

Travis Air Force Base Land Use Compatibility Plan

Solano County, California

Adopted
by
Solano County
Airport Land Use Commission
June 13, 2002

Prepared
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Introduction

OVERVIEW OF THE PLAN

This document, the *Travis Air Force Base Land Use Compatibility Plan*, sets forth land use compatibility policies applicable to future development in the vicinity of the base. The policies are designed to ensure that future land uses in the surrounding area will be compatible with the realistically foreseeable, ultimate potential aircraft activity at the base. As adopted by the Solano County Airport Land Use Commission (ALUC), these policies provide the basis by which the commission can carry out its land use development review responsibilities in accordance with Section 21670 et seq. of the California State Public Utilities Code.

The compatibility criteria defined by the policies are also intended to be reflected in the general plans and other policy instruments adopted by the entities having jurisdiction over land uses near Travis Air Force Base. Specifically, the *Travis Air Force Base Land Use Compatibility Plan* affects and requires action by the following jurisdictions:

- < County of Solano
- < City of Dixon
- < City of Fairfield
- < City of Suisun City
- < City of Vacaville.

Additionally, long-range planning of three other nearby cities — Benicia, Rio Vista, and Vallejo — may be affected by provisions of the *Compatibility Plan*. The plan has only advisory status with respect to the small portions of the Travis Air Force Base area of influence, as defined herein, which extend into the counties of Napa and Yolo — the Solano County ALUC has jurisdiction only within Solano County boundaries.

Only the policies directly associated with assessment of land use compatibility are contained within this document. A separate volume entitled *Solano County Airport Land Use Compatibility Review Procedures*, also adopted by the ALUC, establishes the procedures to be followed by the commission and affected local land use jurisdictions. The procedural policies apply equally to the Travis Air

Force Base environs and the surroundings of the other airports in Solano County. The *Review Procedures* document is an integral part of the compatibility plan for Travis Air Force Base.

The introduction to the *Review Procedures* document describes the authority and function of ALUCs as provided by state law, the history of the Solano County ALUC, its relationship to county and city governments and other general information. Also included are copies of current state laws, federal regulations governing airspace protection, and other background material, all of which is significant to compatibility planning in the Travis Air Force Base vicinity. In conjunction with use of the *Travis Air Force Base Land Use Compatibility Plan*, reference should be made to the *Review Procedures* document as necessary. Background information specifically concerning the base and its environs is found in Chapter 3 herein.

Note that this *Travis Air Force Base Land Use Compatibility Plan* only addresses the compatibility issues involving the main runways at the base. The ALUC has adopted a separate compatibility plan for the Travis Aero Club runway as well as plans for the two public-use airports in Solano County: Nut Tree and Rio Vista Municipal. The influence area of the main Travis Air Force Base runways encompasses the entire Aero Club area of influence and a portion of the influence area of the Nut Tree Airport. Where influence areas of two airports overlap, the compatibility policies of both plans apply.

PLAN PREPARATION AND REVIEW

As adopted by the Solano County Airport Land Use Commission, the *Travis Air Force Base Land Use Compatibility Plan* represented by this document replaces the previous compatibility plan for the base environs. The earlier plan, entitled *Comprehensive Airport Land Use Plan: Travis Air Force Base* was originally adopted by the ALUC in 1990 and amended in 1994.

The need for preparation of this new plan has arisen as a result of several factors:

- ◆ **Aircraft Activity Changes** — The character and magnitude of aircraft activity at the base has changed since the previous plan was prepared. In 1995, the Department of Defense published an updated *Air Installation Compatible Use Zone (AICUZ) Study* for Travis Air Force Base. That study documented changes that had occurred in the mission of the base and the resulting effects on the noise and safety impacts of aircraft operations. In 2001, information regarding potential future aircraft activity at the base was further updated by the Air Force, the ALUC, and the consultant in conjunction with preparation of the present plan. The new data is summarized in Chapter 3 of this volume.
- ◆ **Community Attitudes** — Community attitudes regarding the need to protect Travis Air Force Base from incompatible land use development have changed over the last decade. This change has arisen largely from two factors. One is a heightened awareness of the economic importance of Travis Air Force Base to Solano County. Secondly, the large number of military base closures

in California in recent years, together with the on-going program of the federal government to eliminate unneeded military bases throughout the country, has raised community concerns about the future of the Travis. In light of these factors, the need to ensure long-term land use compatibility between the base and its environs has become a high community priority.

