

ALUC-22-11 (Benicia City Housing & Safety Elements Update)

Determine that Application No. ALUC 22-11, (Benicia City Housing and Safety Elements Update), located within the Travis Air Force Base (AFB) Compatibility Zone D and E, is consistent with the Travis AFB Land Use Compatibility Plan (LUCP) (City of Benicia)

RECOMMENDATION:

Determine that Application No. ALUC 22-11 (Benicia City Housing & Safety Elements Update), located within the Travis Air Force Base (AFB) Compatibility Zone D and E, is consistent with the Travis AFB Land Use Compatibility Plan (LUCP).

DISCUSSION:

Summary

Section 21676 (b) of the State Aeronautics Act requires Airport Land Use Commission (ALUC) review of any general plan amendment within an Airport Influence Area. The City of Benicia has referred an application regarding updating the Housing and Safety Elements of the City General Plan. Following ALUC consistency finding, the proposed updates will be heard by City Council.

A majority of the City is located within Zone D and small portion lies within Zone E of the Travis AFB Land Use Compatibility Plan. Compatibility Zones D and E do not restrict densities or intensities; however, Zone D prohibits hazards to flight. The proposed update to the Housing Element may introduce additional housing units; however, does not propose changes to building height or include hazards to flight. The proposed Safety Element policies addresses minimizing risks to natural hazards or disasters and do not impact hazards to flight or densities.

Based on review, staff recommends the ALUC find that the proposed updates comply with the requirements of these zones to protect flight, meet guidance criteria of the California Airport Land Use Planning Handbook, and are consistent with the Travis AFB Land Use Compatibility Plan (LUCP).

Project Description

The City of Benicia application consists of updating two separate state mandated elements of the General Plan; Housing and Safety Elements. The City is proposing to update the elements and prepare an environmental impact report concurrently.

Housing Element Update:

Each City and County in California is required to update its Housing Element and have it certified by the California Housing and Community Development, every 8 years. Based upon the Regional Housing Needs Allocation (RHNA), each jurisdiction shall address its “fair share” of total housing projected regional housing need based upon the Regional Housing Needs Allocation (RHNA). The City of Benicia’s expected share of the RHNA is 750 housing units and required to plan for the additional housing need.

The City’s proposal identifies potential sites and, includes adoption of Housing Opportunity Sites and Zoning Overlay program to provide for the additional housing which could increase residential or multifamily densities within the City. The draft Housing Element policies and Public Draft Environmental Impact Report are available on the City’s website included in Attachment C.

Safety Element Update:

Concurrently, the City is proposing to update its Safety Element. The proposed policies, programs and goals include policies such as incorporating the current Solano County Multi-Jurisdictional Hazards Mitigation Plan, preparing a sea level rise plan to protect the City of Benicia. Various programs are proposed designed to reduce seismic hazards, minimize urban and wildland fire hazards, drought, extreme heat, severe weather and to increase community wide resilience to natural disasters. The draft safety policies are available on the City's website and included in Attachment C.

Adoption of the updated elements requires City Council to take action on a general plan amendment; therefore, ALUC review and consistency finding is required.

AIRPORT PLANNING CONTEXT & ANALYSIS

General Plan amendments or updates to the elements must undergo review by the ALUC for consistency with the applicable LUCPs (State Aeronautics Act section 21676). The proposed project would apply City wide, which is located in Compatibility Zones D and E of the Travis AFB LUCP (see Figure 1, Attachment C.3). In general, Compatibility Zones D and E criteria require review of structural heights of objects and/or hazards related to bird attraction, electrical inference, glare and other flight hazards.

The California Department of Transportation (Caltrans) Division of Aeronautics has published the California Airport Land Use Planning Handbook (Caltrans Handbook) as a guide for Airport Land Use Commissions (ALUCs) in the preparation and implementation of Land Use Compatibility Planning and Procedure Documents. Section 6.4.2 of the Caltrans Handbook establishes the guidance appropriate for reviewing general plan amendments, zoning ordinances and building regulations. This section references Table 5A of the Caltrans Handbook which presents the consistency requirements for "Zoning or Other Policy Documents."

