



COUNTY OF HUMBOLDT

AGENDA ITEM NO.

F-1

For the meeting of: September 5, 2017

Date: 08/30/2017

To: Board of Supervisors

From: Thomas K. Mattson, Public Works Director

TS For TM

SUBJECT: Airport Land Use Commission Consistency Determination of the General Plan Update to the Airport Land Use Compatibility Plan

RECOMMENDATION(S): That the Board of Supervisors:

1. Recess as the Humboldt County Board of Supervisors.
2. Convene as the Governing Board of the Humboldt County Airport Land Use Commission.
3. Adopt the resolution making the findings required by Public Utilities Code Section 21675.1(c), and finding the General Plan Update to be consistent with the Airport Land Use Compatibility Plan.
4. Take public comment on non-agenda items.
5. Adjourn as the Governing Board of the Humboldt County Airport Land Use Commission.
6. Reconvene as the Humboldt County Board of Supervisors.

(Continued)

Prepared by Robert W. Bronkall, Deputy Director/PW
John Miller, Senior Planner/P&B

CAO Approval

TLFR

REVIEW: Auditor _____ County Counsel gs Human Resources _____ Other _____

TYPE OF ITEM:

- Consent
- Departmental
- Public Hearing
- Other _____

BOARD OF SUPERVISORS, COUNTY OF HUMBOLDT

Upon motion of Supervisor Fennell Seconded by Supervisor Wilson

Ayes Sundberg, Fennell, Bass, Bohm, Wilson
Nays _____
Abstain _____
Absent _____

PREVIOUS ACTION/REFERRAL:

Board Order No. _____ Resolution No. 17-30

Meeting of: March 28, 2017

and carried by those members present, the Board hereby approves the recommended action contained in this Board report.

Dated: Sep. 5, 2017
By: [Signature]
Kathy Hayes, Clerk of the Board

7. Direct Planning & Building Department staff to prepare the adoption package for the General Plan Update, incorporating the changes to the Plan recommended by the Humboldt County Airport Land Use Commission.

SOURCE OF FUNDING:

The source of funding is General Plan User Fees.

DISCUSSION:

Pursuant to Public Utilities Code sections 21676(b) and 21675.1 and Section 1.3 of the Airport Land Use Compatibility Plan (ALUCP), the Airport Land Use Commission (“Commission”) shall review amendments to general plans within the county to determine their consistency with the ALUCP. Section 1.2 states that “(t)he Commission is concerned only with the potential impacts related to aircraft noise, land use safety (with respect both to people on the ground and the occupants of aircraft), airspace protection, and aircraft overflights.” In addition, the California Airport Land Use Planning Handbook (2011) from the California Department of Transportation, Division of Aeronautics, provides extensive guidance for Commission review of local plan consistency with an ALUCP that is guided by height, use, noise, safety and density criteria that are compatible with airport operations.

The Humboldt County Board of Supervisors completed its review of the draft land use maps, goals, policies, standards, and implementation measures contained in the General Plan Update (GPU) and took tentative actions culminating in the Board of Supervisors Markup Draft in 2016. A Revised Draft Environmental Impact Report (RDEIR) for the proposed GPU was published on April 21, 2017, (SCH # 2007012089), that includes the analysis of the consistency between the proposed GPU and the ALUCP required by the California Environmental Quality Act. Relevant portions of the GPU and RDEIR were submitted to Commission staff for review and these documents are available in their entirety at <http://humboldt.gov.org/273/General-Plan-Update>.

The GPU contains many goals, policies, standards, and implementation measures that address the Commission’s primary concerns, as specified in Section 1.2 of the ALUCP—airport noise, safety, airspace protection, and overflight issues—which are addressed in the following three Chapters of the GPU and GPU Appendix:

- Chapter 4, Land Use Element (Land Use Designations identifying the range of allowable uses, maximum allowable residential development density, maximum floor-to-area ratio which identifies the maximum non-residential development intensity).
- Chapter 13, Noise Element (noise compatibility criteria and airport noise compatibility).
- Chapter 14, Safety Element (airport/land use safety and compatibility, obstruction free airspaces, airport safety combining zones).
- Appendix F, Map Book, Land Use Element Maps (applying appropriate land use designations throughout the unincorporated area).