- ◆ **State Laws and Guidelines** — State laws and guidelines governing airport land use compatibility planning have changed. Perhaps most significant, a 1994 law established a requirement that ALUCs “be guided by” information in the *Airport Land Use Planning Handbook* published by the California Department of Transportation when formulating or amending compatibility plans. The most recent edition is dated January 2002. The *Handbook* provides extensive guidance on preparation and content of compatibility plans, on procedures for ALUC review of local actions, and on the responsibilities of local agencies. The second half of the document contains background information regarding noise and safety compatibility concepts, including valuable, not previously available, data regarding general aviation aircraft accident location patterns and other characteristics. Another statute enacted in 1994 creates a tie between the *Handbook* and California Environmental Quality Act (CEQA) documents. Lead agencies are now required to use the *Handbook* as “a technical resource” when assessing airport-related noise and safety impacts of projects located in the vicinity of airports.

Each of these factors have been taken into account in preparation of this *Travis Air Force Base Land Use Compatibility Plan*. Additional input has come from other sources. Most notably, Travis Air Force Base personnel have been instrumental in providing data regarding aircraft activity at the base.

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Compatibility Policies: Travis Air Force Base

1. GENERAL APPLICABILITY

1.1. Purpose

This *Travis Air Force Base Land Use Compatibility Plan* sets forth the criteria, maps, and other policies to be used by the Solano County Airport Land Use Commission and affected local land use jurisdictions as follows:

- 1.1.1. *Solano County Airport Land Use Commission (ALUC)* — The ALUC shall apply these policies when reviewing certain proposals for land use development in the vicinity of the base for compatibility with aircraft operations at the base. The authority for conducting such reviews is established by the California State Aeronautics Act (Public Utilities Code, Section 21670 et seq.).
- 1.1.2. *Affected Land Use Jurisdictions* — The County of Solano and affected cities in the *Travis Air Force Base Area of Influence*, as defined herein, shall utilize these policies as the basis for:
 - (a) Modifying their respective general plans, zoning ordinances, and other local land use policies to assure that future land use development will be compatible with aircraft operations.
 - (b) Making planning decisions regarding specific development proposals involving the lands impacted by aircraft activity.

1.2. Relationship to Countywide Policies

- 1.2.1. *Review Procedures* — This *Compatibility Plan* is to be used in combination with the *Solano County Airport Land Use Compatibility Review Procedures* policy document adopted by the Airport Land Use Commission. The *Review Procedures* document:
- (a) Establishes the procedures that the ALUC shall use in conducting land use reviews; and
 - (b) Defines the responsibilities of affected jurisdictions to modify their general plans and other policies for consistency with ALUC policies and to submit certain land use development actions to the ALUC for review.
- 1.2.2. *Definitions* — The definitions applicable to this *Compatibility Plan* are included in the *Review Procedures* document.

1.3. Geographic Scope

- 1.3.1. *Nature of Compatibility Concerns* — This *Travis Air Force Base Land Use Compatibility Plan* applies to:
- (a) All lands on which the uses could be negatively affected by noise or safety impacts associated with present or future aircraft operations on the main runway system of Travis Air Force Base.
 - (b) Lands on which the uses could negatively affect the operation of aircraft at the base.
- 1.3.2. *Boundaries of Area of Influence* — The specific limits of the *Travis Air Force Base Area of Influence* are depicted on Figure 2A.
- (a) The *Area of Influence* is comprised of *Compatibility Zones A, B1, B2, C, and D*, together with the *Height Review Overlay Zone*. The factors upon which the boundaries of the *Area of Influence* and the individual compatibility zones are based are described in Section 2.1 and in Chapter 3 of this document.
 - (b) Small portions of the *Area of Influence* extend into Napa and Yolo counties. However, neither this *Compatibility Plan* nor the countywide *Review Procedures* are binding outside Solano County.
 - (c) The *Area of Influence* is the same as the ALUC planning area as referred to in Public Utilities Code, Section 21675.

