

City of Santa Ana General Plan
Airport Environs Element



Adopted February 11, 2009
(Reformatted January 2010)

City of Santa Ana General Plan Airport Environs Element 2009

City of Santa Ana
Planning Division



Adopted

February 11, 2009
(Reformatted January 2010)

RESOLUTION NO. 2009-011

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SANTA ANA APPROVING AND ADOPTING THE NEGATIVE DECLARATION (ENVIRONMENTAL REVIEW NO. 2004-136) AND ADOPTING AIRPORT ENVIRONS ELEMENT AND AMENDING THE LAND USE AND NOISE ELEMENTS OF THE GENERAL PLAN OF THE CITY OF SANTA ANA (GPA NO. 2004-03)

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SANTA ANA AS FOLLOWS:

Section 1. The City Council of the City of Santa Ana hereby finds, determines and declares as follows:

- A. The Public Utilities Code Section 21675 requires Airport Land Use Commissions to formulate a comprehensive land use plan for the area surrounding each public airport. On November 15, 2007, the Orange County Airport Land Use Commission updated its Airport Environs Land Use Plan (AELUP).
- B. California Government Code Section 65302.3 requires local agencies to amend their general plans, as necessary, when the Airport Land Use Commission amends its AELUP.
- C. On October 13, 2008, the Planning Commission recommended that the City Council approve and adopt the Negative Declaration, Environmental Review No. 2004-136 and adopt a resolution approving General Plan Amendment No 2004-03 to adopt the City of Santa Ana's Airport Environs Element and to amend the City's Land Use and Noise Elements of the General Plan by a vote of 5:0 (Gartner and Yrarrazaval absent).
- D. The Airport Land Use Commission of Orange County held a public hearing on December 18, 2008, and found the City of Santa Ana's Airport Environs Element consistent with the John Wayne Airport Environs Land Use Plan.
- E. On February 2, 2009, the City Council of the City of Santa Ana held a duly noticed public hearing and at that time considered all testimony, written and oral.
- F. General Plan Amendment No. 2004-03 has been filed with the City of Santa Ana to adopt the Airport Environs Element and to amend the Land Use Element and Noise element of the General Plan of the City of Santa Ana.

- G. The Council finds that the City's general plan is designed, as it must be, to accommodate a wide range of competing interests – including those of developers, neighborhoods and homeowners, prospective homebuyers, environmentalists, current and prospective business owners, jobseekers, taxpayers, and providers and recipients of all types of city-provided services – and to present a clear and comprehensive set of principles to guide development decisions. The City's general plan sets forth these guiding principles. Once in place, it is the province of this Council to examine the specifics of a proposed project to determine whether it would be in harmony with the policies stated in the general plan.
- H. The City Council has weighed and balanced the general plan's policies, both new and old, and has determined that based upon this balancing that General Plan Amendment No. 2004-03 is consistent with the purpose of the general plan.

Section 2. The City Council has reviewed and considered the information contained in the initial study and the negative declaration for Environmental Review No. 2004-136 prepared with respect to this Project. It is determined that, as required pursuant to the California Environmental Quality Act ("CEQA") and the State CEQA Guidelines, a negative declaration adequately addresses the expected environmental impacts of this Project. On the basis of this review, the City Council finds that there is no evidence from which it can be fairly argued that the project will have a significant adverse effect on the environment. The City Council hereby certifies and approves the negative declaration and directs that the Notice of Determination be prepared and filed with the County Clerk of the County of Orange in the manner required by law.

Section 3. The City Council hereby, approves General Plan Amendment No. 2004-03.


- A. The Airport Environs Element is attached hereto as Exhibit A and incorporated by this reference as though fully set forth herein.
- B. The amendment to the Land Use Element is attached here to as Exhibit B and incorporated by this reference as though fully set forth herein.
- C. The amendment to the Noise Element is attached here to as Exhibit C and incorporated by this reference as though fully set forth herein.

The City Council has weighed and balanced the general plan's policies, both new and old, and has determined that based upon this balancing that General Plan Amendment No. 2004-03 is consistent with the purpose of the general plan. This decision is based upon the evidence submitted at the above said hearing, which includes but is not limited to: the Request for Council Action dated February 2, 2009 and exhibits attached thereto and the public testimony written and oral, all of which are incorporated herein by this reference.

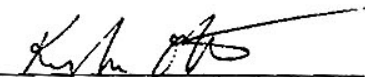
Section 4. The City Council expressly reserves the right to modify, amend or repeal this resolution at any time by adoption of a subsequent resolution.

Section 5. The Clerk of the Council shall attest to and certify the vote adopting this Resolution.

ADOPTED this 2nd day of February, 2009.


Miguel A. Pulido
Mayor

APPROVED AS TO FORM:
Joseph W. Fletcher, City Attorney

By: 
Kylee O. Otto
Assistant City Attorney

AYES: Councilmembers: Alvarez, Benavides, Bustamante, Martinez, Pulido, Sarmiento, Tinajero (7)

NOES: Councilmembers: None (0)

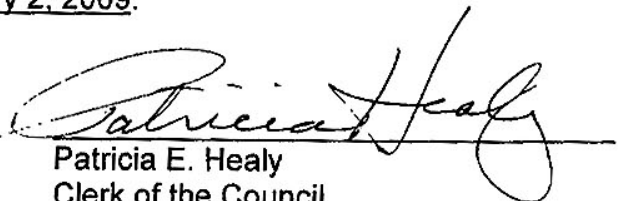
ABSTAIN: Councilmembers: None (0)

NOT PRESENT: Councilmembers: None (0)

CERTIFICATE OF ATTESTATION AND ORIGINALITY

I, PATRICIA E. HEALY, Clerk of the Council, do hereby attest to and certify the attached Resolution No. 2009-011 to be the original resolution adopted by the City Council of the City of Santa Ana on February 2, 2009.