Staff evaluated the City's project using the Zone Compatibility criteria for Zone D and E of the Travis AFB LUCP, and the consistency test criteria contained in the California Airport Land Use Planning Handbook. Staff analysis of the project based on this evaluation is summarized in Attachment A.

Analysis Finding

Based on review, staff finds that the proposed project complies with the requirements of the zones to protect flight, meet guidance criteria of the California Airport Land Use Planning Handbook, and are consistent with the Travis AFB Land Use Compatibility Plan (LUCP).

Attachments

[Attachment A: Airport Compatibility Zones and Airport Land Use Planning Guidance criteria](#)

[Attachment B: City of Benicia & Compatibility Zones](#)

[Attachment C: Links to Draft Housing Element Update, Draft Safety Element Update and Draft EIR](#)

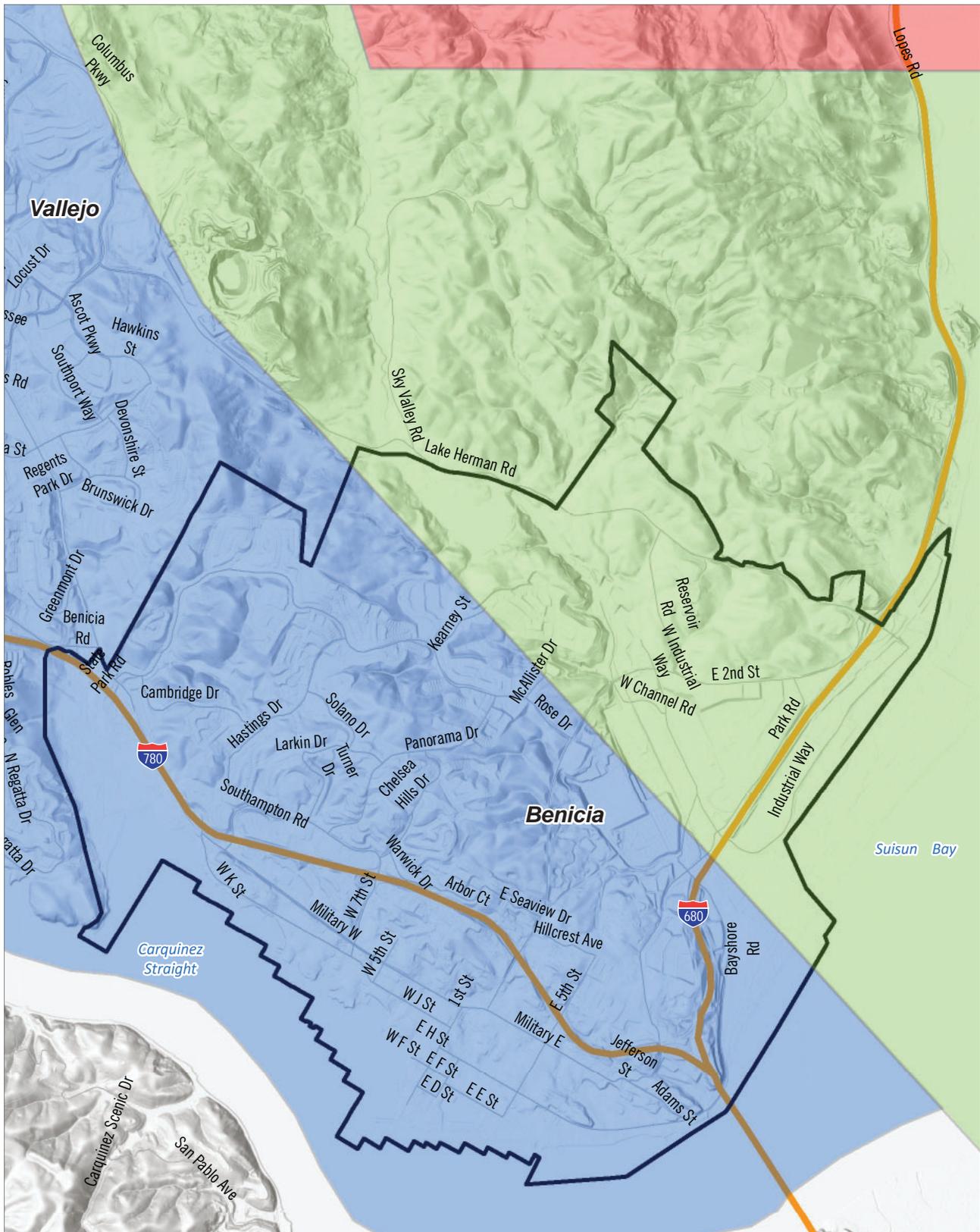
Attachment D: Resolution (To Be Distributed by Separate Cover)

