

Solano County Airport Land Use Commission



**SOLANO
COUNTY**

Thomas Randall
Chairman

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**MINUTES OF THE
SOLANO COUNTY AIRPORT LAND USE COMMISSION
MEETING OF MARCH 14, 2019**

The meeting of the Solano County Airport Land Use Commission was held in the Solano County Administration Center, Board of Supervisors Chambers (1st floor), 675 Texas Street, Fairfield, CA.

MEMBERS PRESENT: Commissioners Baldwin, Vancil, DuClair, Sagun, Seiden, Cook, and Chairman Randall

MEMBERS ABSENT: Commissioners Cavanagh and Meyer

OTHERS PRESENT: Jim Leland, Resource Management; Lee Axelrad, Deputy County Counsel; Kristine Sowards, Resource Management

Call to Order & Roll Call

Chairman Randall called the meeting to order at 7:00 p.m. Roll call was taken, and a quorum was present.

Approval of the Agenda

The agenda was approved as prepared.

Approval of the Minutes

The minutes of the meeting of February 14, 2019 were unanimously approved with an addition under Reports from Commissioners and/or Staff to add to the recognition of Gary Gottschall his outstanding service and contributions to the Airport Land Use Commission.

Commissioner Cook pointed out that Gary did a lot for the community, but it was specifically his interaction with the Airport Land Use Commission as to why he was being recognized by the Board of Supervisors.

Reports from Commissioners and/or Staff

There were no committee reports.

Items from the Public

There was no one from the public wishing to speak.

Consent Calendar

There were no items scheduled.

Old Business

There was no old business to discuss.

New Business

2. Workshop to receive a presentation from the Mount Calvary Baptist Church (MCBC) (ALUC-19-04) for a proposed religious campus located on the north side of Petersen Road, ½ mile east of Walters Road. The project will require a consistency determination from the ALUC later with the Travis Air Force Base Land Use Compatibility Plan (Sponsor: City of Suisun City)

Pastor Clayton Lea Jr., Senior Pastor of the Mount Calvary Baptist Church provided the commission with a presentation to highlight the key components of the project. The presentation included the Church's Mission, Background and Timeline, Membership Growth, and Master Plan.

Paul Junker, City of Suisun, appeared before the commission to offer some background on the proposal. He noted that this project came before the commission in 2016 and some discussion took place. He said since that time the project has evolved, and he wanted to take this opportunity to update the commission on its status. He spoke to the land uses, the changes that have occurred, the project development schedule, and the consistency with the Travis Air Force Base Land Use Compatibility Plan.

Commissioner Sagun asked if there were any areas of potential inconsistency or incompatibility. Mr. Junker said the interest in component is the worship hall, and the number of people within a location. He said they are asking the commission to consider the fact that the occupancy is infrequent; 6 hours out of an entire week when the facility is at that level of occupancy. Mr. Junker commented that over all they believe the project is consistent.

Commissioner Vancil inquired about the maximum capacity of the sanctuary. Mr. Junker responded that the number would be approximately 3,000.

Commissioner DuClair asked if there is a potential in the future that on a given Sunday there could be up to 6,000 people on site. For example, an overlap of people leaving at the end of the first service and arriving at the beginning of the second. Commissioner DuClair stated that this could be a disastrous situation if there were an emergency at Travis AFB. Pastor Lea stated that if they grow to that capacity in terms of number of services, then that could be a potential, but he did not foresee this happening.

Mr. Junker commented that he did not believe this site has the capacity to handle more than 3,000 people due to parking constraints. He said if the church incorporates multiple services, they would have to let an entire group leave first so that there is no overlap. Mr. Junker also addressed traffic on Petersen Road stating that this is something that will be carefully analyzed in the traffic analysis, noting that they are very aware that when those events at Travis occur, it will not be the normal traffic circulation.