Date: 2-11-09


Patricia E. Healy
Clerk of the Council
City of Santa Ana

Acknowledgments

CITY COUNCIL

Miguel A. Pulido, Mayor
Claudia C. Alvarez, Mayor Pro Tem
Michele Martinez
Sal Tinajero
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Airport Environs Element

INTRODUCTION

BACKGROUND

The Airport Environs Element of the City of Santa Ana General Plan serves as a long-range policy guide to safeguard the general welfare of the inhabitants within the City of Santa Ana in the vicinity of John Wayne Airport (JWA). Additionally, it provides guidance for the purpose of ensuring navigable airspace is not impacted by future development in the City.

Section 21675 of the Public Utilities Code (PUC) requires Airport Land Use Commissions (ALUC) to formulate a comprehensive land use plan for the area surrounding each public airport that includes and is based upon a long-range master plan or an airport layout plan that reflects the anticipated growth of the airport during at least the next 20 years. Specifically, the comprehensive land use plan seeks to protect the public from the adverse effects of aircraft noise, to ensure that people and facilities are not concentrated in areas susceptible to aircraft accidents, and to ensure that no structures or activities adversely affect navigable airspace. The ALUC's two primary duties include:

- **Prepare Compatibility Plans.** Each ALUC is required to “prepare and adopt” an airport land use plan based upon a long-range master plan for each of the airports within its jurisdiction [PUC Sections 21674(c) and 21675(a)].
- **Review Local Agency Land Use Actions and Airport Plans.** The ALUC reviews the plans, regulations, and other actions of local agencies and airport operators pursuant to PUC Section 21676.

The Public Utilities Code provides that the ALUC shall be guided by the Caltrans/Division of Aeronautics' *California Airport Land Use Planning Handbook* when adopting or amending the comprehensive land use plan. Two of the ALUC's Airport Environs Land Use Plans (AELUP) relate to the City of Santa Ana: John Wayne Airport (JWA) and the AELUP for Heliports. The ALUC has adopted aircraft noise, ground safety, and height restriction policies for the planning areas contained within these AELUPs. The City will refer required actions within the AELUP planning areas to the ALUC for consistency determinations as defined in the PUC Section 21676.



FORMAT OF THE AIRPORT ENVIRONS ELEMENT

The Airport Environs Element is presented in four sections. The body of this Element is devoted to establishing Planning Guidelines that relate to areas affected by JWA and establishing Policies with regards to airport related issues. The Appendices to the Element provide detailed information regarding the areas addressed within the policy framework. Each section of the Element is summarized below:

- The **Introduction** provides an overview of the requirements for the Element established by State Law and the rationale of the Element as well as presenting information on the Element’s consistency with other City General Plan Elements.
- The **Planning Issues** section identifies and defines areas of concern in relation to land uses and impacts of noise from JWA.
- The **Policy Plan** section describes City goals and policies regarding areas impacted by JWA.
- The **Appendices** provide detailed information as well as a glossary/definitions section and analyses and technical information referenced in the Element.

GENERAL PLAN CONSISTENCY

The Airport Environs Element of the General Plan is one aspect of the City’s long-range planning program. California Government Code requires that General Plans contain an integrated, consistent set of goals and policies. The Airport Environs Element is therefore affected by policies contained in other elements of the General Plan. For example, the City’s Noise Element contains standards and guidelines regarding appropriate acceptable noise levels for all land uses, while the City’s Land Use Element establishes the location of land uses and the desired density/intensity of these uses to meet community needs. The Land Use Element also addresses factors such as man-made risks that may affect the general pattern of development.

The policies and programs contained in this Element have been determined to be consistent with the City’s other General Plan Elements (see Appendix A).

PLANNING ISSUES

NOISE

The City of Santa Ana Noise Element defines noise problems and provides standards and guidelines establishing thresholds and appropriate measures to minimize the impact of noise on the community. The Airport Environs Element expands upon these policies by identifying noise impacts as they relate to JWA.



The ALUC has adopted Title 21, California Airport Noise Standards and Community Noise Equivalent Level (CNEL) criteria, to describe noise exposures. Two noise zones are described below and depicted in Exhibit 1:

- **65 dB(A) CNEL Noise Contour.** Exposure of 65 dB(A) CNEL or higher (High Noise Impact).
- **60 dB(A) CNEL Noise Contour.** Exposure levels from 60 dB(A) CNEL up to 65 dB(A) CNEL (Moderate Noise Impact).

In the City of Santa Ana, noise from aircraft using John Wayne Airport is not severe. Only small portions of the City are contained in either Noise Contour as shown in Exhibit 1.

The table below establishes noise standards for sensitive land uses.

