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Agenda Date: 5/20/2020

Agenda Placement: 7A

Napa County Planning Commission Board Agenda Letter

TO: Napa County Planning Commission

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

REPORT BY: Sean Trippi, Principal Planner - 299-1353

SUBJECT: Eagle Vines Wireless Telecommunications AT&T/Sprint Project P18-00410 & P19-00337

RECOMMENDATION

EAGLE VINES WIRELESS TELECOMMUNICATIONS AT&T/SPRINT PROJECTS / NAPA SANITATION DISTRICT / USE PERMITS 18-00410-UP & 19-00337-UP

CEQA Status: Consideration and possible adoption of a Mitigated Negative Declaration. According to the Mitigated Negative Declaration, the proposed project would have potentially significant effects on Biological Resources, Cultural Resources, Geology and Soils, and Tribal Cultural Resources, unless mitigation measures are adopted. This project site is not on any of the lists of hazardous waste sites enumerated under Government Code Section 65962.5.

Request: The project consists of a request to construct co-located wireless telecommunications facilities for AT&T and Sprint on a portion of the Eagle Vines Golf Club (EVGC) site. The proposed AT&T facility would include: (1) construction of a 50-foot tall steel monopine tower with 'faux pine' foliage; (2) installation of 12 panel antennas; (3) installation of 15 Radio Remote Heads (RRHs); (4) a 20-foot by 15-foot lease area and fenced equipment enclosure including ground mounted equipment cabinet(s), a 24-hour emergency power backup generator, and other equipment necessary for the daily operation of the facility; and (5) extension of underground power to the facility from an existing on-site pull box. The proposed Sprint facility would include: (1) construction of a 55-foot tall steel monopine tower with 'faux pine' foliage; (2) installation of six (6) panel antennas; (3) installation of 12 Radio Remote Heads (RRHs); (4) a 20-foot by 15-foot lease area and fenced equipment enclosure including ground mounted equipment cabinet(s), a 24-hour emergency power backup generator, and other equipment necessary for the daily operation of the facility; and (5) extension of underground power to the facility from an existing on-site pull box. Although both carriers will utilize different lease areas for the telecommunications equipment and monopine antenna towers, the proposed project is considered co-located based on the general clustering of the proposed infrastructure. The monopine towers will be located approximately 160 feet apart along the northwest corner of the outside fence of the existing golf course driving range and the two equipment enclosures areas are approximately 55 feet apart. Access to the site is from an existing maintenance road off the main parking area of the Eagle Vine Golf Club. The project is located at 580 South Kelly Road, approximately ¼ mile south of its intersection with

Highway 12, within the Agriculture Watershed: Airport Compatibility (AW:AC) zoning district and a General Plan designation of Industrial. APN: 057-060-007; American Canyon.

Staff Recommendation: Adopt the Mitigated Negative Declaration and approve the Use Permits with the proposed conditions of approval.

Staff Contact: Sean Kennings, Contract Planner, (415) 533-2111, or sean@lakassociates.com; or John McDowell, Supervising Planner, (707) 299-1354, or john.mcdowell@countyofnapa.org

Applicant Contact: ATT Mobility; contact - Derek Turner, (415) 420-4922, or dturner@J5ip.com- Sprint; contact – Sean Prior (Precision SD), (916) 918-9322, or sean@precisionSD.com

EXECUTIVE SUMMARY

Proposed Actions:

That the Planning Commission:

1. Adopt the Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program for the Eagle Vines Wireless Telecommunications AT&T Facility based on Findings 1-6 of Attachment A;
2. Approve Use Permit P18-00338 based on Findings 7-10 of Attachment A and subject to the recommended conditions of approval (Attachment B);
3. Adopt the Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program for the Eagle Vines Wireless Telecommunications Sprint Facility based on Findings 1-6 of Attachment C; and
4. Approve Use Permit P19-00337 based on Findings 7-10 of Attachment C and subject to the recommended conditions of approval (Attachment D).