Travis AFB Land Use Compatibility Zone Criteria

Zone D & E Criteria	Consistent	Not Consistent	Comment
All proposed wind turbines must meet line-of-sight criteria in Policy 3.4.4	X		No wind turbines proposed
All new or expanded commercial-scale solar facilities must conduct an [Solar Glare Hazard Analysis Tool (SGHAT)] glint and glare study for ALUC review	X		No commercial solar facilities proposed
All new or expanded meteorological towers > 200 feet AGL, whether temporary or permanent, require ALUC review	X		No meteorological towers proposed
For areas outside of the Bird Strike Hazard Zone but within the Outer Perimeter, any new or expanded land use involving discretionary review that has the potential to attract the movement of wildlife that could cause bird strikes are required to prepare a WHA.	X		Not within Outer Perimeter
No hazards to flight, including physical (e.g., tall objects), visual, and electronic forms of interference with the safety of aircraft operations, and land uses that may attract birds to increase in the area shall be permitted.”	X		The proposed policies will not create any of the listed hazards.
Buyer awareness measure in place which states, “a notice regarding aircraft operational impacts on the property shall be attached to the property deed.”	X		The proposed policies will not require deed notices
Additional Zone D criteria			
For areas within the Bird Strike Hazard Zone, reviewing agencies shall prepare a [wildlife hazard analysis (WHA)] for discretionary projects that have the potential to attract wildlife that could cause bird strikes. Based on the findings of the WHA, all reasonably feasible mitigation measures must be incorporated into the planned land use.	X		Not within Bird Strike Hazard zone

California Airport Land Use Planning Handbook Criteria

California Airport Land Use Planning Handbook Criteria	Consistent	Not Consistent	Comment
Intensity Limitations on Nonresidential Uses	X		No intensity limits on new uses in Compatibility Zone D or E; Development of large assembly uses are not anticipated
Identification of Prohibited Uses	X		The proposed policies do not have potential for visual or electromagnetic interference or to attract wildlife hazardous to aircraft.
Open Land Requirements	X		Not required for Compatibility Zones D or E
Infill Development	X		Not anticipated to induce infill development
Height Limitations and Other Hazards to Flight	X		The proposed policies do not increase building height or introduce hazards to flight.
Buyer Awareness Measures	X		The policies do not affect buyer awareness measures
Non-conforming Uses and Reconstruction	X		No new incompatible uses, or reconstruction of incompatible uses are included in the proposed policies



Source: City of Benicia General Plan, 1999



City Boundary

Travis Air Force Base Compatibility Zones



Notes: Appendix B - General Plan amendment pg. J-10.

Figure 4.8-1

Travis Air Force Base Compatibility Zones within the City of Benicia

The City of Benicia draft Housing & Safety Elements Updates and Environmental Impact Report documents can be viewed/downloaded via the webpages/links provided below:

1. Draft Housing Element Update

(<https://www.ci.benicia.ca.us/housingelement>)

2. Draft Community Health and Safety Element Update

(<https://www.ci.benicia.ca.us/index.asp?SEC=0879271D-DDDC-4C14-947B-0B2481097D44>)

3. Draft Housing Element & Safety Element Updates Environmental Impact Report

(https://www.ci.benicia.ca.us/vertical/Sites/%7BF991A639-AAED-4E1A-9735-86EA195E2C8D%7D/uploads/Draft_EIR.pdf)