**Table 1
Interior and Exterior Noise Standards**

<i>Land Use Categories</i>		<i>CNEL</i>	
<i>Categories</i>	<i>Uses</i>	<i>Interior¹</i>	<i>Exterior²</i>
Residential	Single-family, duplex, multi-family	45 ³	65
Institutional	Hospital, school classrooms/playgrounds	45	65
	Church, library	45	–
Open Space	Parks	–	65

Notes:

¹ Interior areas (to include but are not limited to): bedrooms, bathrooms, kitchens, living rooms, dining rooms, closets, corridors/hallways, private offices, and conference rooms.

² Exterior areas shall mean: private yard of single-family homes, mobile home parks, park picnic areas, school playgrounds, and common areas. Private open space, such as atriums and balconies, shall be excluded from exterior areas provided sufficient common area is included within the project.

³ Interior noise level requirements contemplate a closed window condition. Mechanical ventilation system or other means of natural ventilation shall be provided per Chapter 12, Section 1305 of the Uniform Building Code.

65 dB(A) CNEL NOISE CONTOUR

Impacts in the 65 dB(A) CNEL Noise Contour are sufficient to warrant restrictions on residential uses and may require sound attenuation measures. All residential uses are deemed inconsistent in this area unless it can be shown that such units are sufficiently mitigated to address present and projected noise exposure which may include, but is not limited to, avigation easements and sound attenuation. This exposure shall be the energy sum of all noise impacting the project, so as not to exceed an interior standard of 45 dB(A) CNEL.

Noise sensitive institutional uses such as schools, churches, hospitals, libraries, and other noise-sensitive land uses may also be inconsistent in this zone unless it can be shown conclusively that such units are sufficiently mitigated to address present and projected noise exposure. Again, this exposure shall be the energy sum of all noise impacting the project so as not to exceed an interior noise



standard of 45 dB(A) CNEL. Commercial, industrial, and recreational uses may be appropriate in this zone providing that structures are mitigated to allow normal work activities to be conducted. In the City of Santa Ana, the small portion of area that lies within this impacted zone shall be consistent with defined noise standards (in the table presently shown on page twenty-three) of the AELUP.

60 dB(A) CNEL NOISE CONTOUR

The noise impact in this zone includes moderate noise levels of 60 dB(A) CNEL or greater but less than 65 dB(A) CNEL. Pursuant to California Noise Insulation Standards, Title 25, California Code of Regulations, single event noise exposure levels in this area may create serious disturbances to inhabitants. Residential units in this area should be mitigated to address present and projected noise exposure. The residential interior noise level shall not exceed 45 dB(A) CNEL. In the City of Santa Ana, this impact area zone is designated in the General Plan for Industrial and Commercial land uses and, therefore, there are no noise incompatibilities.

HEIGHT RESTRICTIONS

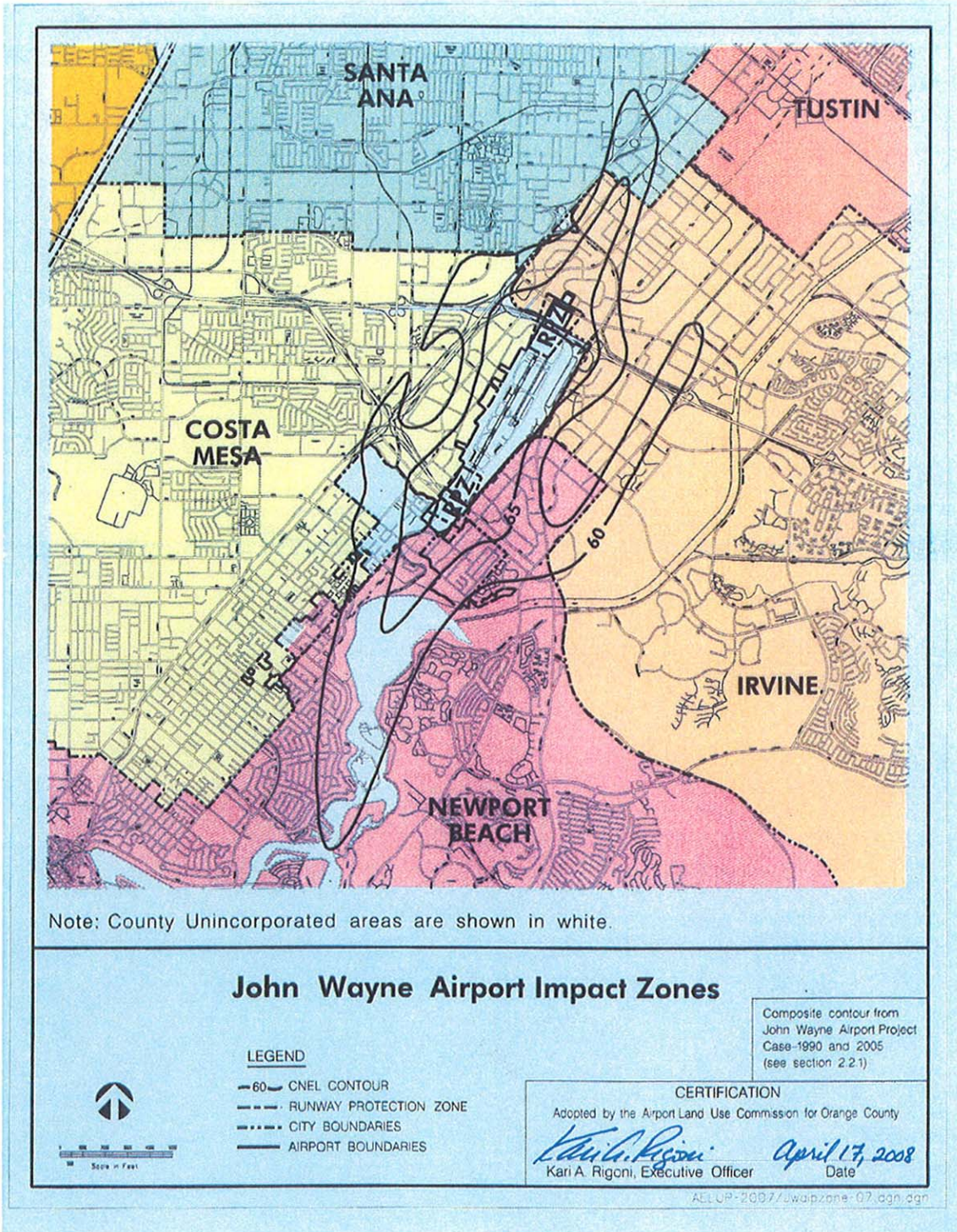
The ALUC has adopted the Federal Aviation Regulations (FAR) Part 77 as the criteria for determining height restrictions in Orange County.