Discussion:

The project consists of a request to construct co-located wireless telecommunications facilities (AT&T and Sprint) to be developed on a portion of the Eagle Vines Golf Club (EVGC) property, a public golf course, located on the east side of South Kelly Road, south of Highway 12/Lincoln Highway in American Canyon. The project site is owned by the Napa Sanitation District. Although both carriers will utilize different lease areas for the telecommunications equipment and require a separate stealth “monopine” antenna tower, the proposed project is considered co-located based on the general clustering of the proposed infrastructure. These monopine towers will be located approximately 160 feet apart along the northwest corner of the outside fence of the existing golf course driving range and the two equipment areas are approximately 55 feet apart. The associated telecommunication equipment for both carriers will be installed within new 20’ x 15’ fenced ground electronics equipment enclosure areas containing 24-hour emergency backup power supply and equipment structures. The wireless telecommunications facilities would be connected to power and telecommunications connections via an underground trench (within a three-foot-wide easement) to subsurface connections to the south. Approximately 546 feet of maximum ground disturbance will be required for the installation of the fiber utilities, and 533 feet of maximum ground disturbance will be required for the installation of the power utility connection. As demonstrated in the application materials and visual simulations, view angles of the facility would be effectively unnoticeable from Highway 12 or any other public vantage points located off the project site. The “faux-pine” monopole designs are the least visually intrusive design possible, and therefore, meets the County’s aesthetic standard. Staff supports approval of the use permit, subject to the recommended conditions of approval.

FISCAL & STRATEGIC PLAN IMPACT

Is there a Fiscal Impact? No

County Strategic Plan pillar addressed:

ENVIRONMENTAL IMPACT

Consideration and possible adoption of a Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program. According to the proposed Mitigated Negative Declaration, the proposed project would have potentially significant effects on Biological Resources, Cultural Resources, Geology and Soils, and Tribal Cultural Resources, unless mitigation measures are adopted. In accordance with Section 15073 of the California Environmental Quality Act (CEQA) Guidelines, Napa County submitted the initial proposed IS/MND to the State Clearinghouse for a 30-day review period beginning on February 14, 2020. This project site is not on any of the lists of hazardous waste sites enumerated under Government Code Section 65962.5.

BACKGROUND AND DISCUSSION

Owner: Napa Sanitation District

Applicant/Representative: ATT Mobility; contact - Derek Turner, 1225 Clay Street, #5, San Francisco, CA 94108
Sprint; contact – Sean Prior (Precision SD), 5098 Foothills Blvd. 3-119, Roseville, CA 95747

Zoning: AW:AC – Agriculture Watershed: Airport Compatibility

General Plan Designation: Industrial

Application filed: December 6, 2018 (AT&T) and August 15 (Sprint), 2019;
Resubmittal(s): July 11 (AT&T), September 17, 2019 (Sprint);
Application Complete: December 19, 2019

Parcel size: 44.51-acres

Lease Equipment Area: Approximately 20 ft. x 15 ft. for each facility

Emergency Power Supply: On-site generator (24 hour + power supply)

Monopole height: 50' AT&T / 55' Sprint; plus 'faux pine' foliage extending approximately 5-feet above pole height.

Number of employees: None, periodic visits by maintenance staff

Hours of operation: 24 hours a day

Airport Compatibility: Zone D - Common Traffic Zone - area of routine overflight at low elevations. Overflights in these areas can range from about 1,000 feet to as low as 300 feet. The maximum height of the towers are approximately 55 to 60 feet above grade including faux foliage which is well below 300 feet.

Adjacent Zoning / Land Use:

The 44.51-acre property is located on the east side of South Kelly Road south of Highway 12. Access to the site is from a maintenance road off the main parking area for the EVGC, approximately ¼ mile south of its intersection with State Route 12. The Golf Club property is zoned as AW:AC – Agriculture Watershed Combination District and all surrounding land to the west is zoned IP:AC - Industrial Park: Airport Compatibility Combination District.

North: IP:AC – North of the golf course is the State Route 12 right of way. North of the highway is undeveloped agriculture lands.

South: IP:AC - South of the project site is the EVGC golf course.

East: AW:AC - To the east is also EVGC golf course and Chardonnay Golf Course and vineyard areas.

West: IP:AC – To the west is a single-family residence, and across South Kelly Road is commercial doctor office building and undeveloped industrial lands.

