

Agenda Submittal

Agenda #:	3	Status:	ALUC-Regular-CS
Type:	ALUC-Document	Department:	Airport Land Use Commission
File #:	AC 24-017	Contact:	Nedzlene Ferrario
Agenda date:	05/09/2024	Final Action:	
Title:	ALUC-24-07 (Eubanks and Cotting Lane Amendments)		

Determine that Application No. ALUC-24-07 (Eubanks and Cotting Lane Amendments) located within the Travis Air Force Base (AFB) Compatibility Zone D and Nut Tree Airport Compatibility Zones D, E and F, is consistent with the applicable Airport Land Use Compatibility Plans (City of Vacaville)

Governing body: Airport Land Use Commission

District:

Attachments: [A - Airport Compatibility Zones Criteria](#), [B - Airport Zones with Imagery Large Scale](#), [C - Airport Site Map Zoomed In](#), [D - Project Description from Property Owners](#), [E - Draft Resolution](#)

Date:	Ver.	Action By:	Action:	Result:
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RECOMMENDATION:

Determine that Application No. ALUC-24-07 (Eubanks and Cotting Lane Amendments) located within the Travis Air Force Base (AFB) Compatibility Zone D and Nut Tree Airport Compatibility Zones D, E and F, is consistent with the applicable Airport Land Use Compatibility Plans (City of Vacaville).

SUMMARY/DISCUSSION:

The City is processing a General Plan Amendment and Zoning Map Amendment to change the designations of twelve (12) properties from Commercial Office to Industrial Park located at 610, 630 and 640 Eubanks Court, 855 Cotting Lane, 700 Eubanks Drive, 803 Vaca Valley Parkway, 250 and 300 Crocker Drive. All properties have been developed with industrial buildings, parking lots and includes City Fire Station 73. The amendments would allow commercial office uses to occupy the buildings.

The properties are located mainly in Nut Tree Airport Compatibility Zone D and small portions of the properties are located in Zone E and F. If the amendments are approved, the existing business such as City Fire Station 73 and training center, Pure Grain Bakery, contractors and signage fabrication would be allowed to continue to operate; however, the new land uses would be restricted to standards in the Compatibility Zone Criteria and City's Airport Environment Overlay Zones. A complete list of existing businesses and description is included in Attachment D. Staff finds that the proposed amendments are consistent with the applicable compatibility zones.

Project Description

Background: In 2023, two property owners controlling six parcels of land at 610-640 Eubanks Court (Area II)

contacted the City Community Development Department to express their concern that various business licenses were denied for their properties as a result of the elimination of policy plans and zoning map change. City staff evaluated the subject sites and determined the recent Code update changed the list of allowable land uses that could be established for those properties. The property owners evaluated the prospects of retrofitting their buildings to accommodate different land uses permitted in the Commercial Office and found this task to be infeasible because the buildings were constructed between 1988 to 1992 for industrial tenants, and it would be equally impractical to demolish the existing buildings and construct new ones. Therefore, property owners applied to change their properties back to Industrial Park; a third property owner for 855 Cotting Lane was added shortly thereafter.

As part of the initial evaluation process, City staff searched the surrounding area to determine whether similar conditions were present in other areas of the Interchange Business Park. City staff found six additional parcels of land that were originally developed for industrial uses and would face similar issues leasing industrial tenant spaces. These additional properties include 700 Eubanks Drive, 803 Vaca Valley Parkway, 250 Crocker Drive, and 300 Crocker Drive. On February 13, 2024, the City Council initiated General Plan Amendments for all 12 parcels of land. Refer to Attachment B and C for property locations and Compatibility Zones.

Project Information

The General Plan serves as the long-range master plan for the City guiding the direction of development within the community. As conditions within the City change, it becomes necessary to amend or update the General Plan to ensure its effectiveness. The subject properties are developed with existing industrial buildings and hardscape surfaces used for parking and outdoor storage. Before 2022, the property owners were allowed to lease tenant spaces to industrial uses consistent with the Interchange Business Park Policy Plan. As noted above, Policy Plans were abolished when the City Council adopted a comprehensive Code update in 2022, and the zoning was changed to Commercial Office to be consistent with the General Plan land use designation. As indicated in the project description, the property owners have indicated retrofitting their buildings to accommodate Commercial Office land uses, such as retail and general merchandise, professional or medical offices, or personal services uses, is problematic. Therefore, the property owners are requesting to change the designation to Industrial Park to allow the types of land uses that were intended for the buildings, such as trade contractor shops, general warehousing, and distribution.