The allowable height of structures surrounding an airport is described in FAR Part 77 as the allowable height at which safe movement of aircraft occurs. The regulation requires that notice be given to the FAA by a person proposing to construct a structure that would exceed specified heights and/or would be erected at specified sites (see Exhibit 2). The height that is specified for which notice is required is any structure extending above a 100:1 slope of an imaginary surface extending outward for 20,000 feet from the nearest runway at JWA (see Exhibit 3). Beyond the 100:1 imaginary surface, FAR Part 77 requires notification to FAA for any project that will be more than 200 feet in height above the ground level pursuant to FAR Part 77 Section 77.13.

The ALUC considers and recognizes the FAA as the single authority for analyzing project impact on an airport or aeronautical operations or navigational-aid procedures. The ALUC also considers the FAA as the authority for reporting the results of such studies and project analyses. The ALUC will not consider the findings of reports or studies conducted by parties other than the FAA unless the FAA certifies and adopts such findings as true and correct.



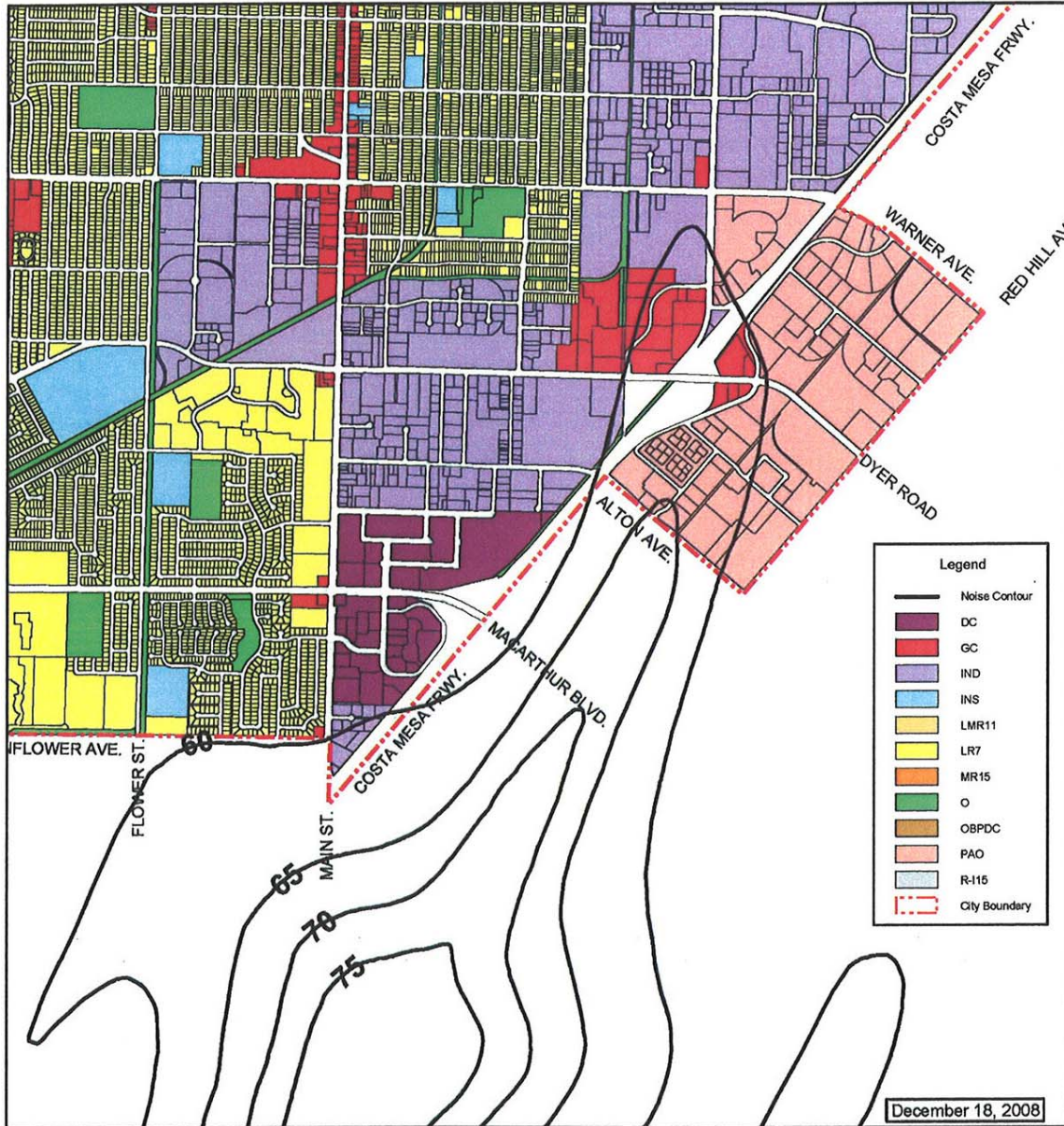
Exhibit 1 John Wayne Airport Impact Zones