Commissioner Cook voiced some concern about the proposed senior affordable housing. She said the Travis Plan prohibits nursing homes and other land uses where the occupants would include the elderly. She believed this was due to safety and noise concerns. She said even if this use is defined slightly different, there will still be senior citizens living on the property.

Mr. Junker stated that he understood the concern with nursing homes was not focused particularly on age but individuals who are not ambulatory and under their own ability to leave

the premises. He said when they specified this was not a nursing home that was what they thought was the concern. Mr. Junker asked staff to clarify the definition of nursing home.

Mr. Leland stated that when this project was previously before the commission the same policy questions came up. Questions such as allowing part-time uses when the regulation contemplates full time uses, whether a senior citizen home is a nursing home, and if a religious educational facility is considered a school. He noted that the commission did not take any action at that time, but they did express a concern about those issues.

Mr. Leland said what he believed might be beneficial to all parties concerned, is while the applicant continues to work with city staff on all the things they need to accomplish, which could take several months, ALUC staff could bring back to the commission an agenda item to make policy determinations on those questions. Determinations that would apply generally to any senior citizen housing facility, any religious facility, and any part time public assemble use. This would enable the applicant to know soon what the commission decided and how that would impact their design as they move forward.

Chairman Randall asked for clarification from the applicant as to the square footage of the sanctuary. Mr. Junker stated that the sanctuary will be 80,000 square feet. Chairman Randall commented that according to the reference made in the report of a maximum of 300 persons per square foot in a single acre, he felt the occupancy of 3,000 to be somewhat excessive.

Mr. Junker stated that this amount is more than the normal standard, but in looking at other uses such as a shopping center or theater or restaurant, a use that is active for an extended time, is what was difficult to consider in this use because the use would be 6 hours active but 96% of the time it would be inactive. Mr. Junker explained there would be numerous people on site for a very short window within the overall extent of a week. They are asking the commission to consider this when the discussion moves to the subject of exposure of threat or risk to people. He said the occupancy is much lower than what is allowed most of the time.

Commissioner Vancil also spoke to the subject of density. He pointed out in the applicant's analysis it indicates most of the week the sanctuary is not used but there is one period, Sunday morning, when it is. He said perhaps what should be looked at is the flying activity for the Air Force Base. He stated that from his flying experience at Travis, on most Sundays there is not a lot of flying, although when the Reserves have their one weekend a month there is a potential for flying on Sunday. He stated that while a mission at Travis can come up at any time, it appears that more flying is concentrated on the weekdays. Commissioner Vancil suggested studying the flying activity at that time of the week and perhaps adding this as part of the risk analysis.

Commissioner Vancil said he remembered when this project was discussed previously that the senior housing was located closer to the Base. He commented that it has been moved to a nicer location, one which is farthest away from the Base and in the safest area. He said taking into consideration the vernal pools and environmentally protected space, the total site has been moved back from the departure corridor of the runway and is further from the flight path of the aircraft than the previous proposal. He believed this to be a good thing.

Commissioner Vancil commented that the issue of an education center came up before the commission when the community college wanted to run an A&P school at the Nut Tree Airport. The commission reviewed the case and found that it was not a school in the classic sense, even

though it was a part of Solano College. It was more of a vocational workshop. Commissioner Vancil said he would tend to agree that in this proposal this is not a school in the classic sense and more of a tutoring facility. He said he recognizes there is a concern about density and he believed the commission needs to examine the issue and perhaps there is a way to look forward and assess the risk and find that the risk is low.

Commissioner Sagun stated that as a pilot he is very concerned about birds and wondered if the applicant has considered bird migration in the refuse areas around the permanent living areas. Mr. Junker said they do not anticipate any change to the wetland area that would increase bird visitation. He said of the 60 acres of the site, approximately 44 acres are now no longer going to be bird forage habitat and he believed that the construction of this project is going to reduce the potential for bird strikes. He commented there is going to be less land to attract birds and there will be no change for attracting water fowl. Mr. Junker said they do not anticipate any increase and in fact would expect a decrease in bird visitation to the site because there simply is not going to be anything for them on site.

