



TRUCKEE TAHOE AIRPORT LAND USE COMMISSION

RICHARD ANDERSON – Nevada County Board of Supervisors (2015/16 Chairman)
BRENT P. COLLINSON – Placer County Airport Managers
CAROLYN WALLACE DEE – Nevada County City Selection Committee
KEN FOSTER – General Public (2015/16 Vice Chairman)
JENNIFER MONTGOMERY – Placer County Board of Supervisors
BRIDGET POWERS – Placer County City Selection Committee
KEVIN SMITH – Nevada County Airport Managers

DANIEL B. LANDON, Executive Director
Nevada County Transportation Commission
Truckee Tahoe Airport Land Use Commission

MINUTES OF MEETING May 6, 2016

A meeting of the Truckee Tahoe Airport Land Use Commission (TTALUC) was held on Friday, May 6, 2016 in the Truckee Tahoe Airport Meeting Room A, 10356 Truckee Airport Road, Truckee, California. The meeting was scheduled for 1:00 p.m.

Members Present: Richard Anderson, Brent Collinson, Carolyn Wallace Dee, Ken Foster, Jennifer Montgomery, Kevin Smith, and Alternate Paul Joiner

Members Absent: Bridget Powers

Staff Present: Mike Woodman, Transportation Planner; Toni Perry, Administrative Assistant

Staff Absent: Daniel Landon, Executive Director

Standing Orders: Chairman Anderson convened the Truckee Tahoe Airport Land Use Commission meeting at 1:00 p.m.

Pledge of Allegiance

PUBLIC COMMENT

There was no public comment.

1. Appointment of the Seventh Member of the TTALUC

Transportation Planner Mike Woodman reported that Kenneth Foster's term as the seventh member representing the general public on the TTALUC expired on May 2nd. He said TTALUC staff conducted outreach to fill the vacancy and in response one application was received from Kenneth Foster seeking reappointment. Staff recommended the Commission reappoint Kenneth Foster by a majority vote as the seventh member.

Commissioner Montgomery made a motion to reappoint Kenneth Foster as the seventh member of the TTALUC. Alternate Commissioner Joiner seconded the motion. The motion passed with Aye votes from Commissioners Anderson, Collinson, Dee, Montgomery, Smith, and Alternate Commissioner Joiner. Commissioner Foster abstained.

2. TTALUC Minutes

March 31, 2016 TTALUC Meeting Minutes. *Approved.*

Commissioner Collinson made a motion to approve the TTALUC Minutes of March 31, 2016. Commissioner Dee seconded the motion. The motion passed with Aye votes from Commissioners Anderson, Collinson, Dee, Foster, Montgomery, and Smith. Alternate Commissioner Joiner abstained.

3. Truckee Railyard Master Plan Consistency Review

Transportation Planner Woodman stated that Section 21676(b) of the California Public Utilities Code provides for local agencies to submit proposed projects that are within the airport planning boundary to the Airport Land Use Commission to determine whether the proposed projects are consistent or inconsistent with the Airport Land Use Compatibility Plan. He said the Town of Truckee referred the proposed Truckee Railyard Mixed Use Development Master Plan for review and determination of consistency by the TTALUC. He said, in conjunction, information has also been supplied on two potential developments the Railyard project considers to be representative of the most intensive development envisioned within the Railyard Master Plan area. These two concepts are the Rail House Theater and the Artist Lofts building. Mr. Woodman noted the Railyard project addresses approximately 75 acres of property situated immediately east of Truckee's historic downtown, and within the project area, three distinct development districts are proposed. He said according to the Railyard Master Plan, the acreage for the Downtown Extension, the Industrial Heritage, and the Trout Creek Districts, are 20, 8.5, and 4 acres. The remainder of the 75-acre site consists of internal streets, railroad right-of-ways, and open space that is along Trout Creek. Mr. Woodman said the project site is located in Compatibility Zones C and D at an elevation of nearly 100 feet below that of the runway. The portion of the project located in Zone D is within the *Central Truckee Redevelopment Area* with site specific exceptions.

