

Appendix C-1

Aviation

SACOG and Airport Land Use Compatibility Plans

AIRPORT LAND USE COMMISSION & COMPATIBILITY PLANS

State law defines the purposes of Airport Land Use Commissions as: (1) “to protect public health, safety and welfare through the adoption of land use standards that minimize the public’s exposure to safety hazards and excessive levels of noise”; and (2) “to prevent the encroachment of incompatible land uses around public-use airports, thereby preserving the utility of these airports into the future.” (California Public Utilities Code Section 21001 et seq.)

SACOG serves as the Airport Land Use Commission (ALUC) for Sacramento, Sutter, Yolo and Yuba Counties. Placer and El Dorado Counties serve as the ALUCs for their respective counties.

As the ALUC for the four counties, SACOG is responsible for developing and maintaining Airport Land Use Compatibility Plans or ALUCPs (formerly known as Comprehensive Land Use Plans, or CLUPs). ALUCPs are intended to protect public health and safety and ensure compatible land uses in the areas around each airport. The Compatibility Plan accomplishes this function through establishment of a set of compatibility criteria applicable to new development around each airport. Neither the *Compatibility Plan* nor the ALUC have authority over existing land uses or over operation of the airport.

Geographically, ALUCPs pertain to lands within the city and county jurisdictions in Sacramento, Sutter, Yolo and Yuba counties. Special districts, community college districts, and school districts within local jurisdictions in those four counties are also subject to the provisions of the plan. The authority of the ALUC does not extend to state, federal, or tribal lands. Also, the ALUC does not have land use compatibility planning responsibilities for lands in adjacent counties.

Table C1.1 shows the region’s airports for which the ALUC has planning responsibilities.

Table C1.1: SACOG Region Airports	
<p><u>Sacramento County</u> Franklin Field Mather Airport McClellan Airport Rancho Murieta Rio Linda Airport Sacramento Executive Airport Sacramento International Airport Sunset Skyranch</p>	<p><u>Yolo County</u> Borges-Clarksburg Airport Watts-Woodland Airport University Airport / Davis</p> <p><u>Yuba County</u> Beale Air Force Base Brownsville Airport Yuba County Airport</p>
<p><u>Sutter County</u> Sutter County Airport</p>	

The ALUC has developed ALUCPs for all but one of the fourteen public use or publicly owned airports in the four counties. The only exception is Rancho Murieta Airport in Sacramento County, which uses the ALUC’s Policy Plan to determine land use compatibility. In 2011, the ALUC adopted updated ALUCPs for Beale Air Force Base and Yuba County Airport. Currently, the ALUC is in the process of updating ALUCPs for McClellan Field and Sacramento International Airport.

State Aeronautics Act

The creation of airport land use commissions and the preparation of airport land use compatibility plans are requirements of the California State Aeronautics Act (Public Utilities Code Section 21670 *et seq.*). Provisions for creation of ALUCs were first established under state law in 1967. With limited exceptions, an ALUC is required in every county in the state. Furthermore, a compatibility plan is required for each public-use and military airport even in instances where an ALUC is not established.

Although the Aeronautics Act has been amended numerous times since the original enactment, the fundamental purpose of ALUCs to promote land use compatibility around airports has remained unchanged. As expressed in the present statutes, this purpose is:

...to protect public health, safety, and welfare by ensuring the orderly expansion of airports and 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. (California Public Utilities Code Section 21670, (a)(2))

The compatibility plans they adopt are the basic tools that ALUCs use to achieve this purpose. The ultimate objective of ALUCs, though, is to ensure that land use actions taken by local agencies also adhere to this purpose. ALUCs pursue this objective by

reviewing the general plans specific plans, zoning ordinances, building regulations, and certain individual development actions of local agencies for consistency with the policies and criteria in the applicable compatibility plan. ALUCs also review master plans and other development plans for civilian airports.

ALUC and Local Governments

The relationship between ALUCs and the governments of the counties and the cities within their jurisdiction is set forth in the State Aeronautics Act. For the most part, ALUCs act independently from the local land use jurisdictions. ALUCs must consult with the involved agencies regarding establishment of airport influence area boundaries (Public Utilities Code Section 21675(c)), but otherwise have the authority to adopt compatibility plans without approval from county or city governing bodies. ALUCs, though, do not have the authority to implement their own compatibility policies.