Commissioner Sagun asked if there has been a precedent set by other airport land use commissions as to how they handle the issue of determining the occupancy question. If there is no precedent, then he felt it would be appropriate for the commission to engage in a robust discussion about what to consider before staff comes back with a draft for the commission to review.

Commissioner DuClair asked that the applicant please take special consideration of the senior residents when designing their living quarters to make sure the walls have extra insulation to help keep the noise levels down. He commented that he has lived close to airports for many years and the more traffic that goes out the louder it becomes.

Mr. Junker said they are aware of that concern and the church is very committed to making sure that the interior noise for the housing is very comfortable. He stated that there are good solutions such as well insulated windows and individual air conditioning systems to help alleviate that concern.

Commissioner Seiden asked for some clarification regarding the potential the commission has for latitude to make a judgement in differentiating between the norms and what perhaps might conclude is an acceptable compromise. He said he would be very much in support of staff coming back as suggested with a meeting in which the commission discuss these issues.

Mr. Leland said the key to implementing a plan starts with definitions. He noted that the airport land use plan does not have a lot of definition about what the terms in it mean. To that extent, the commission has a lot of room for interpretation. He said staff could even contact the originating consultants who prepared the plan to ask for some background as to their thought process when they put together the document. Mr. Leland said he believes the commission has the latitude to make some policy interpretations about whether a facility is subject to a specific regulation or not based on definition in comparison to the actual facility. He said there are also places in the plan that contemplated certain exceptions in general language and those are places where the commission has brought latitude to amplify what that really meant. Mr. Leland said he believes the commission has the discretion to render opinions on all these issues.

Mr. Leland said staff would be happy to contact airport land use commissions statewide to help aid in putting together information for the commission's review.

Mr. Axelrad added that to the degree to which the plan may limit the commission's discretion will vary by issue. He said staff has taken notes of questions the commission want to see more information about and for each one there may be a different answer as to how wide the commission's discretion would be, but staff would be able to articulate that on an issue by issue basis when this is brought back before them.

Commissioner Cook mentioned that it would also be helpful to get clarification on the number of employees for each one of the village components. She said there has been focus on the church being a few hours on Sunday when it is said to be at its highest density, but there will also be regular employees on site. Commissioner Cook said by a quick calculation from the figures in the proposal there appears to be 285 employees. She said it is unknown what the scheduling is or how many employees will be on site at any one time. Commissioner Cook said clarification is needed especially since it is not known how many residents will be living in the permanent dwelling units.

Mr. Junker noted that it has been very helpful to hear what the commission would like for them to further research and what questions they would like answered. He said they want to provide the commission with the information they need in order for them to have an informed discussion.

3. Public hearing to consider the consistency of ALUC-2019-05 (Heritage Park Sign District) with the Travis AFB Land Use Compatibility Plan. Sponsor: City of Suisun City

Jim Leland provided a brief overview of the staff report. The Heritage Park Sign District establishes standards and procedures for the permitting of signs within a specified area of the City of Suisun City, located on the northwest corner of Highway 12 and Sunset Avenue. The Sign District would permit an illuminated sign up to 60 feet tall near the intersection. The site is located within Zone D of the Travis AFB Land Use Compatibility Plan. Mr. Leland noted that a condition of approval was added to address illumination so that the sign does not cause glare to aviation operations and the city agreed. Staff recommend that the commission find the project meet these tests for consistency for a zoning action under the Travis Plan.

Chairman Randall opened the public hearing. Since there were no speakers either for or against this matter, the public hearing was closed.

A motion was made by Commissioner Sagun and seconded by Commissioner DuClair to determine that the Project is consistent with the provisions of the Travis Air Force Base Land Use Compatibility Plan. The motion passed unanimously. (Resolution No. 19-05)

Adjournment

Since there was no further business, the meeting was adjourned.