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Exhibit 2 City of Santa Ana Land Uses within JWA Noise Contours



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The ALUC understands that the FAA will make a final determination of whether the proposed project falls into one of the following categories:

1. The project is neither an obstruction nor hazard to air navigation,
2. The project is an obstruction to air navigation, but it is not a hazard and the FAA will establish conditions for lighting and marking the buildings; or,
3. The FAA determines the project is a hazard to air navigation.

The ALUC is responsible for ensuring the continued operation of airports in Orange County, and to safeguard the general welfare of inhabitants within the vicinity of the airport. The Commission may utilize criteria for protecting aircraft traffic patterns at individual airports which may differ from those contained in FAR Part 77, should evidence of health, welfare, or air safety surface be found sufficient and necessary to justify such an action. The City of Santa Ana will comply with the requirements of FAA FAR Part 77, Caltrans Division of Aeronautics, and the ALUC.

SAFETY

The AELUP does not establish any Runway Protection Zones within the City of Santa Ana.

STATE LAW

The City of Santa Ana will comply with and administer all requirements established by state law and the Public Utilities Code Section 21676. The City of Santa Ana will submit for ALUC review new development and redevelopment projects which contain amendments to a General Plan or Specific Plan, and/or adoption or approval of a zoning ordinance or building regulation, within the JWA planning area.

HELIPORTS/HELISTOPS

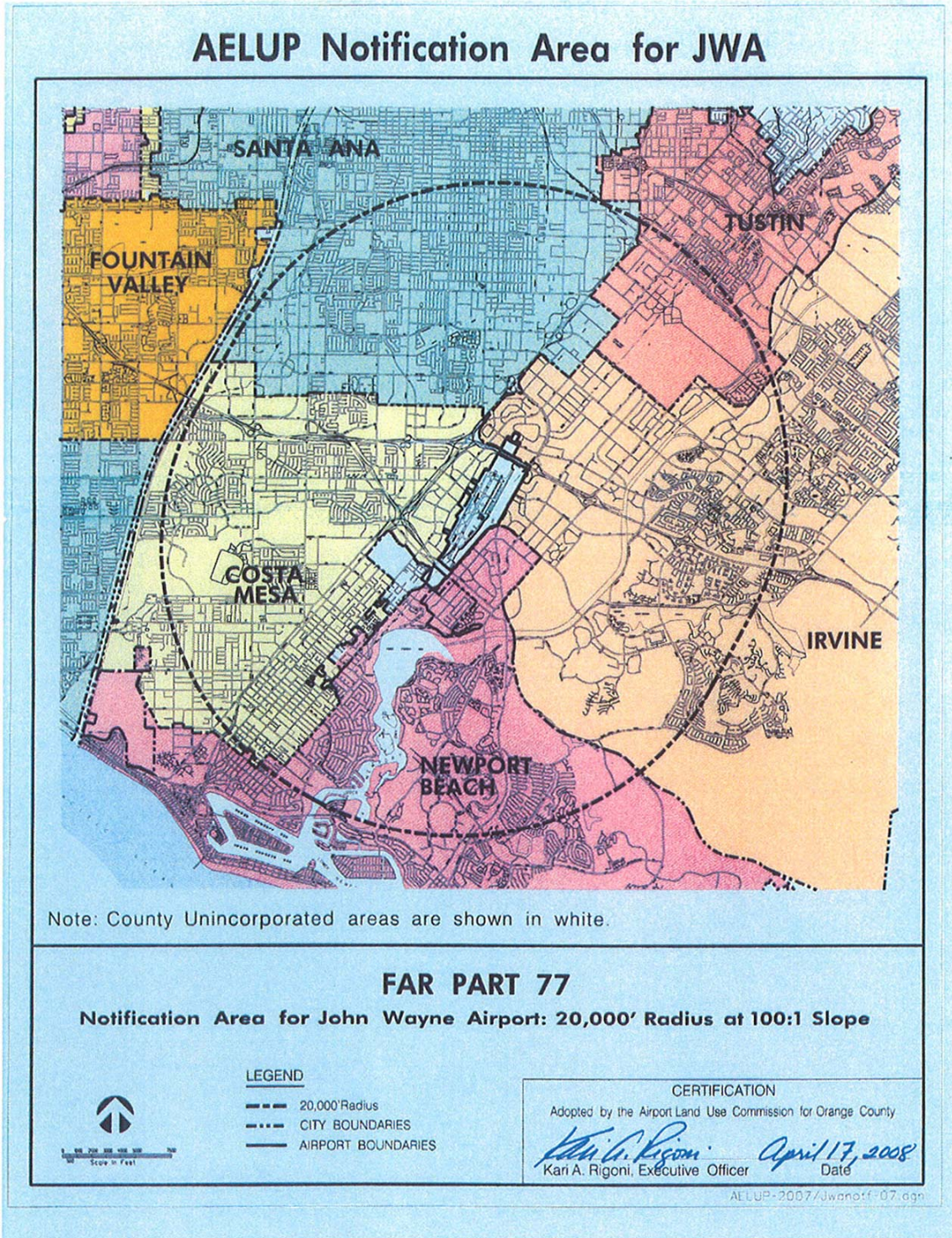
Under PUC Section 21661.5 and in accordance with PUC Section 21670 et seq. and California Administrative Code Title 21, Business Regulations, Chapter 25, Division of Aeronautics, Sub-Chapter 2.1, the ALUC is charged with reviewing and acting on proposed heliports within its jurisdiction. Fulfilling this responsibility, the ALUC has adopted a Heliports AELUP that is applicable within every jurisdiction in Orange County that permits such facilities. The ALUC is also responsible for making recommendations directly to the California Department of Transportation/Aeronautics Division, regarding the required state heliport permit under Section 21661.5 of the PUC.