Parcel History:

The subject property is located on a portion of the Eagle Vines Golf Club property owned by Napa Sanitation District. The project site is located just outside the Industrial Park boundary but within the Industrial General Plan Designation. The industrial park area west of the project site originally dates to the early 1970's and was formalized into a specific plan in 1986. The property is zoned Agriculture Watershed and was previously vacant/undeveloped land containing grassland habitat with native trees prior to being developed as a golf course. The Eagle Vines Golf Club was officially constructed in 2003, including the driving range and associated tree plantings that comprise the area designated for the proposed project.

The proposed telecommunication towers will replace previously developed facilities that were located on an adjacent PG&E utilities parcel. PG&E expanded operations on their site approximately two years which displaced the prior telecommunication towers, and which have been temporarily reinstated with mobile antenna systems located on the Eagle Vines property.

Code Compliance History:

There are no open or pending code violations for the subject site.

Discussion Points:

Visual Impacts: The Napa County Code ("NCC") requires telecommunication facilities to be sited and designed so as to blend in with the surrounding environment to be "effectively unnoticeable". Photo-simulations supplied by both applicants (Attachments I and J) demonstrate that the proposed monopoles would be effectively unnoticeable from Highway 12 or any other public vantage point located off the project site. Although each carrier has an individual antennae monopole, alternate designs for a single tower would result in a much taller/larger (87') silhouette on the sky than the design proposed. The "faux-pine" monopole designs are the least visually intrusive design possible, and therefore meets the County's aesthetic standard.

Design, Layout & Materials: The proposed project includes installing two separate wireless telecommunications facilities in the same general location (approximately 160 apart). Each carrier will install antennas on a "faux-pine" monopole tower that is designed to simulate a pine tree. Each tower includes antennas approximately five feet from the top of pole (55' for Sprint, 60' for AT&T) and "hidden" behind faux branches/vegetation. The individual equipment enclosures will be clustered with low level structures, painted green, and include underground utility connections. Staff can support the design, layout and materials as proposed.

Potential Alternative Sites: The applicants each submitted information to the County regarding other potential locations and configurations as alternatives to the current request (Attachments K and L). AT&T previously had a wireless installation approximately 500 feet south of the proposed project site but the lease for that antenna was terminated in 2016. Sprint has previously had a permanent and temporary facility at this location and based on coverage gaps in the proposed network, this location provides the greatest amount of coverage including critical coverage for E-911 wireless communications voice and data transmissions and receptions for the immediate surrounding area.

Biological Resources: A Biological Constraints evaluation was prepared for this property by both applicants (in September 2019 by Environmental Assessment Specialists (EAS) for AT&T and October 2019 by Sentinel Science Inc for Sprint). The reports concluded that trees and shrubs located within the immediate vicinity of the project site provide suitable nesting habitat for several avian species, however, no Burrowing owls or suitable nest burrows were noted during the site inspection. Suitable habitat for nesting birds is also present at the site, particularly within redwood trees near the trench route between the golf cart storage building and the netting on the edge of the driving range. Other trees, shrubs, wood poles, and the ground surface at the site present nesting opportunities for nesting birds. As such, if project construction occurs during the nesting season (February 1 through August 31), implementation of AMMs such as nesting bird surveys prior to the start of construction is recommended. If necessary, seasonal buffers will be implemented to avoid disturbances to occupied nests. With the implementation of the Mitigation Measures, direct impacts to sensitive resources would be reduced to less than significant through pre-construction education and surveys to ensure no nesting or migratory birds are impacted during construction of the project.

Cultural / Tribal Resources: Historic Resources Associates (HRA) conducted a cultural resources evaluation for the site in September 2019, including a site survey in August 2019. Prior to fieldwork, background research included a search of previously conducted cultural resources studies and findings at the Northwest Information Center (NWIC) located at California State University, Sonoma in Rohnert Park, California. HRA concluded that there is no potential for the presence of subsurface archaeological deposits. However, pursuant to AB 52, the applicants conducted a site visit with representatives of the Yocha Dehe Wintun Nation Tribe on October 24, 2019. As a result of the site visit, the Yocha Dehe Wintun Nation Tribe responded with a treatment protocol for handling human remains and cultural items affiliated with the Yocha Dehe Wintun Nation should they be discovered during excavation, geotechnical investigations, grading, and any ground disturbing activity. The MND includes implementation of mitigation measures for construction worker education and to reduce impacts to unknown historical and/or archaeological resources.

