

Local Plans Consistency Review
Placer County Airport Land Use Compatibility Plan

CONSISTENCY REQUIREMENTS

As indicated in Chapter 1, state law requires each local agency having jurisdiction over land uses within an ALUC's planning area to modify its general plan and any affected specific plans to be consistent with the compatibility plan. The local agency must take this action within 180 days of when the ALUC adopts or amends its plan. Alternatively, a local agency can override the ALUC by a two-thirds vote after first holding a public hearing and making findings that the agency's plans are consistent with the intent of state law.

To facilitate the general plan consistency process, this appendix contains an overview of the consistencies and conflicts between the *Compatibility Plan* and the current general plan and applicable specific or community plans of the three jurisdictions affected by the plan. The analysis which follows includes issues noted by the staff of each jurisdiction during the course of the *Compatibility Plan* review and adoption process. The review also reflects changes made to the compatibility criteria and individual airport maps subsequent to issuance of the draft plan in September 1999. Although all major points of conflict are believed to be identified here, each jurisdiction will need to conduct a more systematic review in conjunction with the process of making general plan modifications. The final step in this process for each jurisdiction will be submittal of proposed general plan changes and other implementing actions to the ALUC for concurrence that the requirements for consistency with the *Compatibility Plan* have been met.

The emphasis in this review is on comparing the adopted local land use designations with the compatibility zone criteria set forth in Chapter 2 herein. Other elements of the general plans (the noise elements in particular) also need to be consistent with the *Compatibility Plan*. With regard to land use designations, consideration is given to whether the designation is for future development or merely reflects existing uses. Where a local plan's land use designation represents an existing use, changing the designation is not required for the purposes of consistency with the *Compatibility Plan*. The existing development could remain as a nonconforming use as indicated in the plan policies. Any future redevelopment of the property, however, would need to be consistent with *Compatibility Plan* criteria.

COUNTY OF PLACER

Placer County has jurisdiction over land uses in the vicinity of all three airports.

- ' **Land Use Designations, Auburn Municipal Airport Vicinity** — Although Auburn Municipal Airport vicinity lies within the city of Auburn sphere of influence, all but the airport itself and part of the adjacent industrial area is currently unincorporated Placer County territory. County land use des-

ignations for this area are established by the *Auburn/Bowman Community Plan* adopted by the county Board of Supervisors in 1994.

- < *Zone A* lies on airport property and solely within the Auburn city limits.
- < Most of the unincorporated land within *Zone B1* is designated for industrial uses. This designation is consistent with the *Zone B1* criteria provided that specific uses are limited to warehousing, mini-storage, and other low-intensity activities having no more than 25 people per acre. A substantial portion of the area is already developed. Most of the existing uses appear to be of a type which would meet the intensity criteria. However, the existing convalescent hospital is an incompatible use. It could remain as a nonconforming use, but expansion would be restricted.
- < East of the airport, *Zone B1* overlays existing rural residential development (minimum 2.3-acre parcel size) and a large (160-acre) block of undeveloped land designated rural estate (4.6- to 10.0-acre parcel size). The *Compatibility Plan* will require that any new residential development of the roughly 55-acre portion of the rural estate parcel which lies within *Zone B* contain no more than five parcels (that is, a density of no more than 0.1 dwelling units per acre). The existing rural residential development would remain — and any vacant parcels could be built upon — as nonconforming uses.
- < Very little of *Zone B2* around Auburn Municipal Airport extends into unincorporated areas. Most of the affected area is existing residential development north of the runway. Limitations on intensity of uses could affect some remaining undeveloped light industrial lands southeast of the airport.
- < The western end of *Zone C1* encompasses a mixture of land designations, including commercial, industrial, and low- and medium-density residential. The majority of the area is already developed. The commercial and industrial uses are predominantly low-intensity and consistent with the 75-people-per-acre limit set by the *Compatibility Plan*. Additional development of a similar character would be compatible. Typical, “big-box” type retail uses would be precluded, however. The existing mobile home parks and other residential development are not consistent with the 0.5-dwelling-units-per-acre criterion of *Zone C1*, but would continue as nonconforming uses. Two existing schools (Chana High School and Rock Creek Elementary School) in the zone are inconsistent with the compatibility criteria. These facilities should not be expanded. The same limitation applies with regard to future expansion of Auburn Faith Community Hospital. No conflicts between *Compatibility Plan* criteria and either existing development or land use designations are apparent within the remainder of *Zone C1*.
- < *Zone C2* (as revised from the draft plan) consists primarily of existing and planned rural residential development, plus some higher-density residential areas west and southwest of the airport. These uses are all consistent with the compatibility criteria. The *Zone C2* limitation on usage intensities for nonresidential development is potentially a constraint with regard to

large shopping centers, theaters, office complexes, and other such high-intensity uses. Future land uses within *Zone C2* which might be affected include the northeastern edge of the Placer County government complex (DeWitt Center) and expansion of existing retail centers along Highway 49 south of Bell Road.