The RDEIR contains a detailed analysis of the consistency between the proposed Land Use Element Maps and the land use compatibility criteria contained in ALUCP Table 2A, and the individual compatibility maps from ALUCP Chapter 3. Consistency of the GPU with the ALUCP, as it relates to the California Environmental Quality Act Appendix G criteria, is addressed in Chapter 3 of the RDEIR:

- Section 3.5, Transportation, Impact 3.5.3.4, Air Traffic. Would the General Plan Update change in air traffic patterns or increase air travel that results in substantial safety risks?
- Section, 3.6 Noise, Impact 3.6.3.1, Noise Exposure. Would the General Plan Update result in noise exposure of levels in excess of standards?
- Section, 3.6 Noise, Impact 3.6.3.3, Airport Noise. Would the General Plan Update locate development near airports and expose people to excessive noise?
- Section 3.7, Hazards and Hazardous Materials, Impact 3.7.4.2, Airport Safety Hazards. Would the General Plan Update result in safety hazards for people working or residing near airports?

Analysis of impacts relating to airport noise, safety, airspace protection, and overflight, especially the safety of people and property around airports, is location specific. The ALUCP has only been adopted for the California Redwood Coast Humboldt County Airport (formerly Arcata-Eureka Airport). For the Commission to consider and make recommendations on the GPU for land uses around the other public use airports in the county, the Commission must make the following findings: (1) the Commission is making substantial progress toward the completion of the ALUCP; (2) there is reasonable probability that the GPU will be consistent with the ALUCP being prepared; and (3) there is little probability of substantial detriment to or interference with the future adopted ALUCP if the GPU is ultimately inconsistent with the ALUCP. (Public Utilities Code section 21675.1 (c).)

1. For finding #1 above.

- a. The following evidence demonstrates that the Commission is making substantial progress toward the completion of the ALUCP:
 - i. An ALUCP was prepared for Humboldt County Airports in 1993 covering all airports except Samoa Field Airport (operated by the City of Eureka and formerly known as the Eureka Municipal Airport) to ensure that proposed development in the vicinity of airports will be compatible with airport activities.
 - ii. The county was recently notified that a grant from the California Department of Transportation in the amount of \$250,000 would be funded, which, together with a local match of \$27,778, will be used to update the ALUCP for the six county maintained airports and would potentially include the airports maintained by the City of Eureka (Samoa Field Airport), Hoopa Tribe (Hoopa Airport) and Resort Improvement District (Shelter Cove Airport).
 - iii. For Samoa Field Airport, the proposed GPU does not contain substantial changes to land use within the two-mile airport influence area.
- b. Given the existence of the ALUCP, which covers most airports in the county, and the funding in place to update the ALUCP to cover all airports; it can be found that the Commission is making substantial progress toward the completion of the ALUCP.

2. For finding #2 above.

- a. The following evidence demonstrates that there is reasonable probability that the GPU will be consistent with the ALUCP being prepared:
 - i. The ALUCP contains airport land use criteria for all airports except Samoa Field Airport.

- ii. Current airport activities are similar to airport activities projected in the ALUCP.
 - iii. For Samoa Field Airport, the proposed GPU does not contain substantial changes to land use within the two-mile airport influence area.
 - b. Based on the analysis contained in Attachment 2 (Detailed Analysis of the Consistency between the GPU and the ALUCP), the proposed GPU was prepared in consideration of the ALUCP and proposed mitigations have been identified that will ensure consistency with the ALUCP. Therefore, a finding can be made that there is reasonable probability that the GPU will be consistent with the ALUCP being prepared.
- 3. For finding #3 above.
 - a. The following evidence demonstrates that there is little probability of substantial detriment to or interference with the future adopted ALUCP if the GPU is ultimately inconsistent with the ALUCP:
 - i. Attachment 2 contains an analysis of the consistency of the proposed GPU with the ALUCP.
 - ii. Where policy or land use inconsistencies have been identified, specific mitigations have been proposed to ensure consistency with the ALUCP.
 - b. Therefore, a finding can be made that there is little probability of substantial detriment to or interference with the future adopted ALUCP if the GPU is ultimately inconsistent with the ALUCP.