Mr. Woodman reported that Mead & Hunt, Inc., at the request of TTALUC staff, prepared the consistency review analysis and found that the Truckee Railyard Master Plan, as well as the Rail House Theater and Artist Lofts buildings, as examples of its implementation, are mostly consistent with the Truckee Tahoe Airport Land Use Compatibility Plan (TTALUCP) compatibility criteria. He said the project meets the applicable TTALUCP Zone C criteria for residential density, prohibited uses, nonresidential use maximum intensities, hazards to flight, and open space associated with the proposed mixed use development. He noted a potential conflict with residential densities in Zone C can be avoided through the application of TTALUCP Policy 3.1.3(d), which states:

“Mixed-use development in which residential uses are proposed to be located in conjunction with non-residential uses in the same or nearby buildings on the same site shall be treated as non-residential development. The occupancy of the residential portion shall be added to that of the non-residential portion and evaluated with respect to the non-residential intensity criteria.”

The project was also found to meet the applicable TTALUCP Zone D criteria for residential density, nonresidential use maximum intensities, hazards to flight, and open space.

Mr. Woodman reported one conflict with the Compatibility Plan was the Truckee Railyard Master Plan proposes to allow buildings of up to 50 feet in height with four floors and this is in conflict with TTALUCP Policy 3.4.1 (b), which states that any new structures shall be limited to no more

than three aboveground habitable floors. The principal rationale for the three floor limit set by the TTALUCP was to help facilitate evacuation of the building if it should be struck by an aircraft. He said TTALUC staff contacted the Truckee Fire Protection District and they indicated that they have no objection to the increase from three to four floors and would adequately be able to serve that function in need of an evacuation. Mr. Woodman said the project applicant has requested a special condition exception to allow buildings up to four floors, with the provision that the fourth floor of any building will be limited to low intensity uses such as residential or lodging. Staff recommended this request be granted under TTALUCP Policy 3.3.6, which recognizes that there may be specific situations where a normally incompatible use can be considered compatible because of terrain, specific location, or other extraordinary factors or circumstances related to the site.

Mr. Woodman reported that one final issue was related to discouraged uses such as schools. The Truckee Railyard Master Plan indicates that schools, childcare, and libraries are permitted or allowed with a use permit in its Downtown Extension and Industrial Heritage zones and these uses are discouraged in Compatibility Zone D and would conflict with the TTALUCP policy, unless reasons that no feasible alternatives exist can be documented, thus creating the need for further review by the TTALUC for specific projects proposing discouraged uses. He said it should be pointed out that except as noted, with respect to discouraged uses, referral of other individual development projects for review will not be required as long as those projects are clearly consistent with the Railyard Master Plan and no changes or variances are proposed to the Master Plan.

Mr. Woodman said staff recommended the TTALUC find the Truckee Railyard Master Plan project consistent with the TTALUCP, subject to the following conditions:

- 1) Buildings up to 50 feet in height are permitted, provided that the upper floors are limited to low-intensity uses, such as residential or lodging.
- 2) An Overflight Easement naming the Truckee Tahoe Airport District as Grantee must be recorded.
- 3) For purposes of TTALUCP consistency, the Truckee Railyard Master Plan area shall be evaluated as a "mixed use" development.
- 4) Any future project in the Truckee Railyard Master Plan area that proposes to include "discouraged uses" in Compatibility Zone D, such as schools, shall be required to submit its project for a consistency determination by the Truckee Tahoe Airport Land Use Commission.

Mr. Woodman offered to answer any questions and noted that Ken Brody, the ALUC consultant with Mead & Hunt, was in the audience and available to answer any questions, as well as representatives of the project applicant.

Chairman Anderson invited the project applicant to make any comments. Lynette Dias said they had a presentation prepared, but she did not think it was necessary since it would repeat a lot of what Mr. Woodman already provided. She said she would be happy to answer any questions.

Commissioner Montgomery said, as it relates specifically to the Theater, she wanted to be clear that, similar to the Truckee Recreation Center, the Theater would have enhanced structural protections that are proposed. Jason Hansford of Holliday Development said the guidelines and the provisions of the TTALUCP talk to implementing structural provisions. He said they have not been defined at this point, so he thought it would be to the discretion of the TTALUC and staff. Commissioner Montgomery said she thought, philosophically, it would be important to look at similar parameters to what was required at the Recreation Center because of the intense concentration of people at the Theater specifically.

