre site, with all proposed urban development taking place in either Zone E, or outside of the AIA.

The project includes a mixed-use town center situated in proximity to the old cement/basalt plant ruins. This area would include civic, retail, entertainment, and visitor serving uses. Approximately 200,000 square feet of commercial uses would include a combination of indoor and outdoor spaces for a wedding event venue, a corporate/private event center, amphitheater, restaurants, pubs, wine tasting, brewery, Food Truck Court, Farmer's Market, and outdoor dining. The project would allow for: up to 1,253 new residential units, including high-density, medium-density, and low-density units, including up to 50 live-work units that would be located within the mixed-use town center; a new elementary school for the Napa Valley Unified School District that would serve up to 600 elementary students on a 10-acre site; a 200 room hotel; a network of open space, parks, and trails, providing pedestrian and bicycle circulation throughout the Project site and connecting to adjacent neighborhoods and regional trails; and associated infrastructure improvements.

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 structure proposed within Zone D for the Specific Plan with only open space proposed, which would allow for some recreational use, but well below the 150 person per acre maximum. Zone E does not have an adopted maximum threshold, maximum densities within this Zone are subject to local adopted General Plan policies and Zoning regulations. 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. Height restrictions are contained in Chapter 6, "Development Regulations", for Low and Medium Density Residential the maximum building height is 35 feet, High Density Residential is 40 feet and up to 55 feet in the Napa Valley Ruins and Gardens (NVR&G) area, which includes the proposed 55' tall hotel. As proposed, the project meets ALUCP height requirements and no aspect of the project is likely to be considered an obstruction by the FAA. In addition, due to distance to the Airport, the project site is outside the common traffic pattern and well below navigable airspace.

5. Lighting and Glare – The project will include free standing light standards as well as canopy soffit lighting. 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 as part of this facility that could interfere with airport communication.

7. Building Materials – The proposed project includes a set of design guidelines, which would ensure the site is developed with high quality buildings and landscaping that complements the surrounding development. The Napa Valley Ruins & Gardens Design Guidelines (Section A.5 of the Specific Plan) require that the Ruins are developed with an architectural style and landscaping theme that creates a village atmosphere that is pedestrian oriented, with elements such as decorative lighting fixtures, trellis structures, bollards, street furniture, paving, and public uses. 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 multi-family residential units, hotels, and motels that would be subject to relatively high levels of transportation-related noise. These 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 project's design guidelines 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. The conditions of approval will 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 has complied with this requirement. The City of American Canyon Planning Commission heard the proposal on July 28, 2016 at which public comments on the draft EIR were accepted. No comments were received pertaining to airport compatibility. City representatives anticipate bringing the project before the Planning Commission in September and City Council in October for final action.

The ALUC's consistency action is based on the project as it is presented in this report. In the event that major changes occur as the project is heard by the City's Planning Commission and City Council, if those changes have any bearing on airport compatibility, then subsequent review of the project by the ALUC will be triggered.

SUPPORTING DOCUMENTS

- A . Application
- B . CEQA Document Excerpts
- C . Graphics

Airport Land Use Commission: Approve

Reviewed By: John McDowell