2. LAND USE COMPATIBILITY CRITERIA

2.1. Compatibility Zone Delineation

- 2.1.1. *Compatibility Zone A* — *Zone A* consists of the Travis Air Force Base runways (the two existing major runways and a potential future assault strip as described in Chapter 3) together with immediately adjoining areas within the runway primary surface and clear zones. The dimensions are set in accordance with Federal Aviation Regulations (FAR) Part 77 and Air Force criteria.
- 2.1.2. *Compatibility Zone B1* — *Zone B1* comprises Accident Potential Zone I (APZ I) as defined by the Air Force. This is an area of substantial risk situated within 7,500 feet of the runway ends. It is also subject to potential noise levels in excess of 80 dB CNEL.
- 2.1.3. *Compatibility Zone B2* — This zone is comparable to Accident Potential Zone II (APZ II) as indicated in Air Force guidelines, but is expanded to encompass approach and departure flight tracks that are not aligned with the runway. High risk and potential noise levels in the 70-to-80-dB CNEL range are the major compatibility factors.
- 2.1.4. *Compatibility Zone C* — *Zone C* encompasses locations exposed to potential noise in excess of approximately 60 dB CNEL together with additional areas occasionally affected by concentrated numbers of low-altitude (below 3,000 feet MSL) aircraft overflights. The boundaries are delineated so as to follow sections lines, other geographic features, and fixed offset distances from the extended runway centerlines. Developed residential areas within existing city limits are excluded.
- 2.1.5. *Compatibility Zone D* — *Zone D* includes all other locations beneath any of the Travis Air Force Base airspace protection surfaces delineated in accordance with Federal Aviation Regulations Part 77. Limitations on the height of structures are the only compatibility factors within this zone.
- 2.1.6. *Height Review Overlay Zone* — This zone covers locations where the terrain exceeds or comes within 35 feet of any of the FAR Part 77 airspace protection surfaces for Travis Air Force Base. The *Height Review* zone overlays portions of the other compatibility zones.

2.2. Basic Criteria

- 2.2.1. *Basic Compatibility Criteria Table* — The basic compatibility criteria applicable to the review of proposed land use actions in the vicinity of Travis Air Force Base are set forth in Table 2A.
- 2.2.2. *Function of Supporting Criteria* — The Basic Compatibility Criteria table represents a compilation of noise, safety, and airspace protection compatibility criteria. For the purposes of reviewing proposed amendments to county or city land use plans and zoning ordinances, as well as in the review of most individual development proposals, the criteria in the table are anticipated to suffice. However, certain complex land use actions may require more intensive review. The Commission may refer to the supporting criteria, as listed in Sections 2.3, 2.4, and 2.5, to clarify or supplement its review of such actions.
- 2.2.3. *Countywide ALUC Review Policies* — The separate *Solano County Airport Land Use Compatibility Review Procedures* policy document establishes additional criteria pertaining to ALUC review of general plans (Countywide Policy 2.4.2) as well as projects involving infill development, expansion of nonconforming uses, reconstruction, or other special conditions (Countywide Policy 2.4.3). When reviewing these types of projects involving lands within the *Travis Air Force Base Area of Influence*, the ALUC shall refer to the applicable countywide policies.
- 2.2.4. *Residential Development* — The following criteria shall be applied to evaluation of the compatibility of proposed residential development:
- (a) Within *Compatibility Zones A and B1*: New dwelling units are not permitted.
 - (b) Within *Compatibility Zone B2*:
 - (1) New dwelling units are strongly discouraged.
 - (2) Division of existing parcels is not permitted if the change would allow additional dwelling units.
 - (c) Within *Compatibility Zone C*:
 - (1) No amendment of a general plan land use policy or land use map designation and no change of zoning shall be permitted if such amendment or change would allow more dwelling units in the affected area than are allowed under current zoning. This criterion applies to agricultural and all other land use and zoning classifications within which dwellings are permitted.
 - (2) Division of existing parcels shall be permitted only to the extent allowed under current zoning.

- (3) To the extent allowed under current zoning, construction or replacement of a dwelling unit or units (including secondary units) shall be permitted on any existing or future legal parcel, including such parcels that are nonconforming with the local zoning ordinance.
- (4) For the purposes of the above policies, "current zoning" shall mean the zoning designations of Solano County and affected cities that are in place as of the adoption date of this *Compatibility Plan*.

2.2.5. *Nonresidential Development* — The compatibility of nonresidential development shall be assessed primarily with respect to its usage intensity (the number of people per acre) and the noise-sensitivity of the use. Additional criteria listed in Table 2A shall also apply.