The responsibility for implementation of compatibility plans rests with the affected local agencies. Government Code Section 65302.3 establishes that each county and city affected by an airport land use compatibility plan must make its general plan and any applicable specific plans consistent with the ALUC plan. Alternatively, local agencies can take the series of steps listed in the Public Utilities Code and described later in this chapter to overrule the ALUC policies.

Local agencies' other responsibility is to submit their plans and certain other proposed land use actions to the ALUC for review and determination of those actions' consistency with the ALUC's compatibility plan. Proposed adoption or amendment of general plans, specific plans, zoning ordinances, and building regulations always must be submitted to the ALUC. However, other actions such as ones associated with individual development proposals are subject to ALUC review only until the local agency's general plan and specific plans have been made consistent with the ALUC *Compatibility Plan* or the local agency has overruled the ALUC.

State Laws and Guidelines

Many of the procedures that govern how ALUCs operate are defined by state law, particularly the Aeronautics Act. As noted earlier, statutory provisions in the Public Utilities Code establish the requirements for ALUC adoption of compatibility plans, which airports must have plans, and some of the steps involved in the plan adoption. With respect to airport land use compatibility criteria, the statutes say little, however. Instead, a section of the law enacted in 1994 refers to another document, the *Airport Land Use Planning Handbook* published by the California Department of Transportation Division of Aeronautics. Specifically, the Aeronautics Act says that, when preparing compatibility plans for individual airports, ALUCs shall "be guided by" the information contained in the *Handbook*. The *Handbook* is not regulatory in nature, however, and it does not constitute formal state policy except to the extent that it explicitly refers to state laws. Rather, its guidance is intended to serve as the starting point for compatibility planning around individual airports.

An additional function of the *Airport Land Use Planning Handbook* is established elsewhere in state law. The Public Resources Code creates a tie between the *Handbook*

and California Environmental Quality Act (CEQA) documents. Specifically, Section 21096 requires that lead agencies must use the *Handbook* as “a technical resource” when assessing airport-related noise and safety impacts of projects located in the vicinity of airports.

The new 2011 edition of the *Handbook* is available for download from the Division of Aeronautics web site (www.dot.ca.gov/hq/planning/aeronaut).

COMPATIBILITY PLAN RELATIONSHIP TO AIRPORT PLANS

General Requirements

Airport land use compatibility plans are distinct from airport master plans and other types of airport development plans, but are closely connected to them. In simple terms, airport master plans are adopted by the agency that owns and/or operates the airport. Master plans primarily address on-airport issues. In contrast, compatibility plans are concerned with issues affecting surrounding lands.

The principal connection between the two types of plans stems from the Aeronautics Act. Specifically, Public Utilities Code Section 21675(a) requires that ALUC plans be based upon a long-range airport master plan adopted by the airport owner/proprietor or, if such a plan does not exist for a particular airport, an airport layout plan may be used with the approval of the California Division of Aeronautics. Furthermore, the compatibility plan must reflect “the anticipated growth of the airport during at least the next 20 years.”

The connection works in both directions. While a compatibility plan must be based upon an airport master plan, another section of the Public Utilities Code (21676(c)) requires that any proposed modification to an airport master plan be submitted to the ALUC to determine if the proposal is consistent with the compatibility plan. Provided that the off-airport compatibility implications of the proposed modifications are adequately addressed in the master plan, the outcome of this process is usually that the compatibility plan will need to be updated to mirror the new master plan.

The preceding relationship between compatibility plans and airport plans applies specifically to civilian airports. For military airports, the relationship is somewhat different. First, military airports seldom have long-range, 20-year plans comparable to an airport master plan. Instead, compatibility plans need to consider the potential “maximum mission” of the facility. The maximum mission may assume introduction of more or different types of aircraft consistent with the basic purpose of the air base and its physical capabilities. Typically, these future assumptions will be outlined in the Air Installation Compatible Use Zone (AICUZ) study prepared for the facility.

Second, ALUCs have no review authority over proposed development at military airports or on any other federal lands. ALUCs would not formally review proposed mission changes, for example, even if those changes could have compatibility implications for nearby land uses. Nevertheless, ALUCs generally evaluate facility or mission changes at military airports as they occur and update the associated compatibility plan to the extent necessary to continue to ensure land use compatibility around the military facility.

Air Installation Compatible Use Zone Studies

Apart from an AICUZ study serving as the source of aircraft activity data for an airport land use compatibility plan, state law specifies another relationship between the two types of documents. Not only are ALUCs required to prepare a compatibility plan for each military airport in their jurisdiction, Section 21675(b) dictates that the plan must “be consistent with the safety and noise standards ...” in the AICUZ for that airport.