Commissioner Collinson said on the resolution it talks about limiting the upper floors to low intensity uses. He would like to see a definition of the “upper floors”, because attorneys can always have their own interpretation, such as if it would be from the second floor up, or from the fourth floor up, or the fifth floor up. He said perhaps it would be best to state the fourth floor and above in the resolution. Commissioner Collinson also referred to Section 3.4.1(f) in the TTALUCP that speaks to Site-Specific Exceptions of the *Central Truckee Redevelopment Area* and states:

“Any new structures shall be limited to no more than three aboveground habitable floors and, to the extent feasible, should incorporate other design features that would help protect the building occupants in the event of a small-aircraft crash. Examples of such features include:

- Using concrete construction;
- Limiting the number and size of windows;
- Upgrading the strength of the building roof;
- Avoiding skylights;
- Enhancing the fire sprinkler system; and
- Increasing the number of emergency exits.”

Commissioner Collinson said he did not see the specific requirements spelled out in the resolution and he felt it tied into Commissioner Montgomery’s comments as well. He stated he would like to see the suggested features incorporated into the resolution also, since the suggestions are for three floor structures and the structures in this project could go up to five floors. Transportation Planner Woodman responded that could be addressed in the resolution to state the language in Section 3.4.1(f). He added it would not hold them to the specific building design features, but it would specify that they will need to address the need, and the list gives them examples of some of the features they should consider.

Commissioner Foster said he understood the compatibility of the project and he did not find any real objections in that regard. He commented as a pilot, and knowing what pilots think when they depart on Runway 29 out over the Town of Truckee and Donner Summit, that there are three locations that stand out to a pilot when they are initiating a climb out of the Truckee Airport that could be used if an off-airport landing would have to take place. He said the first location you come to is the old railyard and old lumber yard; the second is the wide area that used to be the bug station where you could easily put a plane down; and the third is what used to be the Teichert gravel yard on the east end of Donner Lake. Commissioner Foster said the fact that two of the three landing locations are still there, should this project go forward, leads him to be comfortable at this time with the project.

Ken Brody, of Mead & Hunt, commented on the supplemental features brought up by the Commissioners. He said it was not specifically addressed in the memo, but he clarified where it would be applied. He agreed that any building above three stories should indicate the design features, but he brought up the Truckee Recreation Center, which is only one or two floors but has a high concentration use. Mr. Brody thought that would also be applicable to any use that does not meet the basic criteria for that zone, which varies between Zones C and D. He said if any part of the building does not meet the single acre criteria, but otherwise it complies, the mitigation measures of considering the special construction features need to be applied. Chairman Anderson recapped this applies within Zone C or D if there is a part of the site that has a density of 300 or more in a single acre. Mr. Brody said it is 150 for Zone D. Chairman Anderson said then the criteria listed under Section 3.4.1(f) would be applied to any portion of the Railyard project.

Commissioner Montgomery said that would be both for height and density. Ken Brody replied that was correct; either one would trigger it, if it is above three floors, or it is a higher density.

Chairman Anderson questioned Mr. Brody about the update of the TTALUCP, which will take place after the Airport District adopts their new Master Plan. He said the current TTALUCP was based upon additional runways that are no longer being considered, so he asked if the areas of the zones would change with the update of the TTALUCP and if a change would pertain to the decision at hand. Mr. Brody said to a minor extent that is one thing the staff of Mead & Hunt is currently working on to come up with a draft map. He said any changes in the update are not likely to be significant off the ends of the runway and will not affect the Railyard project. He noted there might be some considerations laterally to the runway because of the different runway classifications. Mr. Brody said there was some discussion as to the timing of bringing the Railyard action forward versus updating the TTALUCP first. He said the TTALUCP update process was extended because it has to take place after the Airport Master Plan is accepted, and the Railyard project has the need to move ahead now. Mr. Brody said the review at this time is based on the current TTALUCP. Chairman Anderson said there are a number of civic uses, not public uses, that are of interest, including a library and a kid zone, which is not a day care or a school, but it has a kid's focus, and there is a concern about the discouraged language in the current TTALUCP. He reviewed that Mr. Brody was saying that the area directly in front of the runways look like they are not changed in terms of their designations for Zones C and D, so there would not be an affect with the Railyard project. Mr. Brody said that was his expectation at this point and probably in another week he would have a better grasp and be able to answer more clearly. He said that has been the general view and he thought it had been stated in the environmental document to the Airport Master Plan.