ALUC review of proposed heliport/helistop projects is initiated through referral of the development permit by the sponsor's or the local agency's referral for a development permit. The ALUC will review any proposal for a heliport/helistop within the City of Santa Ana with respect to safety zones, noise impacts, and height restrictions as defined in the Heliports AELUP for Sections 2.2.1 through 2.2.3. Emergency flights for medical purposes and temporary landing sites do not need to be submitted to the ALUC.



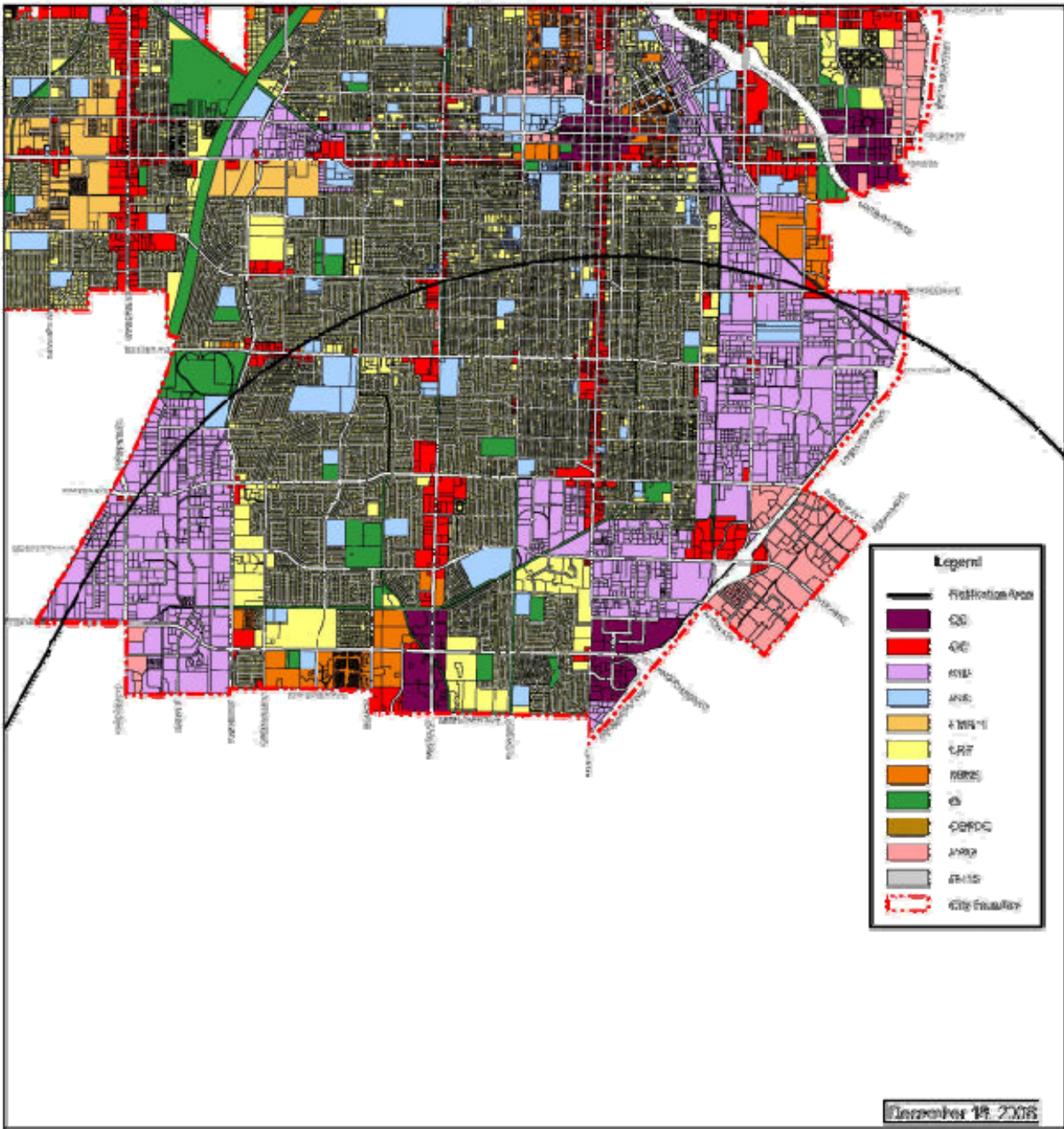
Exhibit 3 FAR Part 77 – Notification Area for John Wayne Airport