Federal regulations require the military services to prepare an AICUZ study for each military airfield. The AICUZ Program was established by the Department of Defense (DoD) in response to increasing incompatible urban development around military airfields. DoD Instruction Number 4165.57 (November 8, 1977) provides the overall guidance for the program. Each military service has its own individual guidelines for implementing the DoD Instruction. As with the federal government in general, the Air Force has no direct authority to regulate local land use or to otherwise ensure compliance with the AICUZ criteria. Local government agencies, including airport land use commissions, are not obligated under any federal laws or regulations to adhere to the AICUZ guidance. The only obligation upon local agencies is the one established by California state law as noted above.

Joint Land Use Studies

Another type of DoD program aimed at addressing land use compatibility matters around military facilities is the Joint Land Use Study (JLUS) program. A JLUS is a cooperative land use planning effort between the affected local governments and the military installation. Unlike the AICUZ program which is carried out internally by each military branch, the JLUS program works by providing planning assistance grants to state and local governments. All types of military installations are included in the JLUS program, not just airports. With respect to air installations, a primary objective of a JLUS is to help state and local agencies better understand and incorporate AICUZ guidance into local planning. A JLUS can take various forms, but they mostly tend to focus on describing the topics of mutual concern between the military installation and the local community and outlining the appropriate mechanisms for interaction. A JLUS typically does not define specific compatibility criteria.

General Plan Consistency

Each local agency having jurisdiction over land uses within an ALUC’s planning area is required by state law to modify its general plan and any affected specific plans to be consistent with the compatibility plan.

The only other course of action available to local agencies is to overrule the ALUC by a two-thirds vote of its governing body after making findings that the agency’s plans are consistent with the intent of state airport land use planning statutes in the Aeronautics Act. Additionally, the local agency must provide both the ALUC and the California Department of Transportation, Division of Aeronautics, with a copy of the local agency’s proposed decision and findings at least 45 days in advance of its decision to overrule and must hold a public hearing on the proposed overruling (Public Utilities Code Section

21676(a) and (b)). The ALUC and the Division of Aeronautics may provide comments to the local agency within 30 days of receiving the proposed decision and findings. If comments are submitted, the local agency must include them in the public record of the final decision to overrule the ALUC (Sections 21676, 21676.5 and 21677.) Note that similar requirements apply to local agency overruling of ALUC actions concerning individual development proposals for which ALUC review is mandatory (Section 21676.5(a)) and for airport master plans (Section 21676(c)).

A general plan does not need to be identical with the ALUC compatibility plan in order to be consistent with the compatibility plan. To meet the consistency test, a general plan must do two things:

- It must specifically address compatibility planning issues, either directly or through reference to a zoning ordinance or other policy document; and
- It must avoid direct conflicts with compatibility planning criteria.

The land use jurisdictions affected by an ALUCP may need to modify their general plans, specific plans, and other policy documents to be consistent with the *Compatibility Plan*. It must be emphasized, however, that local agencies need not change land use designations to make them consistent with the ALUC criteria if the current designations merely reflect existing development. They would simply need to establish policies to ensure that the nonconforming uses would not be expanded in a manner inconsistent with the *Compatibility Plan* and that any redevelopment of the affected areas would be consistent with the *Compatibility Plan*.

Compatibility planning issues can be reflected in a general plan in several ways:

Incorporate Policies into Existing General Plan Elements—One method of achieving planning consistency is to modify existing general plan elements. For example, airport land use noise policies could be inserted into the noise element, safety policies could be placed into a safety element and the primary compatibility criteria and associated maps plus the procedural policies might fit into the land use element. With this approach, direct conflicts would be eliminated and the majority of the mechanisms and procedures necessary to ensure compliance with compatibility criteria could be fully incorporated into the local jurisdiction's general plan.

Adopt a General Plan Airport Element—Another approach is to prepare a separate airport element of the general plan. Such a format may be advantageous when the community's general plan also needs to address on-airport development and operational issues. Modification of other plan elements to provide cross-referencing and eliminate conflicts would still be necessary.

Adopt Compatibility Plan as Stand-Alone Document—Jurisdictions selecting this option would simply adopt as a local policy document the relevant portions of a *Compatibility Plan*. Changes to the community's existing general plan would be minimal. Policy reference to the *Compatibility Plan* would need to be added and any direct land use or other conflicts with compatibility planning criteria would have to be removed.