The proposed amendments are needed to help maintain the City's existing inventory of small industrial buildings to serve existing or new land uses. The original vision for office has changed due to the increased support and access for remote work, which has resulted in a decrease in the need for office buildings. Currently, there is a need for the City to provide smaller industrial buildings for new startup businesses. The current properties and surrounding roads and infrastructure were designed to accommodate industrial land uses and depicted in the Interchange Business Park Policy Plan. No modifications or improvements to the City's infrastructure are needed to serve these existing properties.

AIRPORT PLANNING CONTEXT & ANALYSIS

General Plan and Zoning regulations amendments must undergo review by the ALUC for consistency with the applicable LUCPs (State Aeronautics Act section 21676). The proposed amendments would apply to the subject properties located in Compatibility Zones D of the Travis AFB LUCP and compatibility zones D, E and F, of the Nut Tree Airport Plan (Attachment A).

Staff evaluated the City's project applicable Compatibility Zone Criteria and analysis of the project is summarized in Attachment A.

Analysis Finding

Based on the review, staff finds that the proposed changes comply with the requirements of the zones to protect flight and are consistent with the Travis AFB Land Use Compatibility Plan (LUCP) and Nut Tree Airport Land Use Compatibility Plan.

Attachments

- Attachment A: Airport Compatibility Zones Criteria
- Attachment B: Airport Zones with Imagery Large Scale
- Attachment C: Airport Site Map Zoomed-In
- Attachment D: Project Description from Property Owners
- Attachment E: Draft Resolution

Travis AFB Land Use Compatibility Zone Criteria

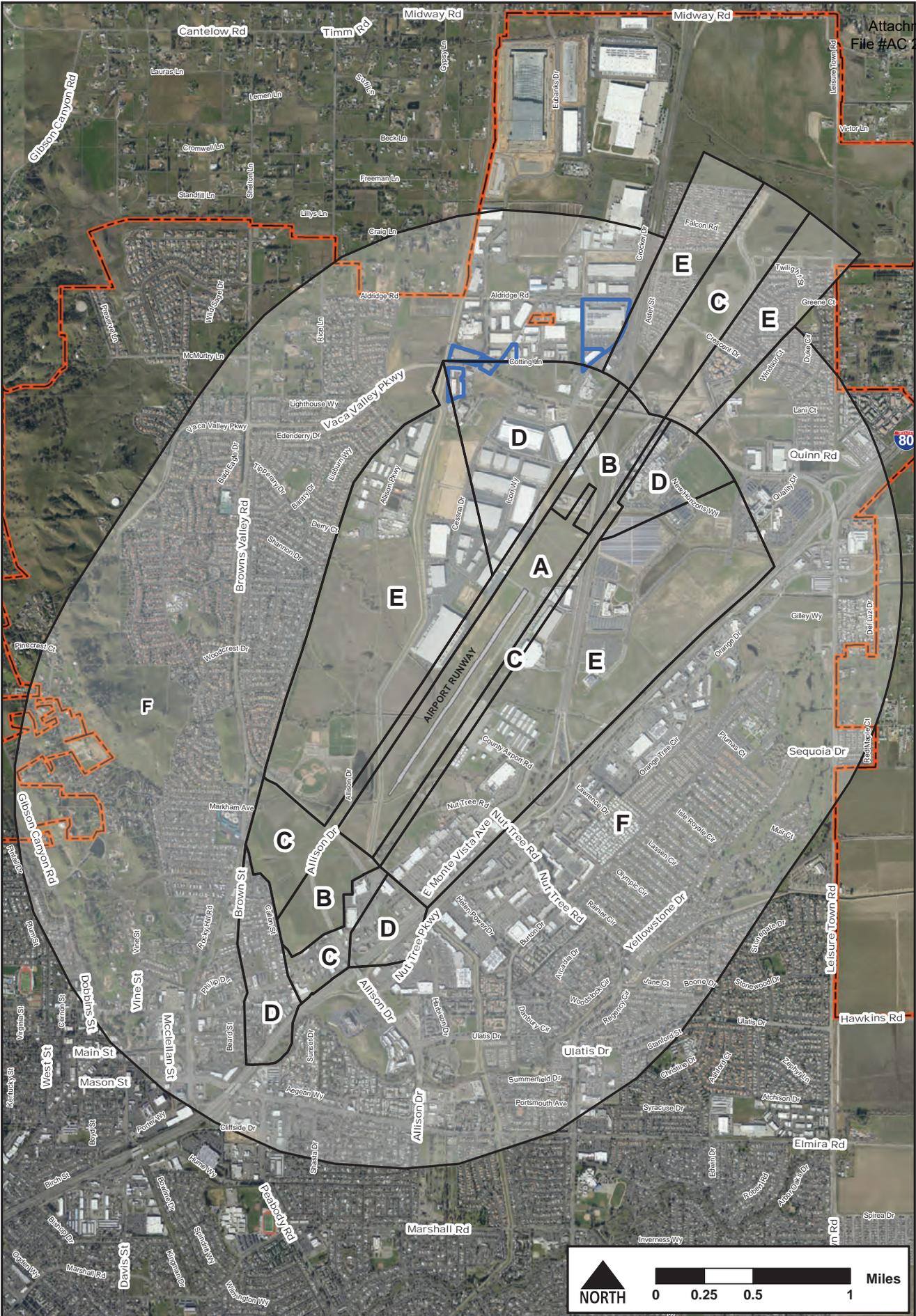
ALUC-24-07 Eubanks Ct and Cotting Lane General Plan Amendment and Zoning Change