- (a) The total number of people permitted on a project site at any time, except for rare special events, must not exceed the indicated usage intensity times the gross acreage of the site.
 - (1) Gross acreage includes the property at issue plus a share of adjacent roads and any adjacent, permanently dedicated, open lands.
 - (2) Usage intensity calculations shall include all people (e.g., employees, customers/visitors, etc.) who may be on the property at any single point in time, whether indoors or outside.
 - (3) Rare special events are ones (such as an air show at an airport) for which a facility is not designed and normally not used and for which extra safety precautions can be taken as appropriate.
- (b) No single acre of a project site shall exceed the number of people per acre indicated in Policy 2.4.5 and listed in Table 2A.
- (c) The noise exposure limitations cited in Policy 2.3.3 and listed in Table 2B shall be the basis for assessing the acceptability of proposed nonresidential land uses relative to noise impacts. The ability of buildings to satisfy the interior noise level criteria noted in Policy 2.3.4 shall also be considered.

2.2.6. *Prohibited Uses* — Regardless of usage intensity, certain types of uses are deemed unacceptable within portions of the *Travis Air Force Base Area of Influence*. See Policy 2.4.3 and Table 2A. In addition to these explicitly prohibited uses, other uses will normally not be permitted in the respective compatibility zones because they do not meet the usage intensity criteria.

2.2.7. *Other Development Conditions* — All types of proposed development shall be required to meet the additional conditions listed in Table 2A for the respective compatibility zone where the development is to be located. Among these conditions are the following:

Zone	Locations	Maximum Densities / Intensities ¹				Additional Criteria	
		Residential (du/ac)	Other Uses (people/ac) ²			Prohibited Uses ³	Other Development Conditions
			Average ⁴		Single Acre ⁵		
			Indoor Uses	Outdoor Uses			
A	Runway Primary Surface and Clear Zone	0	0	5	5	<ul style="list-style-type: none"> < All structures except aero-nautical facilities with location set by U.S. Dept. of Defense criteria < Assemblages of people < Objects exceeding FAR Part 77 height limits < Aboveground bulk storage of hazardous materials < Hazards to flight⁶ 	<ul style="list-style-type: none"> < Avigation easement dedication
B1	Inner Approach/Departure Zone	0	15	20	30	<ul style="list-style-type: none"> < Children's schools,⁷ day care centers,⁸ libraries < Hospitals, nursing homes < Highly noise-sensitive uses (e.g. outdoor theaters) < Aboveground bulk storage of hazardous materials < Hazards to flight⁶ 	<ul style="list-style-type: none"> < Locate structures maximum distance from extended runway centerline < Minimum NLR of 40 dB in buildings with noise-sensitive uses⁹ < Airspace review required for objects > 35 feet tall¹⁰ < Avigation easement dedication
B2	Extended Approach/Departure Zone	See Policy 2.2.4(b)	25	40	60	<ul style="list-style-type: none"> < Children's schools,⁷ day care centers,⁸ libraries < Hospitals, nursing homes < Highly noise-sensitive uses (e.g. outdoor theaters) < Aboveground bulk storage of hazardous materials¹¹ < Hazards to flight⁶ 	<ul style="list-style-type: none"> < Minimum NLR of 35 dB in residences (including mobile homes) and buildings with noise-sensitive uses⁹ < Airspace review required for objects > 50 feet tall < Avigation easement dedication
C	Traffic Pattern	See Policy 2.2.4(c)	75	100	300	<ul style="list-style-type: none"> < Children's schools,⁷ day care centers,⁸ libraries < Hospitals, nursing homes < Hazards to flight⁶ 	<ul style="list-style-type: none"> < Minimum NLR of 20 dB in residences (including mobile homes) and buildings with noise-sensitive uses⁹ < Deed notice required < Airspace review required for objects > 100 feet tall
D	Other Airport Environs	No Limit	No Limit			<ul style="list-style-type: none"> < Hazards to flight⁶ 	<ul style="list-style-type: none"> < Airspace review required for objects > 200 feet tall
*	Height Review Overlay	Same as Underlying Compatibility Zone				Same as Underlying Compatibility Zone	<ul style="list-style-type: none"> < Airspace review required for objects > 35 feet tall¹⁰ < Avigation easement dedication required

Table 2A

Basic Compatibility Criteria

NOTES:

- 1 Densities and Intensities are to be calculated in terms of gross acreage. Gross acreage includes the property at issue plus a share of adjacent roads and any adjacent, permanently dedicated, open lands.
- 2 Usage calculations shall include all people (e.g., employees, customers/visitors, etc.) who may be on the property at any single point in time, whether indoors or outside.
- 3 The uses listed here are ones that are explicitly prohibited regardless of whether they meet the intensity criteria, unless such prohibition is precluded by applicable state statutes. In addition to these explicitly prohibited uses, other uses will normally not be permitted in the respective compatibility zones because they do not meet the usage intensity criteria.
- 4 The total number of people permitted on a project site at any time, except for rare special events, must not exceed the indicated usage intensity times the gross acreage of the site. Rare special events are ones (such as an air show at an airport) for which a facility is not designed and normally not used and for which extra safety precautions can be taken as appropriate.
- 5 Clustering of nonresidential development is permitted except in *Zone A*. However, no single acre of a project site shall exceed the indicated number of people per acre. See Policy 2.4.5 for details.
- 6 Hazards to flight include physical (e.g., tall objects), visual, and electronic forms of interference with the safety of aircraft operations. Land use development that may cause the attraction of birds to increase is also prohibited. See the supporting compatibility policies on airspace protection (Policies 2.5.3 and 2.5.6) for details.
- 7 For the purposes of these criteria, children's schools include all grades through grade 12.
- 8 Family day care homes (as defined by state law) are permitted in any location where residential development is permitted. Noncommercial day care centers ancillary to a place of business are permitted in *Compatibility Zone C* provided that the overall use of the property meets the indicated intensity criteria.
- 9 NLR = Noise Level Reduction; the outside-to-inside sound level attenuation that the structure provides. See the supporting compatibility policy on interior noise (Policy 2.3.4) for details.
- 10 Objects up to 35 feet in height are permitted; however, the Federal Aviation Administration may require marking and lighting of certain objects. See supporting compatibility policies on airspace protection (Section 2.5) for details.
- 11 Storage of up to 2,000 gallons of is exempted.

Table 2A, Continued

- (a) Avigation Easement Dedication: As a condition for development approval, the owner of any property proposed for development within *Compatibility Zones A, B1, or B2* or the *Height Review Overlay Zone* shall be required to dedicate an avigation easement to the County of Solano. The avigation easement (see Appendix D of *Review Procedures* document for example) shall:
 - (1) Provide the right of flight in the airspace above the property;
 - (2) Allow the generation of noise and other impacts associated with aircraft overflight;
 - (3) Restrict the height of structures, trees and other objects;
 - (4) Permit access to the property for the removal or aeronautical marking of objects exceeding the established height limit; and
 - (5) Prohibit electrical interference, glare, and other potential hazards to flight from being created on the property.
- (b) Deed Notice: As a condition for approval of development within *Compatibility Zone C*, a notice regarding aircraft operational impacts on the property shall be attached to the property deed. An example of a deed notice is contained in Appendix D of the *Review Procedures* document.
- (c) Noise Level Reduction: See Policy 2.3.4.
- (d) Airspace Review: See Policy 2.5.2.

2.3. Supporting Criteria: Noise

- 2.3.1. *Potential Future Noise Levels* — Assessment of whether proposed land use development near Travis Air Force Base is compatible with the noise impacts of aircraft activity at the base shall be made with respect to *potential future* noise levels.
 - (a) The potential future noise levels are based upon the aircraft activity scenario described in Chapter 3.
 - (b) The Airport Land Use Commission should periodically review the projected noise level contours and update them if appropriate. Updates should be done at least every five years and should be done sooner if the mission of the base or the characteristics of aircraft operations change in a manner not reflected in this *Compatibility Plan*.
- 2.3.2. *Noise Exposure in Residential Areas* —To the greatest extent feasible, it is the objective of the ALUC to minimize new residential development within areas significantly impacted by noise from Travis Air Force Base aircraft operations. For this purpose, the noise impact area is defined as being all locations within the outer boundary of *Compatibility Zone C* as shown on Figure 2A.

- (a) New residential development is deemed normally incompatible where the noise exposure exceeds a potential future CNEL of 60 dB. The outer boundary of *Compatibility Zone C* encompasses this noise contour. (This relationship is illustrated in Figure 3B in Chapter 3.)
- (b) Other locations where aircraft fly at relatively low altitudes in the vicinity of the airport also may experience individual noise events that may be disruptive to residential land use activities. *Compatibility Zone C* includes locations where concentrated numbers of flights at altitudes below 3,000 feet MSL are often conducted, although not at a sufficiently high frequency on an annual basis to generate a CNEL of 60 dB or more. (This relationship is illustrated in Figure 3B in Chapter 3.)

2.3.3. *Noise Exposure for Nonresidential Land Uses* — The acceptability of nonresidential development in noise-impacted areas is dependent upon the noise sensitivity of the specific use and the extent to which the usage can be shielded from aircraft noise.