Commissioner Smith said he thought how the Railyard application applies to the TTALUCP update is it has not been updated since 2004 and there have been statewide changes and criteria pertaining to density and even the height issue of the three versus four story buildings. He said that is not even necessary, so those things will change. He noted the map is based a lot on the approaches that are designed at the airport, and airport classifications regarding the type of aircraft the airport serves. Commissioner Smith thinks there will be some small tweaks to the TTALUCP, but no drastic changes. Chairman Anderson said he asked the question because it was his impression that if the Commission approved the proposed resolution it will allow a number of land uses to be dealt with without additional approval from the TTALUC.

There was no public comment or comment from the Town of Truckee.

Commissioner Dee made a motion to adopt Resolution 16-02 and find the Truckee Railyard Master Plan consistent with the Truckee Tahoe Airport Land Use Compatibility Plan, subject to the four conditions as listed, and the two additional conditions that are to define the "upper floors" as the fourth floor and above of a structure, and to incorporate Section 3.4.1(f) when the height and density reaches its trigger. Commissioner Foster seconded the motion. A roll call vote was taken and Aye votes were made by Commissioners Anderson, Collinson, Dee, Foster, Montgomery, Smith, and Alternate Commissioner Joiner. The motion passed unanimously.

4. Status Update of the Truckee Tahoe Airport Land Use Compatibility Plan (TTALUCP)

Ken Brody of Mead & Hunt is working on the update of the TTALUCP in conjunction with the update of the Truckee Tahoe Airport Master Plan. He said state statute requires the update of the Compatibility Plan be based on the Master Plan, so the delay in finalizing the update of the TTALUCP is due to the delay in the Master Plan update, which is currently set for adoption on June 22nd. He said any time immediately after the approval, when the TTALUC is ready to proceed

finalizing the TTALUCP update, Mead & Hunt intends to have all the pieces in line by June 22nd. They include environmental work and public review, so when the TTALUC convenes their meeting they can adopt the new TTALUCP. Mr. Brody said in terms of what is changing in the TTALUCP, one thing is a general reorganizational determination of where information is placed within the document. His discussion with Executive Director Daniel Landon resolved to update the plan as closely as possible and parallel to the Nevada County Airport Land Use Compatibility Plan (NCALUCP), since the Nevada County Transportation Commission's (NCTC) staff serves as the ALUC coordinator for them as well. Mr. Brody said there are a variety of policies that have been in the TTALUCP since the original document was completed 12 years ago. Mead & Hunt modified the language to try to clarify things that constantly come up in Nevada County to serve as a good basis for some of that updated language. He said in a few cases they also looked at a couple of other reports that were recent and they also have the same attorney that NCTC has. He said there was some language they borrowed from other plans.

Mr. Brody briefly reviewed the modifications being proposed in the TTALUCP update. He noted many compatibility plans are applied within an entire county as a general set of policies and then specific policies are set for individual airports, but the TTALUCP is just for the Truckee Tahoe Airport. It occurred to the consultant that it would be appropriate to have the TTALUC be the organization to review any heliports being proposed in the North Lake Tahoe area, which he knew was under discussion at one point. He said it was not clearly indicated which ALUC would have authority over that area. Mr. Brody said the consultant was suggesting that the authority of the TTALUC match geographically that of the airport, so if anything else aeronautical came up within that area it would be referred to the TTALUC. He said this might need further discussion with the Placer County and Nevada County ALUCs to make sure they are not overlapping in some action.

Mr. Brody said because there is an existing plan in place, they want to clarify the effective date of the updated TTALUCP. Also, if a project is in the pipeline for review, they would note how that project would be affected. Mr. Brody reported that another modification would be to clarify in a policy that school districts include charter schools, as per state guidance. He suggested adding a policy that the TTALUC charge fees for certain project reviews, which is already done, but it is not stated in the current TTALUCP. He noted that in the current plan certain types of reviews are delegated to the Executive Director. In the Nevada County plan there is a provision that if someone disagrees with his decision, they can appeal to the entire ALUC, so that is a policy they will include in the TTALUCP. Mr. Brody stated there is some pushback that Caltrans Aeronautics has had on that point in a couple of other ALUCs, but at this point they are still holding to that as being an option the Commission has.