Compatibility Zone Criteria	Consistent	Not Consistent	Comment
Zone D			
Max Densities – No limits	X		The project does not propose additional densities
Prohibited uses: hazards to flight	X		None proposed
ALUC review required for objects > 200 feet AGL	X		None exist or proposed
All proposed wind turbines must meet line-of-sight criteria in Policy 5.6.1(b)	X		No wind turbines proposed
All new or expanded commercial-scale solar facilities must conduct an SGHAT glint and glare study for ALUC review	X		No commercial solar proposed
All new or expanded meteorological towers > 200 feet AGL, whether temporary or permanent, require ALUC review	X		No met towers proposed
For areas within the Bird Strike Hazard Zone, reviewing agencies shall prepare a WHA for 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		The site is located outside of the Bird Strike Hazard Zone
For areas outside of the Bird Strike Hazard Zone but within the Outer Perimeter, any new or expanded land use that has the potential to attract the movement of wildlife that could cause bird strikes is required to prepare a WHA.	X		The site is located outside of the Bird Strike Hazard Zone

Nut Tree Airport Land Use Compatibility Zone Criteria

Compatibility Zone Criteria	Consistent	Not Consistent	Comment
Zone D			
Max Densities: residential – 4 du/acre, other uses/in structures – 100; in/out of structure – 150 people/acre, required open land – 10%	X		Residential uses are not allowed in the existing or proposed zone
Prohibited uses: noise-sensitive outdoor activities	X		No noise-sensitive outdoor uses exist or proposed
Residential structures, especially mobile homes, to have a minimum NLR of 20 dBA	X		No residential uses exist or proposed
Clustering of development is encouraged	X		Not applicable
No uses hazardous to flight	X		None proposed
Overflight easement	X		Not applicable
Zone E			
Max Densities: residential – 6 du/acre	X		Residential uses are not allowed in the existing or proposed zone

Compatibility Zone Criteria	Consistent	Not Consistent	Comment
Prohibited uses: Highly noise sensitive outdoor activities; e.g. amphitheaters	X		No noise-sensitive outdoor uses exist or proposed
Residential uses should have limited outdoor living area and should be oriented away from noise source, clustering is encouraged	X		No residential uses exist or proposed
No uses hazardous to flight	X		Not applicable
Overflight easement	X		None proposed
Zone F			Not applicable
Max Densities: other uses/in structures – No limit	X		No conflicts with this criteria
Overflight easement dedication	X		No conflicts with this criteria