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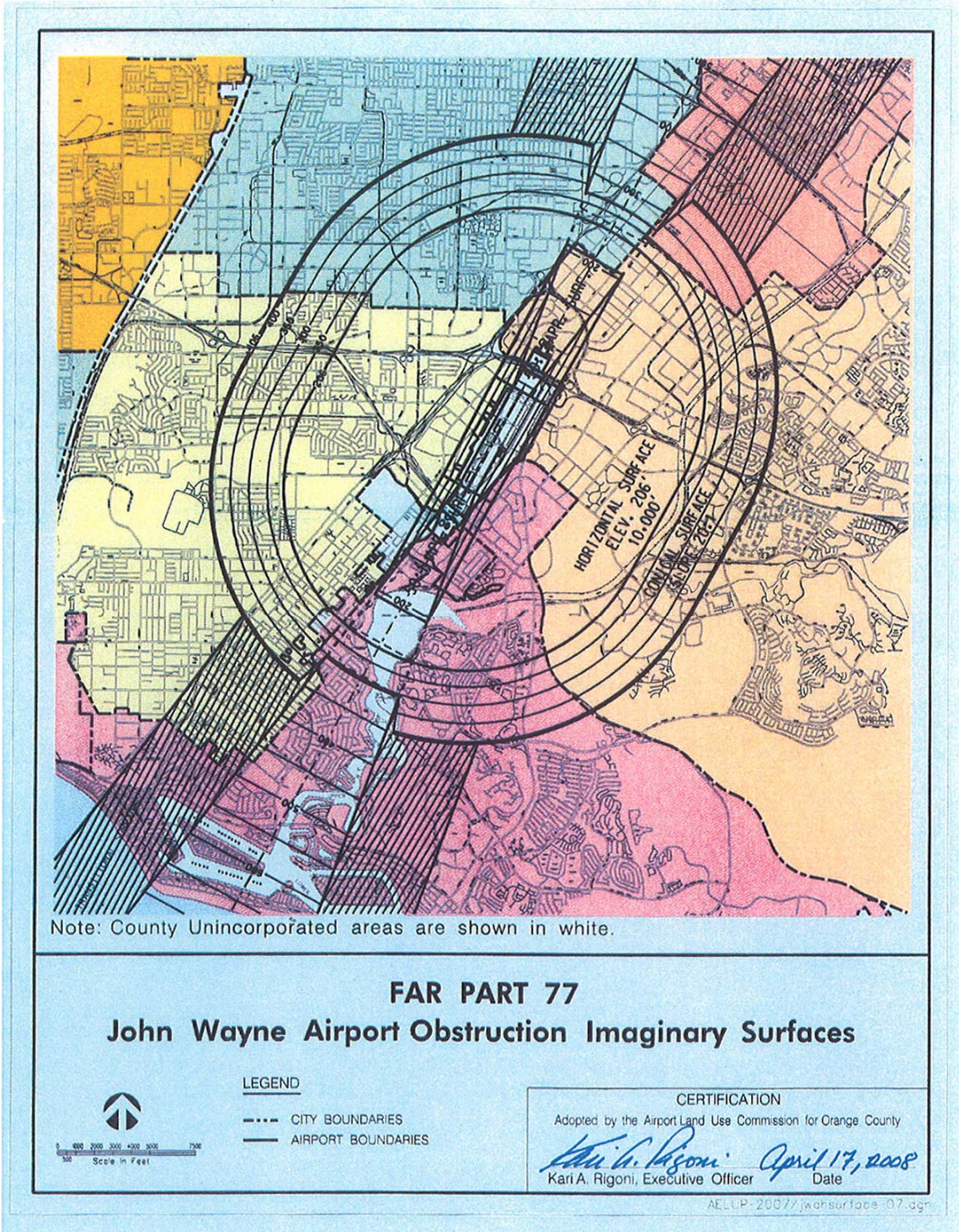
Exhibit 4 City of Santa Ana Land Uses within FAA Notification Area



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Exhibit 5 John Wayne Airport Obstruction Imaginary Surfaces



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GOALS AND POLICIES

The City of Santa Ana, in adopting the Airport Environs Element, adopts the following goals and policies that serve as the framework for implementing this Element.

Goal 1

Protect sensitive land uses from airport related noise impacts.

- Policy 1.1 Residential development within the JWA 65 dB(A) CNEL Noise Contour or greater is not supported.
- Policy 1.2 Advocate that future flight path selection be directed away from existing noise sensitive land uses.
- Policy 1.3 Require all residential land uses in 60 dB(A) CNEL or 65 dB(A) CNEL Noise Contours to be sufficiently mitigated so as not to exceed an interior standard of 45 dB(A) CNEL.

Goal 2

Protect the safety of the general public from aircraft hazards.

- Policy 2.1 Comply with FAA regulations and ALUC requirements on new development and redevelopment located within the height restriction zone for JWA per PUC Section 21676.
- Policy 2.2 Minimize hazards to aeronautical operations by ensuring land uses do not emit excessive glare, light, steam, smoke, dust, or electronic interference in compliance with FAA regulations and the JWA AELUP.
- Policy 2.3 Comply with FAR Part 77 and the AELUPs for JWA and Heliports as they may be amended from time to time.