NIER exposure: The proposed facilities are located approximately 200' feet southeast (Sprint) and approximately 130' to the west (AT&T) of the nearest residence located at 650 South Kelly Road. As described in the applicant's Radio Frequency Emissions compliance reports, the maximum predicted power density level at adjacent ground resulting from the AT&T operations would be 2.2446% of the applicable public exposure limits, and 1.6% of the applicable public exposure limit for the Sprint tower. Accordingly, the maximum calculated level at the second-floor elevation of the nearby residence would be 0.8524% (AT&T) and 0.65% (Sprint) of the applicable public exposure limit. These maximum calculated levels are consistent with the NCC Section 18.119.180 for EMF/NIER exposure limits. Furthermore, the projects as conditioned are required to submit a report, every five years, listing each transmitter and antenna present at the facility and the effective radiated power radiated shall be submitted to the PBES director. If either the equipment or effective radiated power has changed, calculations specifying NIER levels in the inhabited area where said levels are projected to be highest shall be prepared. NIER calculations shall also be prepared every time the adopted NIER standard changes.

Public Utilities: As the project includes no on-site facilities and has no full-time employees there is no requirement for water or sanitary sewer services. Maintenance activities, such as tower and equipment management, would occur periodically throughout the year but would not require water or sanitary needs.

Consistency with Standards:

All reviewing departments/agencies have found the project as proposed and conditioned to be consistent with their respective requirements and regulations.

1. General Plan - Overall, the project was evaluated for and found to be consistent with General Plan policies concerning industrial uses, agriculture, protection of natural resources and wildlife habitat, water conservation, storm water control, energy consumption, air quality impacts, fire protection and public safety. The proposed project is in compliance with Public and Quasi-Public Polices contained in the Land Use Element of the General Plan, which notes that "governmental uses, public uses, and public utility uses shall be permitted in appropriate locations" (Policy AG/LU-29). The proposed project is in compliance with Economic Development Policy E-16, which encourages the expansion of energy and telecommunication services consistent with County Code Chapter 18.119 to all areas of the County where the services are required. Additionally, the project is consistent with Goal CC-1 of the Community Character Element of the General plan, which mandates that the County should "preserve, improve, and provide visual access to the beauty of Napa County." The proposed "faux-pine" monopole structures are the least visually impactful design possible. This project is also consistent with Policy CC-14 of the Community Character Element as it is designed to be effectively unnoticeable from nearby roadways as demonstrated by the photo-simulations provided by the applicants.

2. Zoning - The base zoning district, AW:AC (Agriculture Watershed: Airport Compatibility), allows a wide variety of uses without a use permit, including telecommunications facilities that meet the standards of NCC Chapter 18.119 - Telecommunication Facilities, Satellite Dishes, and Other Antennas. The proposed project is consistent with the AW zoning district regulations (18.20.030) which conditionally permits major telecommunication facilities that do not meet one or more of the performance standards established in NCC Section 18.119.200. As discussed above, the monopoles are taller than maximum height and are less than 400 feet from a nearby residence. In this instance, the proposed maximum height of 60 feet (AT&T) exceeds the maximum height of a telecommunication facility that could be administratively approved, which is 35 feet and the AT&T tower is approximately 130' east of the residence at 650 South Kelly Road. The proposed application also proposes to install underground wires, which helps mask the tower and lowers fire risk. All other provisions of the AW district are met, including setbacks. Telecommunications facilities are low intensity uses with no regular on-site employees, no sewer generation, and nominal water use, and are a suitable urban use for the industrial park. Site layout, structure design, coverage, and setbacks comply with all applicable underlying zoning regulations, provided the Commission approves the requested height of the monopoles.

3. Building/Fire Code - The project has been designed to comply with all applicable building and fire codes. Access to the facilities will be via the maintenance driveway for the golf course. No improvements are required for the existing access road.