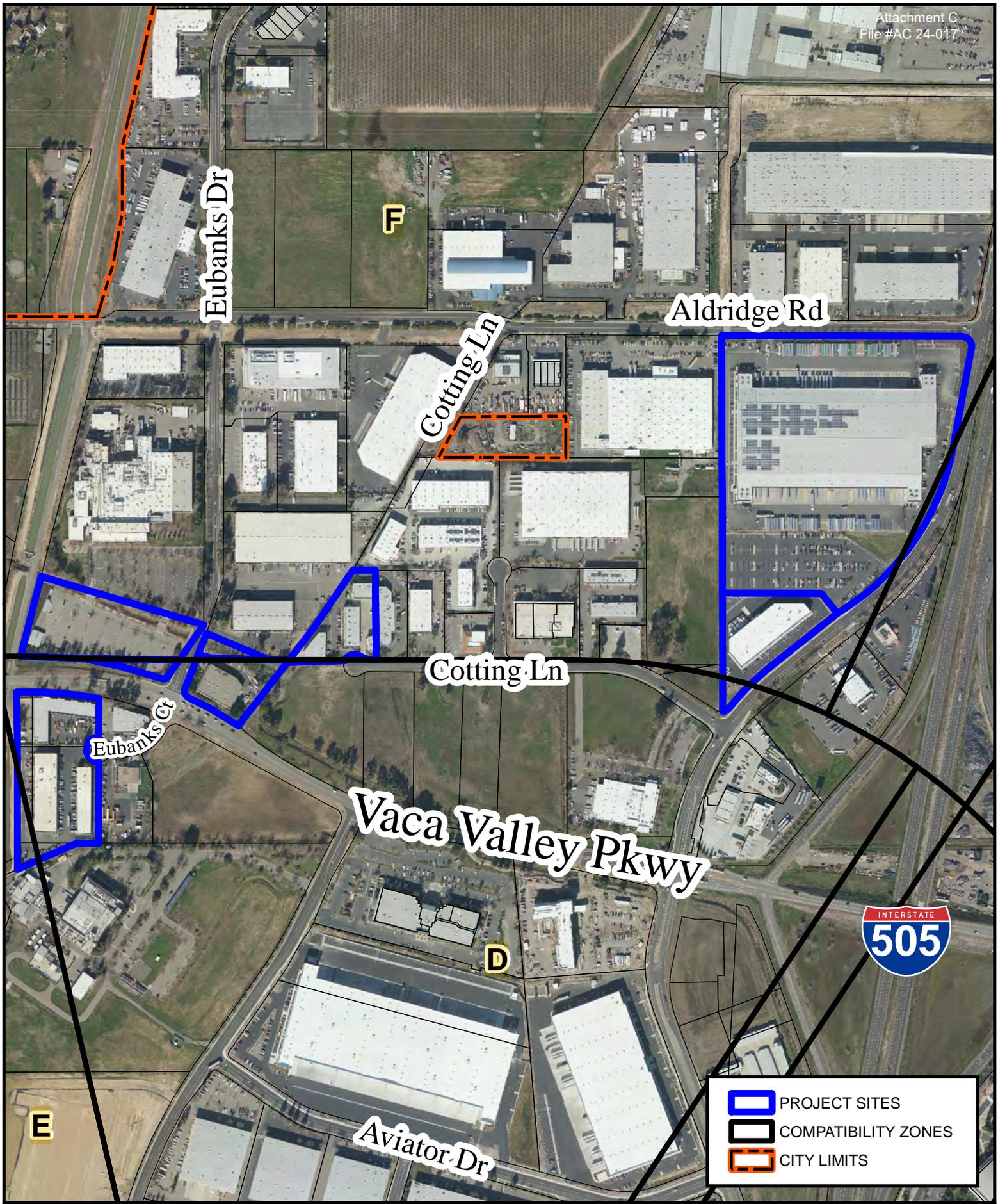
- VACAVILLE CITY LIMITS
- A-F COMPATIBILITY ZONES
- PROJECT SITES



ITEM G - AIRPORT ZONES
EUBANKS & COTTING LANE AMENDMENTS
NUT TREE AIRPORT COMPATIBILITY ZONES

FILE NO. 23-126

DATE PLOTTED: 03/21/2024



-  PROJECT SITES
-  COMPATIBILITY ZONES
-  CITY LIMITS



CITY OF VACAVILLE
COMMUNITY DEVELOPMENT
DEPARTMENT



ITEM G - AIRPORT SITE MAP

EUBANKS & COTTING LANE AMENDMENTS

FILE NO. 23-126

DATE PLOTTED: 03/21/2024

EUBANKS COURT AND COTTING LANE

GENERAL PLAN INITIATION

PROJECT DESCRIPTION

The project proposal is to change the General Plan designation of:

- (3) three parcels on Eubanks Court
- (2) two parcels on Cotting Lane

from Commercial Office to Industrial Park.