Attachment 2 contains a detailed analysis of the consistency between the GPU and the ALUCP as it relates to aircraft noise, airspace protection, aircraft overflights, and land use safety (with respect both to people on the ground and the occupants of aircraft).

A draft of this agenda item was presented to the Airport Advisory Committee at their regularly scheduled meeting on July 25, 2017. The committee had a follow-up meeting in August. At their regularly scheduled August 22, 2017 meeting, the committee was not ready to provide comments; instead comments from individual committee members will be provided to the Department by August 31, 2017. These comments are included in Attachment 3.

FINANCIAL IMPACT:

The cost of preparing this staff report is mostly borne by the General Fund through the Planning and Building Department, Advance Planning Division's FY 2016-2017 budget and the General Plan User Fees Trust Fund 3698. The proposed resolution supports the Board's Strategic Framework through its core role of enforcing laws and regulations to protect residents, and providing for and maintaining (airport) infrastructure.

OTHER AGENCY INVOLVEMENT:

Planning and Building Department staff contributed to the preparation of this staff report. The GPU program has been a multi-year project. Multiple agencies have been involved in the review and preparation of the GPU.

The City of Eureka which operates Samoa Field Airport, Hoopa Tribe which operates Hoopa Airport, and Resort Improvement District which operates Shelter Cover Airport, are all directly affected by land use policies in the area surrounding their airports.

ALTERNATIVES TO STAFF RECOMMENDATIONS:

The Commission could determine that the proposed GPU is not consistent with the ALUCP. Staff does not recommend this alternative because the proposed update has proposed provisions that make the GPU consistent with the ALUCP. The proposed provisions are similar to measures used by other airport land use commissions.

ATTACHMENTS:

- Attachment 1: Resolution finding the General Plan Update to be consistent with the Airport Land Use Compatibility Plan
- Attachment 2: Detailed Analysis of the Consistency between the GPU and the ALUCP
- Attachment 3: Comments from Members of the Airport Advisory Committee

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Attachment 1

**Resolution finding the General Plan Update to be consistent with the Airport
Land Use Compatibility Plan**

BOARD OF SUPERVISORS, COUNTY OF HUMBOLDT, STATE OF CALIFORNIA
SITTING AS THE HUMBOLDT COUNTY AIRPORT LAND USE COMMISSION
Certified copy of portion of proceedings, Meeting of September 5, 2017

RESOLUTION NO. 17-71

RESOLUTION FINDING THE GENERAL PLAN UPDATE TO BE CONSISTENT WITH THE AIRPORT LAND USE COMPATIBILITY PLAN

WHEREAS, the Airport Land Use Compatibility Plan (ALUCP) for Humboldt County Airports was prepared in 1993; and

WHEREAS, Section 1.3 of the ALUCP requires the Airport Land Use Commission ("Commission") to review amendments to general plans within the Commission's geographic area of concern to determine their consistency with the ALUCP; and

WHEREAS, the California Airport Land Use Planning Handbook (2011) from the California Department of Transportation, Division of Aeronautics, provides extensive guidance for Commission review of local plan consistency with an ALUCP, that describe height, use, noise, safety, and density criteria that are compatible with airport operations; and

WHEREAS, the Humboldt County Board of Supervisors completed its review of the draft land use maps, goals, policies, standards, and implementation measures contained in the General Plan Update (GPU) and took tentative actions culminating in the Board of Supervisors Markup Draft in 2016; and

WHEREAS, analysis of the consistency between the GPU and ALUCP identified several changes to the GPU that are necessary to be consistent with the ALUCP; and

WHEREAS, the proposed changes to the GPU make the GPU consistent with the ALUCP; and

WHEREAS, the staff report to the Commission that accompanies this Resolution contains evidence to support the findings required by Public Utilities Code Section 21675.1(c).