4. Engineering Services - Engineering Services finds the project, as conditioned, complies with industrial park development standards. An encroachment permit will be required for the driveway apron improvements. Engineering Services has included conditions addressing compliance with regulations regarding general standards as well as the requirement to provide street frontage improvements consistent with the NVBPSP.

5. Environmental Health – The proposed project does not require sanitary sewer or water connections and services. Conditions are required that address businesses generating and/or storing hazardous materials, solid waste, and recyclable materials.

6. Airport Land Use Compatibility (ALUC) Plan - The proposed project is located within Zone D of the ALUC Plan. The applicants provided a site justification document that indicates the proposed location and height would not result in an adverse impact on aeronautical operations. ALUC staff determined the project, as designed, complies with the ALUC Plan, including issues related to overall project height.

7. Other Agencies – As discussed above, the project does not require sanitary sewer connections or domestic water service, therefore will-serve letters from the City of American Canyon and Napa Sanitation District regarding the provision of and connecting to municipal water and sewer services are not required.

Decision Making Options:

P18-00410- Eagle Vines Wireless Telecommunications AT&T Facility

As noted in the Executive Summary Section above, staff is recommending approval of Use Permit P18-00410 with conditions of approval as described in Option 1 below. Decision making options also include a no project alternative and a continuance option.

Option 1 – Approve Applicant’s Proposal

Discussion - This option would result in construction of the proposed telecommunications facilities. Development setbacks generally meet or exceed the requirements of the underlying zoning district. Staff recommends approval of the applicant's request as conditioned.

Action Required – Follow proposed action listed in Executive Summary. If conditions of approval are amended, specify conditions to be amended at time motion is made.

Option 2 – Deny Proposed Use Permit

Discussion - In the event the Commission determines that the project does not, or cannot meet the required findings for grant of a use permit, Commissioners should articulate what aspect(s) of the project is in conflict with required findings, and either deny the request or continue the item to allow the applicant an opportunity to redesign the project.

Action Required – Commission would take tentative motion to deny project and remand the matter to staff for preparation of required finding to return to the Commission on specified date.

Option 3 – Continuance Option

Discussion - The Commission may continue an item to a future hearing date at its own discretion.

P19-00337 - Eagle Vines Wireless Telecommunications Sprint Facility

As noted in the Executive Summary Section above, staff is recommending approval of Use Permit P19-00337 with conditions of approval as described in Option 1 below. Decision making options also include a no project alternative and a continuance option.

Option 1 – Approve Applicant’s Proposal

Discussion - This option would result in construction of the proposed telecommunications facilities. Development setbacks generally meet or exceed the requirements of the underlying zoning district. Staff recommends approval of the applicant's request as conditioned.

Action Required – Follow proposed action listed in Executive Summary. If conditions of approval are amended, specify conditions to be amended at time motion is made.

Option 2 – Deny Proposed Use Permit

Discussion - In the event the Commission determines that the project does not, or cannot meet the required findings for grant of a use permit, Commissioners should articulate what aspect(s) of the project is in conflict with required findings, and either deny the request or continue the item to allow the applicant an opportunity to redesign the project.

Action Required – Commission would take tentative motion to deny project and remand the matter to staff for preparation of required finding to return to the Commission on specified date.

Option 3 – Continuance Option

Discussion - The Commission may continue an item to a future hearing date at its own discretion.

SUPPORTING DOCUMENTS

- A . Recommended Findings - AT&T Facility
- B . Recommended Conditions of Approval - AT&T Facility
- C . Recommended Findings - Sprint Facility
- D . Recommended Conditions of Approval - Sprint Facility
- E . Initial Study/Mitigated Negative Declaration
- F . Use Permit Application Packet - AT&T Facility
- G . Use Permit Application Packet - Sprint Facility
- H . Biological Evaluation
- I . Photo Simulations - AT&T Facility
- J . Photo Simulations - Sprint Facility
- K . Alternative Sites/Coverage Area - AT&T Facility
- L . Alternative Sites/Coverage Area - Sprint Facility
- M . Graphics - AT&T Facility
- N . Graphics - Sprint Facility

Napa County Planning Commission: Approve

Reviewed By: Charlene Gallina