855, 865, 875 Cotting Ln



610, 630, 640 Eubanks Ct

RE: Eubanks Court Parcel Descriptions

Eubanks Court is comprised of five parcels which serve as the termination of the Eubanks Drive industrial corridor. One parcel is Fire Station 73, which also serves as a regional training center. Three parcels (610, 630 & 640 Eubanks Court) have operated as multi-tenant light industrial parks for over 30 years. The fifth parcel (600 Eubanks Court) is owned by Peter Karusos and operates as Pure Grain Bakery. The parcel at 600 Eubanks Court and Fire Station 73 are not included with this application.

630-640 Eubanks Court from Eubanks Court



610 Eubanks Court from Eubanks Court



Fire Station 73, from Eubanks Court



PROPERTY INFORMATION

The three parcels of land located at 610, 630 and 640 Eubanks Court are owned by two property owners who are requesting to change the current General Plan and Zoning designations from Commercial Office to Industrial Park. Prior to 2015, the subject sites were designated as Industrial Park and facilitated leasing for a variety of industrial uses such as plumbing and electrical contractors, flooring companies, window blind installers, an HVAC contractor, a traffic control company, signage fabrication and installation, etc. However, in 2015 the City Council adopted a comprehensive update to the Vacaville General Plan which changed these properties to Commercial Office. It was not until 2022 that the City Council adopted a comprehensive update to the Zoning Ordinance and Zoning Map, which changed the allowable land uses from industrial to commercial. This change has dramatically reduced the leasing potential for these industrial buildings. The Property Owners would like to change these parcels back to Industrial Park so they can continue leasing to other industrial uses that are compatible with the buildings' design, structure, and limited parking. The proposed changes are depicted under Exhibit A.

Rear of 630 Eubanks Court, fenced yards



Side of 630 Eubanks Court, roll up doors



Parking for 630-640 Eubanks Court, fewer than 60 spaces

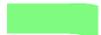


RE: Cotting Lane Parcel Descriptions

The north side of Cotting Lane is comprised of 7 parcels, all of which are zoned Industrial Park, with exception of two parcels (855, 865 and 875 Cotting Ln) which are zoned Commercial Office. The Industrial Park businesses include Pacific Pride Fueling Station, Sensible Foods, Oh Shirt Yeah and Sinclair Well Products.

The two parcels zoned Commercial Office have operated as multi-tenant light industrial parks for 32 years and are consistent with adjacent land use. No other parcels on Cotting Lane are included in this application other than the addresses of 855, 865 and 875 Cotting Lane.



-  Industrial Park (All other businesses)
-  Commercial Office (855, 865, 875 Cotting Ln)