NOW, THEREFORE, BE IT RESOLVED that the Airport Land Use Commission:

1. Finds that the above recitals are true and correct.
2. Makes the following findings as required by Public Utilities Code Section 21675.1(c):
 - a. The Commission is making substantial progress toward the completion of the ALUCP;
 - b. There is reasonable probability that the GPU will be consistent with the ALUCP being prepared; and
 - c. There is little probability of substantial detriment to or interference with the future adopted ALUCP if the GPU is ultimately inconsistent with the ALUCP.
3. Determines that the GPU is consistent with the ALUCP, subject to the following:
 - a. Add the Shelter Cove Airport as a prominent noise source in Shelter Cove to Table 13-A, Inventory of Prominent Sources of Noise within Community of Humboldt County.
 - b. Add the most current future aircraft noise exposure maps showing noise contours to the Map Book Appendix (Appendix F).

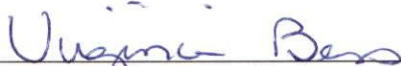
**BOARD OF SUPERVISORS, COUNTY OF HUMBOLDT, STATE OF CALIFORNIA
SITTING AS THE HUMBOLDT COUNTY AIRPORT LAND USE COMMISSION**

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RESOLUTION NO. 17-71

- c. Implement either option identified in Mitigation Measure 3.7.4.2a of the Draft Environmental Impact Report for the GPU: "To ensure consistency between the ALUCP and the General Plan, prior to adopting the Land Use Diagram:
Option 1: Prior to adopting the General Plan Update, amend land use maps to ensure that maximum allowable residential densities and maximum allowable building occupancies are consistent with the Recommended Compatibility Zones contained in the March 1993 Airport Land Use Compatibility Plan.
Or, **Option 2:** Add the following standard to the Safety Element:
S-SX, Airport Land Use Compatibility Zone Overlay. An Airport Land Use Compatibility Zone for all public use airports shall be established that matches the Recommended Compatibility Zones contained in the March 1993 Airport Land Use Compatibility Plan, as amended, for Humboldt County Airports, and that limits the maximum allowable residential density and building occupancy for each land use designation subject to such zones, to the Airport/Land Use Safety Compatibility Criteria of the Airport Land Use Compatibility Plan (Table 14-A)."
- d. Implement Mitigation Measure 3.7.4.2b of the Draft Environmental Impact Report for the GPU by adding the following Implementation Measures to the GPU:
S-IMx4. Update Airport/Land Use Safety Compatibility Criteria. The County shall update Airport/Land Use Safety Compatibility Criteria (Table 14-A), consistent with amendments to the ALUCP.
S-IMx5. Airport Safety Review Combining Zone. Amend the Zoning Maps to apply an Airport Safety Review Combining Zone, indicated by "AP," that matches the outer boundaries of the Recommended Compatibility Zones contained in the March 1993 Airport Land Use Compatibility Plan, as amended, for Humboldt County Airports. Until such time as the Zoning Maps are amended, places a note on the record for each parcel in Humboldt County's online permit management system that lies within the outer boundaries of the Recommended Compatibility Zone.

Dated: September 5, 2017



VIRGINIA BASS, Chair
Humboldt County Board of Supervisors

Adopted on motion by Supervisor Fennell, seconded by Supervisor Wilson, and the following vote:

AYES: Supervisors Sundberg, Fennell, Bass, Bohn, Wilson
NAYS: Supervisors --
ABSENT: Supervisors --
ABSTAIN: Supervisors --

**BOARD OF SUPERVISORS, COUNTY OF HUMBOLDT, STATE OF CALIFORNIA
SITTING AS THE HUMBOLDT COUNTY AIRPORT LAND USE COMMISSION**

Certified copy of portion of proceedings, Meeting of September 5, 2017

RESOLUTION NO. 17-71

STATE OF CALIFORNIA)
County of Humboldt)

I, KATHY HAYES, Clerk of the Board of Supervisors, County of Humboldt, State of California, do hereby certify the foregoing to be an original made in the above-entitled matter by said Board of Supervisors at a meeting held in Eureka, California.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Seal of said Board of Supervisors.



By ANA HARTWELL
Deputy Clerk of the Board of Supervisors of the
County of Humboldt, State of California