- < *Zone D* criteria (as revised from the draft plan) restrict only very-high-intensity uses such as spectator-oriented sports facilities and concert halls. No development of this type is currently indicated on local plans for locations within this zone.

- ' **Land Use Designations, Blue Canyon Airport Vicinity** — The *Placer County General Plan* and associated zoning designate most of the Blue Canyon Airport vicinity as timberland. Except for the need to restrict tree height in locations close to the runway, this designation is consistent with the *Compatibility Plan*.

The miscellaneous facilities which have been constructed around the airport apron area on the east side of the runway are on U.S. Forest Service property. Federal lands are not subject to ALUC or Placer County land use jurisdiction. Nevertheless, the Forest Service should take airport land use compatibility criteria into account when considering future uses of land near the airport.

- ' **Land Use Designations, Lincoln Regional Airport Vicinity** — Nearly all of the unincorporated land in the vicinity of Lincoln Regional Airport is currently in agricultural production on large parcels. Land use designations in the *Placer County General Plan* indicate these uses to remain unchanged. These designations are basically consistent with the *Compatibility Plan*. However, certain types of activities often allowed within agricultural zones — such as farm worker housing, food processing plants, and poultry farms — are unacceptable within certain parts of the airport environs.

The only location not designated agricultural is the existing rural residential subdivision immediately south of the airport. Most of the parcels in this area are 5.0 acres or larger. The *Compatibility Plan* standard of no more than 0.1 dwelling units per acre (10-acre parcels) within *Zone B1* would preclude splitting the few remaining 10-to-20-acre lots. The compatibility policies, though, will allow a new dwelling to be built on any vacant lot regardless of the parcel size.

- ' **Noise Compatibility Criteria** — The ALUC *Compatibility Plan* considers 60 dB CNEL to be the maximum normally acceptable noise level for new residential uses in the vicinity of airports. The noise policies within the *Placer County General Plan* and the *Auburn/Bowman Community Plan* set the same basic limit, but allow exceptions for a noise exposure up to 65 dB CNEL if adequate exterior noise level reduction measures are implemented and interior noise levels do not exceed 45 dB CNEL. No change in the current county policy is necessary for consistency purposes. However, in application of the policy, it should be recognized that aviation-related noise barriers are practical only with regard to noise created by aircraft while on the runway or run-up pad, not while in the air.
- ' **Other Compatibility Criteria** — The *Auburn/Bowman Community Plan* summarizes height limit and safety criteria contained in the *Auburn Airport Comprehensive Land Use Plan* and further in-

incorporates the complete plan by reference. Similar action with regard to the new *Airport Land Use Compatibility Plan* would help assure that the two plans are consistent as required by law. Furthermore, county plans and/or the zoning ordinance should include specific reference to other compatibility criteria such as intensity limits on nonresidential uses and real estate disclosure requirements in order to be fully consistent with the *Compatibility Plan*. This could be accomplished by expansion of the county's existing Aircraft Overflight combining district zoning ordinance.

- ' **Relationship to ALUC** — Placer County plans acknowledge the function of the Placer County ALUC and the need to review development projects for consistency with the *Airport Land Use Compatibility Plan*. The present policies are satisfactory even though no specific mention is made of the requirement for certain actions to be submitted to the ALUC for review. In implementation of the policies, the county has historically submitted appropriate land use actions to the ALUC and should continue to do so.

CITY OF AUBURN

Although only the airport itself and some of the adjacent industrial park are within the Auburn city limits, most of the Auburn Municipal Airport environs are within the city's sphere of influence and are addressed by the 1992 *City of Auburn General Plan*.