Adopt Airport Combining District or Overlay Zoning Ordinance—This approach is similar to the stand-alone document except that the local jurisdiction would not explicitly adopt the *Compatibility Plan* as policy. Instead, the compatibility policies would be restructured as an airport overlay zoning ordinance. Policy reference to airport compatibility in the general plan could be as simple as mentioning support for the Airport Land Use Commission and stating that policy implementation is by means of the overlay zone.

Regional Aviation System Plan

SACOG also developed its Regional Aviation System Plan in 1998, which provides a comprehensive look at the region's aviation system and analyzes the capability of the region's airports to meet future needs. The plan was funded through a grant from the Federal Aviation Administration (FAA) and managed by the Caltrans Aeronautics Program.

Operations Descriptions

Sacramento International Airport (SMF)

Operations at Sacramento International Airport include commercial passenger operations made up mostly of 12 airlines serving the terminal. Cargo services by Fed-Ex continue to provide for cargo operations at the airport in addition to the cargo normally carried on passenger aircraft. Executive jet service is also available. The airport opened in 1967 and served over 4.4 million passengers in 2009. International airline service to Mexico is offered by Aeromexico. Hawaiian Airlines offers service to Honolulu and Alaska offers service to Mexico and Maui. Major destinations within the continental United States include Los Angeles, Phoenix, San Diego, Denver and Seattle among others.

The airfield is made of two parallel 8,600' runways with aprons at two passenger terminals, a cargo apron and a general aviation apron. A new passenger terminal was recently completed and is considered state of the art. Future plans call for a light rail link to Natomas and Downtown Sacramento. Currently, Yolobus operates an intercity bus route from Downtown Sacramento to the airport and connecting to Woodland, Davis and West Sacramento.

McClellan Airfield (MCC)

McClellan Field is located at the site of a former U.S. Air Force base that was used as a depot level maintenance facility. It was closed in 2001 and has seen successful land and aviation reuse. The airport is operated by a private contractor McClellan Jet Services who provide all of the servicing for the private sections of the airport. The U.S. Coast Guard operates Coast Guard Air Station Sacramento at McClellan and houses HC-130H aircraft that patrol the U.S. West Coast on a variety of missions including search and rescue. Cal

Fire uses McClellan as a hub for its firefighting fleet of aircraft, housing aircraft year round on-site. There are also other services at the airfield such as wide body aircraft maintenance capabilities, general aviation, and flight training programs.

McClellan's runway is 10,600' long and with uncontrolled approaches featuring an instrument landing system to allow for all weather use. It has several large parking aprons to accommodate several categories of aircraft. The airfield houses many different types of aircraft and offers full service to most aircraft types.

Sacramento Executive Airport (SAC)

Sacramento Executive serves a variety of uses including local police helicopter operations, business jet operations, and flight training, maintenance, and aircraft services. The airport used to be the primary commercial airport for Sacramento until the Sacramento International Airport opened in 1967. It now serves as one of the primary business and training airports for the Sacramento region. The airport also supports an extensive general aviation element. The airport has crossing runways with the maximum length of 5,500'.

Mather Airport (MHR)

Mather Airport is at the site of the former Mather Air Force Base, which was closed in 1993. It now hosts cargo carriers, including UPS and DHL, Sacramento County Sheriff's helicopters, California National Guard fixed-wing aircraft and helicopters, and general aviation. The airport features two parallel runways at 11,300' and 6,000' with instrument landing systems and controlled approaches and departures. Mather is designated as the primary cargo airport in the SACOG Region. It has two large aircraft parking aprons to accommodate future growth. It also houses the Northern California Air Traffic Control Operations Center, which controls a large region of airspace in Northern California, Oregon and Nevada.

Beale Air Force Base (BAB)

Beale Air Force Base is located in Yuba County just east of Marysville. It a large base in land area and is home to the 9th Reconnaissance Wing that operates four types of aircraft from the base. They are the U-2, RQ-4, T-38 and recently the MC-12. The decision to house up to 37 MC-12 aircraft at Beale will increase aircraft operations and provide additional civilian positions at the base. The base has one 12,000' runway with two parking aprons. It is not open to regular civilian uses without prior permission.

Heliports

There are four recognized permitted heliports in the SACOG Region. All are at major medical centers:

- UC Davis Medical Center Sacramento
- South Sacramento Kaiser Medical Center

- Mercy San Juan Hospital in Carmichael
- Sutter Roseville Hospital