Mr. Brody said they want to clarify the policy on mixed-use, which became evident when they were working on the Truckee Railyard Plan and clarifying that there is really a couple of different types of mixed-uses. He said it could all be in one building like the Theater building and then for most situations it is one where there is residential in one area and nonresidential in another. He stated normally they would look at each of those in a separate manner. Mr. Brody said for the purpose of the Railyard Plan they explicitly said there is enough of the mixed-use to use the mixed-use policy.

Mr. Brody said they talked about the discouraged uses and clarifying where that comes into play. He reported the issue was brought up of modifying the plan because they eliminated two of the originally proposed runways. He said they would bring that forward into the policy section where it has noise and safety and airspace protection, and clarifying what are the measures and factors that go into establishing each of those sets of criteria. He said single event noise was another factor around the Truckee Tahoe Airport. He noted that the noise contours are not that extensive, but

there are still noise impacts, and clarifying that is a consideration to establishing the noise policies; not just strictly the CNEL contours.

Mr. Brody reported they want to clarify how to calculate the number of people per acre by giving some examples in the TTALUCP. He said they will update the special exception policy for the Railyard consistent with what was decided at this meeting. He said the Commissioners will have an opportunity to review the entire document before the final adoption and they will have more of an opportunity to discuss some of the specific points.

Commissioner Montgomery referred to the non-aviation development on the airport and asked what requirements come with that to meet things such as housing obligations, similar to what Placer County, Nevada County, and the Town of Truckee have. Mr. Brody replied there are no requirements specifically that say you have to have certain types of use, since it is not within the authority of the ALUC. Commissioner Montgomery said she did not mean requiring specific types of use, but sometimes requiring in-lieu fees. She asked if non-aviation development would be subject to the same sets of fees and requirements. Mr. Brody said if they were adopting something within the ALUC's purview, whatever type of non-aviation use might be proposed, they would need to consider noise and safety and airspace protection. He said the compatibility aspect of it is the extent of the ALUC's role. Chairman Anderson said Nevada County just went through this process with an airport out-building, and the county development code will be applied to that project. He said at some point if the land were to be annexed into the Town of Truckee, their code book would apply. He said any requirements regarding affordable housing or workforce housing, and not commercial uses, was outside the ALUC's purview; there is a very narrow palate of issues they deal with. Commissioner Montgomery said she understood, but she was following up from the conversation of the previous meeting regarding the Tahoe Expedition Academy (TEA) and the concerns they shared about making certain they have workforce housing that is appropriate and available to the area residents and employees. She wanted to make sure that was on someone's radar as part of the non-aviation development.

Commissioner Collinson said he wanted to follow-up on the Expedition Academy, since it became clear that they will include charter schools in the TTALUCP. He asked if it would be possible to include private schools. He said there was somewhat of an exception on that project. Mr. Brody replied that it falls into the same general review as the one they did, as opposed to specifically coming under schools. He said one of the factors that often comes up, with respect to proposals by a school district, is it does not necessarily go through the local city or county agencies. Mr. Brody said the state law was amended some years ago to say that school districts are not exempt from ALUC review, even though they do not have to go through the city or county. He said, with respect to a private school, he would presume they would still have to go through a city or county, since it is not an independent school district, so it would come in under that aspect. He said the part that is different is when it is a public school and Caltrans Aeronautics gets involved; private schools are not reviewed by Caltrans. He said they fall under a different place with the statutes and review requirements. Chairman Anderson asked how the consultant would define "children's schools", and if there is an age limit for children's schools, which is a discouraged use for Compatibility Zone D. Mr. Brody said they are ordinarily defined as Kindergarten through 12th Grade. Chairman Anderson asked if junior colleges or post-12 educational facilities are discouraged. They are not.