Policy 2.4 Prior to the amendment of the City’s general plan or a specific plan, or the adoption or approval of a zoning ordinance or building regulation within the planning boundary established by the ALUC, and pursuant to PUC Section 21676, the local agency shall first refer the proposed action to the ALUC.

Goal 3

Minimize the impacts of heliports/helistops on the Community.

Policy 3.1 Encourage the design of new heliports to place as much of the approach/departure path on heliport property or on publicly controlled land as feasible.

Policy 3.2 Avoid the placement of buildings and congregations of people within Helipad Protection Zones.

Policy 3.3 Prevent obstructions to heliport approach and departure surfaces.

Policy 3.4 Comply with FAA Regulations, Caltrans Division of Aeronautics and the JWA AELUP for Heliports in the development of heliports.



GLOSSARY

AELUP. Airport Environs Land Use Plan (a land use compatibility plan referred to in Public Utilities Code Section 21675).

Airport. Any public or military airport, air station, or air facility within Orange County, CA.

ALUC. Airport Land Use Commission for Orange County.

APZ. Accident Potential Zone (zones established around some airports based on accident histories and operational characteristics).

CNEL. The Community Noise Equivalent Level (CNEL) is the energy average noise level measured in A-level for a 24-hour period, with different weighting factors for the hourly noise levels occurring during the daytime (0700 to 1900, 0 dB(A) weighting), evening (1900 to 2200, 5 dB(A) weighting), and nighttime (2200 to 0700, 10 dB(A) weighting) periods.

dB(A). A-Weighted sound pressure level or A-level is the sound pressure level that has been filtered or weighted to quantitatively reduce the effect of the low frequency noise. It was designed to approximate the response of the human ear to sound. A-level is measured in units of decibels.

FAA. Federal Aviation Administration.

FAR. Federal Aviation Regulations.

Heliport. An identifiable area on land or water, including any building or facilities thereon, used or intended to be used for the landing and takeoff of helicopters. Does not include temporary landing and takeoff sites. Refueling and overnight maintenance are permitted.

Helistop. An identifiable area on land or water, including any building or facilities thereon, used or intended to be used for the landing and takeoff of helicopters. Does not include temporary landing and takeoff sites. Refueling and overnight maintenance are **not** permitted.

Obstruction. Any object of natural growth, terrain or permanent or temporary construction or alteration including equipment or materials used therein, the height of which exceeds the standards established in Subpart C of Federal Aviation Regulations Part 77, *Objects Affecting Navigable Airspace*.

PUC. California Public Utilities Code.



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Appendix A



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**Table A-1
General Plan Consistency Analysis Matrix**

<i>Airport Environs Element Goals/Policies</i>	<i>General Plan Elements/Components¹</i>														
	<i>Land Use</i>	<i>Circulation</i>	<i>Economic Development</i>	<i>Education</i>	<i>Urban Design</i>	<i>Growth Management</i>	<i>Housing</i>	<i>Scenic Corridors</i>	<i>Public Facilities</i>	<i>Conservation</i>	<i>Open Space, Parks and Recreation</i>	<i>Energy</i>	<i>Seismic</i>	<i>Noise</i>	<i>Public Safety</i>
GOAL 1. Protect sensitive land uses from airport related noise impacts.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 1.1: Residential development within the JWA 65 dB(A) CNEL Noise Contour or greater is not supported.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 1.2: Advocate that future flight path selection be directed away from existing noise sensitive land uses.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 1.3: Require all residential land uses in 60 dB(A) CNEL or 65 dB(A) CNEL Noise Contours to be sufficiently mitigated so as not to exceed an interior standard of 45 dB(A) CNEL.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
GOAL 2. Protect the safety of the general public from aircraft hazards.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 2.1: Consult with the FAA and the ALUC on new development located within the height restriction zone for JWA per PUC Section 21675.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 2.2: Minimize hazards to aeronautical operations by ensuring land uses do not emit excessive glare, light, steam, smoke, dust, or electronic interference in compliance with FAA regulations and the JWA AELUP.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 2.3: Comply with FAR Part 77 as it may be amended from time to time.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 2.4: Prior to the amendment of the City's general plan or a specific plan, or the adoption or approval of a zoning ordinance or building regulation within the planning boundary established by the ALUC, and pursuant to PUC Section 21676, the local agency shall first refer the proposed action to the ALUC.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y



**Table A-1
General Plan Consistency Analysis Matrix**

<i>Airport Environs Element Goals/Policies</i>	<i>General Plan Elements/Components¹</i>														
	<i>Land Use</i>	<i>Circulation</i>	<i>Economic Development</i>	<i>Education</i>	<i>Urban Design</i>	<i>Growth Management</i>	<i>Housing</i>	<i>Scenic Corridors</i>	<i>Public Facilities</i>	<i>Conservation</i>	<i>Open Space, Parks and Recreation</i>	<i>Energy</i>	<i>Seismic</i>	<i>Noise</i>	<i>Public Safety</i>
GOAL 3. Minimize the impacts of heliports/helistops on the community.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 3.1: Encourage the design of new heliports to place as much of the approach/departure path on heliport property or on publicly controlled land as feasible.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 3.2: Avoid the placement of buildings and congregations of persons within Helipad Protection Zones.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 3.3: Prevent obstructions to heliport approach and departure surfaces.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Policy 3.4: Comply with FAA Regulations, Caltrans Division of Aeronautics and the JWA AELUP for Heliports in the development of heliports.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y

¹. "Y" denotes yes for consistency.