855, 865 and 875 Driveways from Cotting Lane



Gated Entrance at 875 Cotting Ln



Gated Entrance at 855 and 865 Cotting Ln

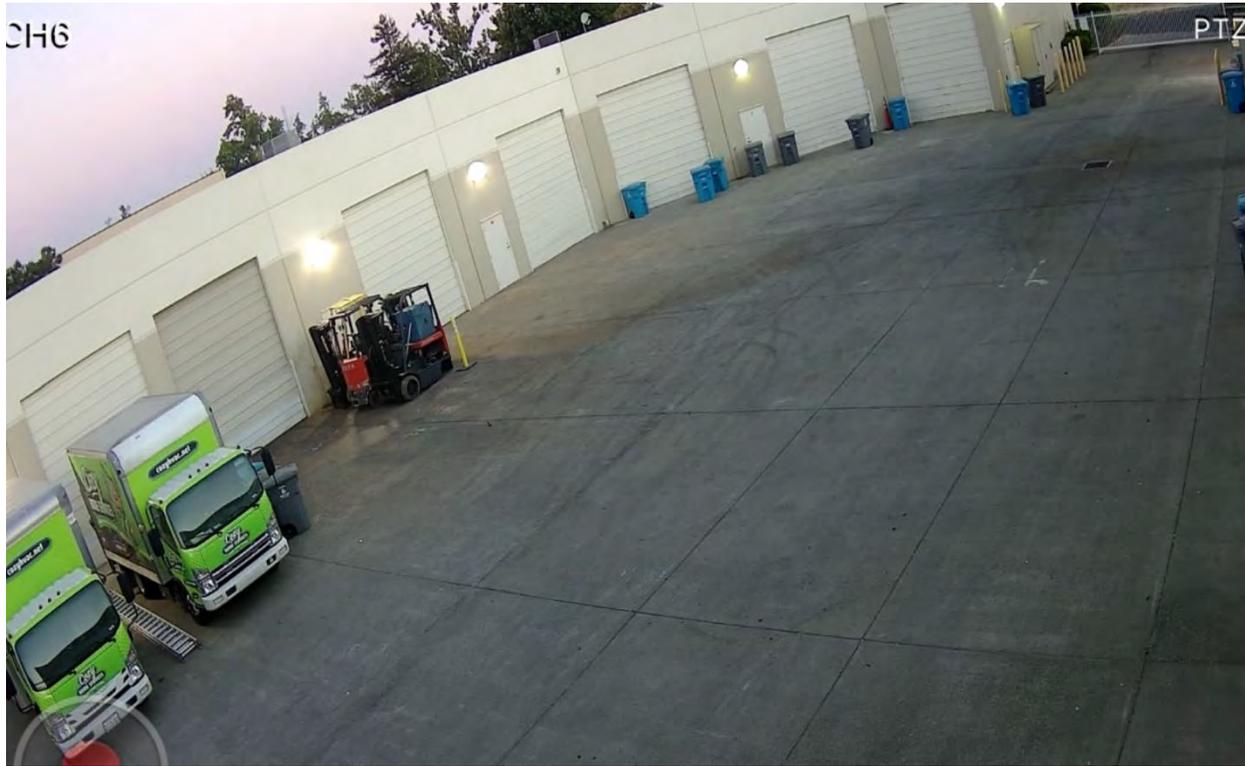


Gated Entrance Between 865 and 875 Cotting Ln



Interior Courtyard Between 865 and 875 Cotting Ln

Warehouse Roll-Up Door Access



Rear View - 855 Warehouse Access and 865 Parking Spaces



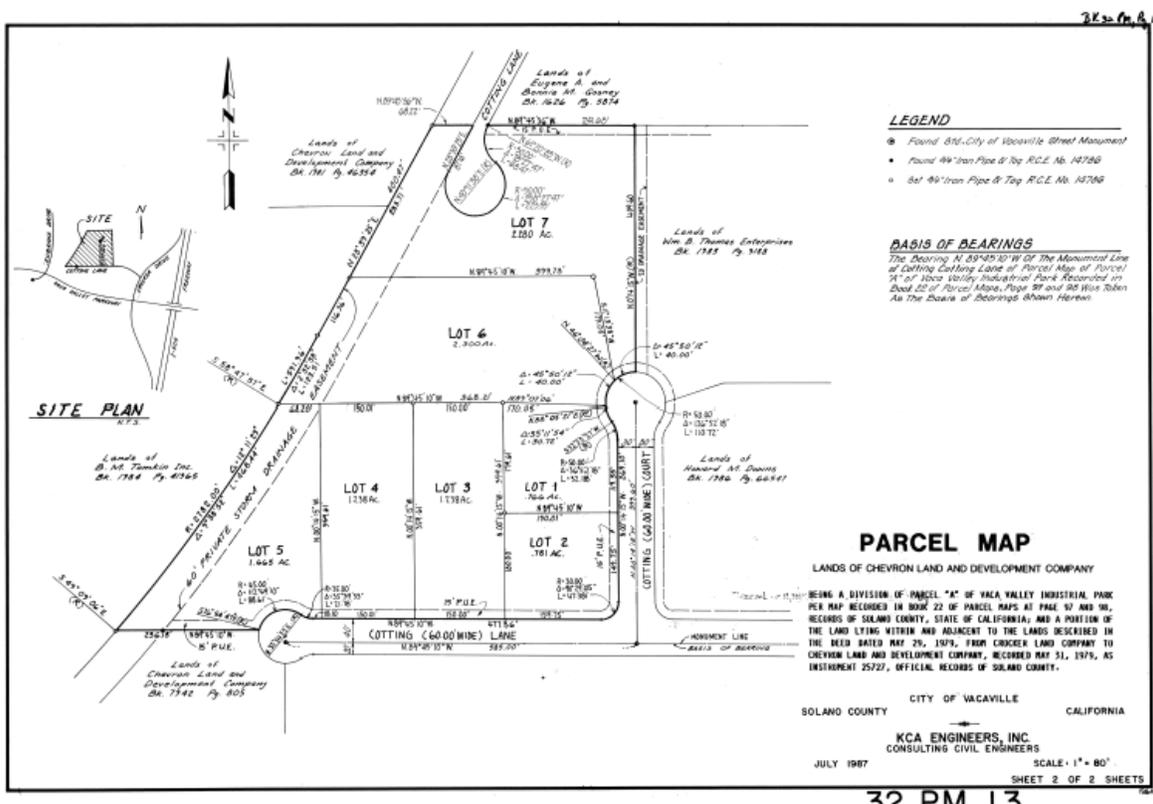
PROPERTY INFORMATION

The two parcels of land located at 855, 865 and 875 Cotting Lane are owned by one property owner who is requesting to change the current General Plan and Zoning designations from Commercial Office to Industrial Park.

Prior to 2015, the subject sites were designated as Industrial Park and facilitated leasing for a variety of industrial uses such as fork lift repair, ambulance service, fire and water damage restoration, solar panel contractor, soils engineers, an HVAC contractor, vending machine provider and a pest control company to name a few.

However, in 2015 the City Council adopted a comprehensive update to the Vacaville General Plan which changed these properties to Commercial Office. It was not until 2022 that the City Council adopted a comprehensive update to the Zoning Ordinance and Zoning Map, which changed the allowable land uses from industrial to commercial. This change has dramatically reduced the leasing potential for these industrial buildings.

The Property Owners would like to change these parcels back to Industrial Park so they can continue leasing to other industrial uses that are compatible with the buildings' design, structure, and limited parking. The proposed changes are depicted under Exhibit A.



BENEFITS

The existing buildings provide a number of benefits to the City. For instance, the current tenant spaces are primarily occupied by Vacaville small businesses. Small unit industrial space of the type available in these buildings is in short supply in Vacaville. Vacaville needs more small unit light industrial space like that offered in our properties, not less. Our combined properties provide space to over 35 Vacaville small businesses and have historically been fully leased to these small businesses because demand for this type of space is high.

CURRENT DESIGNATION ISSUES