Commissioner Smith gave a brief review on the progress of the Truckee Tahoe Airport Master Plan update. He stated the previous day they issued a Negative Declaration again, and he let the Town of Truckee know it was distributed to all of the required groups. He said it does not include any future planning, or non-aeronautical, aside from saying the airport is not going to be developing any of that property until a robust community effort takes place to define the plans. Subsequent to that

process, they would have to modify the CEQA (California Environmental Quality Act) process for the 12 to 16 acres the airport has for non-aeronautical development. Commissioner Smith said, from the airport's perspective, the non-aeronautical land is a very small portion of the Master Plan, but some people believe that is why you do it. He said it is only 12 acres of the 2,400 acres they own and the airport has a dozen projects they want to get going that are aeronautically related in the Master Plan. They are putting on hold any non-aeronautical conversations on plans with the 12 to 16 acres and will finish the Master Plan update. Commissioner Smith said they will have a community planning effort that will involve everyone, because many people have told the airport what they think they should do with all of that property, so they will have a good conversation about it. Then they will come back in the near future, such as the fall or early 2017, with a more defined non-aeronautical plan for that property. He said the Mitigated Negative Declaration is the exact same one that was issued in January, except for page 2, which explains in detail what the intension is of the airport with some of that land. Commissioner Smith said comments will be collected until June 7th and then the Airport Board will look at the full document and hopefully approve it on June 22nd and that will close out all of the approvals needed for the Airport Master Plan. He said the FAA has been done with the Master Plan for two months, since they do not care about CEQA and grants, but it is important for the Airport to meet the state requirements. Commissioner Smith said once the Airport Master Plan update is completed then the TTALUC can finish the update of the TTALUCP.

Chairman Anderson asked Mr. Brody about Zone D and discouraged use of libraries. He wondered if that was a function of safety or of noise. Mr. Brody replied that it is primarily a safety issue. He said the way most ALUCs look at libraries is similar to a school that has many children in it and that has generally been the factor to treat it as if it were a school library. Chairman Anderson asked if that was an accepted practice or are there exceptions in some jurisdictions where libraries are seen differently than a children's school. He said the reason he was asking is that there is an interest in the library competing for that public building site in the balloon track, and he did not want to persuade Mr. Brody one way or another, but he said it would be nice to look at it critically as a consultant. Mr. Brody thanked him for pointing that out and he will definitely look at it and see if there is appropriate language other ALUCs have used and narrow it down. Chairman Anderson thanked Mr. Brody.

COMMISSION ANNOUNCEMENTS

Alternate Commissioner Joiner said his six year term as Commissioner ended on May 2nd and Bridget Powers of Auburn will be taking on the primary role as TTALUC Commissioner and he will be the Alternate. He commented that six years passed quickly and he learned a great deal that he borrowed and took to the City of Lincoln Airport. He thanked the Commissioners and stated he thoroughly enjoyed his time on the TTALUC. He announced that on June 11th Lincoln will hold an Airfest with static displays and fly-bys of F-18 and F-16 aircraft, plus a U-2 fly-by with U-2 pilots in spacesuits on the ground talking about the aircraft. Commissioner Smith said he thought this was the only U-2 still flying and based out of Beale Air Force Base. Alternate Commissioner Joiner replied there are multiple U-2s at Beale, but they are the only ones operating. He thought there was a NASA U-2 flying school located there. Chairman Anderson thanked Mr. Joiner for his service.

Commissioner Foster thanked the Commission for honoring him with another four year term on the TTALUC. Chairman Anderson noted that his experience as a pilot and time of service on the TTALUC is valuable and said it was good having him on the Commission.

Commissioner Montgomery thanked Alternate Commissioner Joiner for his six years of service and she was looking forward to serving with Auburn City Councilmember Bridget Powers. She also liked the additional gender equality.

SCHEDULE FOR NEXT MEETING

The next scheduled meeting of the Truckee Tahoe Airport Land Use Commission will be held when the need arises. Mr. Brody stated there will need to be a public workshop on the TTALUCP and a formal public hearing when it is adopted. He had not set up specific dates yet with Executive Director Landon, but sometime soon after June 22nd would be a possibility. Mr. Brody said typically there is a public workshop once the environmental document is out for review and he thought that would be in mid-June sometime. He will discuss it further with Mr. Landon.

ADJOURNMENT OF MEETING

Chairman Anderson adjourned the meeting at 1:48 p.m.

Respectfully submitted: Antoinette Perry
Antoinette Perry, Administrative Assistant

Approved on: October 27, 2016

By: Richard Anderson
Richard Anderson, Chairman
Truckee Tahoe Airport Land Use Commission