- ' **Land Use Designations** — The city's land use designations for the unincorporated portion of the airport environs are, with minor exceptions, comparable to the county designations. The preceding comments regarding the county's *Auburn/Bowman Community Plan* thus apply to the *City of Auburn General Plan* as well. Lands within the city limits are designated as Industrial and Public in the *General Plan* and are zoned as Airport Industrial with Design Control. These designations do not conflict with the compatibility criteria set by the *Compatibility Plan*. However, some restrictions to prevent high-intensity development close to the sides of the runway would be required for consistency with the *Compatibility Plan*. The prohibition on day care centers within *Zone B2* also is a factor with regard to a portion of the industrial park south of the airport.
- ' **Noise Compatibility Criteria** — The city has adopted the same noise policies as contained in Placer County plans. The comments above thus also apply to the *Auburn General Plan*.
- ' **Other Compatibility Factors** — The city's *General Plan* does not explicitly address airport-related safety, airspace protection, or overflight issues. Indirectly, though, these concerns are covered by the city's adoption of the previous compatibility plan for Auburn Municipal Airport. City adoption of the new *Compatibility Plan* would be one means of complying with the requirement for consistency between the city and ALUC plans. Implementation of these policies could be accomplished by city adoption of an airport environs combining zone such as discussed above with respect to county policies and as outlined in Appendix F of this *Compatibility Plan*.

- ' **Relationship to ALUC** — A *General Plan* policy states that the city will abide by the criteria included in the airport compatibility plan. City policy also says that the city will “continue participation with the Airport Land Use Commission.” Implementation of this policy is presumed to include referring proposed land use and airport development actions to the ALUC as appropriate.

CITY OF LINCOLN

The planning area addressed by the 1988 *Lincoln General Plan* includes the airport, land to the east, and limited property to the north.

- ' **Land Use Designations** — Land uses indicated on the city’s *General Plan* map are basically consistent with the *Airport Land Use Compatibility Plan*.
 - < All of the *Zone A* land lying within the city limits is airport property and designated for airport purposes.
 - < Incorporated areas within *Zones B1* and *B2* are designated either Industrial Planned Development, Agricultural, or Open Space and most is on airport property. The planned development classification enables the city to apply any restrictions necessary to assure that development is consistent with the *Compatibility Plan* criteria. The eastern edge of the *Zone B2* boundary skirts the airport flightline, but is intended to allow the usual types of airport-related facilities including a small terminal building and restaurant.
 - < Nearly all of *Zone C1* is planned for various categories of industrial uses. Some of this land is already developed. The overall character of the industrial development planned for this area is consistent with the *Zone C1* compatibility criteria. A small piece of a large, existing, residential subdivision lies just inside the eastern edge of *Zone C1*. The density exceeds the criteria for the zone, thus making it a nonconforming use with respect to criteria in this *Compatibility Plan*. The only other land uses within the city portion of *Zone C1* are open space and the existing city sewage treatment plant. The city anticipates closing the existing sewage treatment plant in 2003. Conversion of the property to industrial uses on the western portion and residential uses on the eastern portion is contemplated. Typical uses of this type would be consistent with the *Compatibility Plan* density/intensity criteria. A portion of the proposed replacement treatment plant is also situated within *Zone C1*, but at the southern edge. As long as this portion of the new facility is designed in a manner which does not cause bird attraction to become a problem, this land use is consistent with the *Compatibility Plan* criteria.
 - < The principle concern with regard to future land uses within *Compatibility Zone C2* is the city’s planned community sports complex, the site for which is situated along the eastern edge of this zone. If this facility is designed to be primarily recreation oriented, it would comply with the intensity limitations of this zone. However, if the emphasis is on spectator sports —

with extensive bleacher seating and/or paid admissions, for example — then the facility probably would not meet the *Zone C2* criteria.

- < No compatibility conflicts are apparent with regard to *Compatibility Zone D*. A school site originally proposed in the draft *Compatibility Plan* to be in *Zone C2* is now in *Zone D* and is an acceptable land use.

- ' **Noise and Safety Policies** — Policies in the city's *General Plan* require that development around the airport be consistent with the noise and safety policies and land use compatibility guidelines contained in the approved Airport Land Use Commission plan. In effect, the city has incorporated ALUC policies by reference. A city resolution to specifically acknowledge the new *Compatibility Plan* would nevertheless be advisable to avoid potential for confusion over which set of ALUC policies are in effect.

- ' **Other Compatibility Policies** — The city has required buyer awareness measures — a deed notice or reference in covenants, conditions, and restrictions — to be established as part of the approval of residential subdivisions within the airport influence area. This practice should be continued with regard to any new development in the expanded airport influence area of the new *Compatibility Plan*.

- ' **Relationship to ALUC** — The *Lincoln General Plan* does not contain any specific mention of the requirement that specific land use and airport-related actions be submitted to the ALUC for review. If the city has not adopted such a policy in some other format, a resolution to that effect would be necessary in order for the *General Plan* to be considered fully consistent with the *Compatibility Plan*.