As the photos above indicate, the existing industrial buildings are not suitable for Commercial Office tenancy. These buildings were designed and developed for industrial tenants and do not feature the elements that are needed for Commercial Office tenants. For example, the subject sites contain limited parking at 1.3 spaces per 1000 sq. ft.; however, Commercial Office uses would require a minimum of 3.3 spaces per 1000 sq. ft. In addition, the buildings contain roll-up doors and unconditioned warehouse space that would require substantial renovations to accommodate Commercial Office uses.

According to preliminary assessments by the property owners, these buildings would have to be completely razed and redeveloped to properly accommodate Commercial Office tenants. This is not feasible and the Property Owners are not able to re-lease to compatible industrial tenants under the existing zoning. In addition, the Property Owners are unable to obtain financing for renovations, refinance their properties, or sell their properties given the conflict between the existing industrial buildings and the commercial zoning. These properties will eventually become vacant and the Property Owners will lose their investments if the existing zoning remains in place.

In summary, our proposal is simply to reinstate the Industrial Park designations for three parcels on Eubanks Court and two parcels on Cotting Lane to help the City continue providing industrial spaces for small businesses in Vacaville and to preserve our assets.

ATTACHMENTS:

1. Exhibit A – Proposed change to General Plan Map
2. Exhibit B – Proposed change to Zoning Map

**SOLANO COUNTY AIRPORT LAND USE COMMISSION
RESOLUTION NO. 24-__**

**RESOLUTION REGARDING CONSISTENCY WITH
AIRPORT LAND USE COMPATIBILITY PLANS
(Eubanks and Cotting Lane Amendments– City of Vacaville)**

WHEREAS, pursuant to California Public Utilities Code section 21675 the Solano County Airport Land Use Commission (“**Commission**”) has the responsibility to prepare and adopt airport land use plans for any public and military airports within Solano County and to amend any such adopted plan as necessary; and

WHEREAS, pursuant to such authority, the Commission has adopted airport land use compatibility plans for Travis Air Force Base, Rio Vista Municipal Airport, and the Nut Tree Airport, and the Solano County Airport Land Use Compatibility Review Procedures (the “**Compatibility Plans**”); and

WHEREAS, in enacting the sections within the State Aeronautics Act (the “**Act**”) that provide for airport land use commissions, the California Legislature has declared that the purposes of the legislation include: (1) to provide for the orderly development of each public use airport in this state; (2) to provide for the orderly development of the area surrounding these airports so as to promote the overall goals and objectives of the California airport noise standards; (3) to provide for the orderly development of the area surrounding these airports so as to prevent the creation of new noise and safety problems; (4) to protect the public health, safety, and welfare by ensuring the orderly expansion of airports; and (5) to protect the public health, safety, and welfare by the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards within areas around public airports to the extent that these areas are not already devoted to incompatible uses (Pub. Util. Code, § 21670, subd. (a)); and

WHEREAS, the Act provides that an airport land use commission's powers and duties include: (a) to assist local agencies in ensuring compatible land uses in the vicinity of all new airports and in the vicinity of existing airports to the extent that the land in the vicinity of those airports is not already devoted to incompatible uses; (b) to coordinate planning at the state, regional, and local levels so as to provide for the orderly development of air transportation, while at the same time protecting the public health, safety, and welfare; (c) to prepare and adopt an airport land use compatibility plan pursuant to Public Utilities Code section 21675; and (d) to review the plans, regulations, and other actions of local agencies and airport operators pursuant to Public Utilities Code section 21676 (Pub. Util. Code, § 21674); and

WHEREAS, the Act provides that the purpose of compatibility plans is to provide for the orderly growth of the airports and the area surrounding the airports, and to safeguard the general welfare of the inhabitants within the vicinity of the airport and the public in general (Pub. Util. Code, § 21675, subd. (a)); and

WHEREAS, Public Utilities Code section 21675, subdivision (a), authorizes the Commission, in formulating a compatibility plan, to develop height restrictions on buildings, specify the use of land, and determine building standards, including sound-proofing adjacent to airports; and

WHEREAS, Public Utilities Code section 21675, subdivision (b), directs the Commission to prepare a compatibility plan for areas surrounding military airports, and the Legislature's intent in enacting subdivision (b) was to protect the continued viability of military installations in California,

to protect the operations of military airports from encroachment by development, and to encourage land use policies that reflect the contributions military bases make to their communities, as well as their vital importance in the state’s economy and in the defense of our nation; and

WHEREAS, pursuant to such authorities, the Compatibility Plans set forth criteria to be applied by the Commission when evaluating local land use plans and specific development proposals; and

WHEREAS, Public Utilities Code section 21676, subdivision (b), requires that prior to the amendment of a general plan or specific plan, or the adoption or approval of a zoning ordinance or building regulation within the planning boundary established by the Commission, local agencies within Solano County are required to first refer the proposed action to the Commission for a consistency determination; and

WHEREAS, the City of Vacaville (“**Local Agency**”) is considering approving the following project (the “**Project**”), as set forth in greater detail in the Staff Report and its Attachments concerning “Item AC 24-017” of the Commission’s May 9, 2024 Regular Meeting (“**Staff Report**”): “Determine that Application No. ALUC-24-07 (Eubanks and Cotting Lane Amendments) located within the Travis Air Force Base (AFB) Compatibility Plan Zone D and Nut Tree Compatibility Zones D, E, and F, is consistent with the applicable Airport Land Use Compatibility Plans.

WHEREAS, the Commission has duly considered the Project, at a noticed public meeting, in order to ensure consistency of the Project with the Compatibility Plans.

RESOLVED, that after due consideration and based upon the administrative record, the Commission does adopt and incorporate by this reference as its findings and determinations the analysis, conclusions, and recommended findings of the Staff Report.

RESOLVED, that after due consideration and based upon the administrative record, the Commission does find and determine that the Project is consistent with the provisions of the Travis Air Force Base and Nut Tree Airport Land Use Compatibility Plans.

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RESOLVED, that after adoption of this Resolution Staff is authorized to correct any clerical errors in this Resolution or the Staff Report.

I certify that the foregoing resolution was adopted at a regular meeting of the Solano County Airport Land Use Commission on May 9, 2024 by the following vote:

AYES: Commissioners _____

NOES: Commissioners _____

ABSTAIN: Commissioners _____

ABSENT: Commissioners _____

By _____
Ross Sagun, Chair
Solano County Airport Land Use Commission

Attest:

By: _____
James Bezek, Secretary to the Commission