- (a) Examples of acceptable noise levels for nonresidential land uses are presented in Table 2B. The extent of outdoor activity associated with a particular land use is an important factor to be considered in evaluating its compatibility with airport noise, particularly for those uses listed as “marginally acceptable.”
- (b) The noise contours depicted in Figure 2B shall be used as the basis for determining compliance with interior noise level criteria listed in Policy 2.3.4.

2.3.4. *Interior Noise Levels* — Land uses for which interior activities may be easily disrupted by noise shall be required to comply with the following interior noise level criteria.

- (a) The maximum, aircraft-related, interior noise level that shall be considered acceptable for land uses near airports is 45 dB CNEL in:
 - < Living and sleeping areas of single- or multi-family residences;
 - < Hotels and motels;
 - < Hospitals and nursing homes;
 - < Churches, meeting halls, office buildings, and mortuaries; and
 - < Schools, libraries, and museums.
- (b) Interior CNEL calculations should assume that windows are closed.
- (c) When reviewed as part of a general plan or zoning ordinance amendment or as a major land use action, evidence that proposed structures will be designed to comply with the above criteria shall be submitted to the ALUC under the following circumstances:

- (1) Any mobile home situated within the *Compatibility Zone C*. [A typical mobile home has an exterior-to-interior noise level reduction (NLR) of approximately 15 dB with windows closed.]
- (2) Any single- or multi-family residence situated within the 60-dB CNEL *Compatibility Plan* contour shown in Figure 2B. [Wood frame buildings typically have an NLR of approximately 20 dB with windows closed.]
- (3) Any hotel or motel, hospital or nursing home, church, meeting hall, office building, mortuary, school, library, museum, or other noise-sensitive nonresidential use situated within the 65-dB CNEL *Compatibility Plan* contour.

2.4. Supporting Criteria: Safety

- 2.4.1. *Objective* — The intent of land use safety compatibility criteria for Travis Air Force Base is to minimize the risks to people and property on the ground in the event of an off-airport aircraft accident or emergency landing. The most stringent land use controls shall be applied to the areas with greatest potential risk.
- 2.4.2. *Risks to People on the Ground* — The principal means of reducing risks to people on the ground is to restrict land uses so as to limit the number of people who might gather in areas most susceptible to aircraft accidents. (Methods for determining the concentration of people for various land uses are provided in Appendix C of the *Review Procedures* document.)
- 2.4.3. *Land Uses of Particular Concern* — Land uses of particular safety concern are ones in which the occupants have reduced effective mobility or are unable to respond to emergency situations. Children's schools, day care centers, hospitals, nursing homes, and other uses in which the majority of occupants are children, elderly, and/or handicapped shall be prohibited within *Compatibility Zones A, B1, B2, and C*.
 - (a) For the purposes of these criteria, children's schools include all grades through grade 12.
 - (b) Day care centers and family day care homes are defined by state law. Non-commercial day care centers ancillary to a place of business are permitted in *Compatibility Zone C* provided that the overall use of the property meets the intensity criteria indicated in Table 2A. Family day care homes are permitted in any location where residential development is permitted.
 - (c) Hospitals are medical facilities that include provision for overnight stays by patients. Medical clinics are permitted in *Compatibility Zone C* provided that these facilities meet the maximum intensity standards listed in Table 2A.

Land Use Category	Location ¹			
	Remainder of Zone C	CNEL (dB)		
		60-65	65-70	>70
<i>Public</i>				
schools, libraries, hospitals	+	-	--	--
churches, auditoriums, concert halls	+	0	-	--
transportation, parking, cemeteries	++	++	+	0
<i>Commercial and Industrial</i>				
offices, retail trade	+	0	0	-
service commercial, wholesale trade, warehousing, light industrial	++	+	0	0
general manufacturing, utilities, extractive industry	++	++	+	+
<i>Agricultural and Recreational</i>				
cropland	++	++	++	+
livestock breeding	+	0	0	-
parks, playgrounds, zoos	++	+	0	-
golf courses, riding stables, water recreation	++	+	0	0
outdoor spectator sports	++	+	0	-
amphitheaters	0	-	--	--
Land Use Acceptability				
Interpretation/Comments				
++	<i>Clearly Acceptable</i>	The activities associated with the specified land use can be carried out with essentially no interference from the noise exposure.		
+	<i>Normally Acceptable</i>	Noise is a factor to be considered in that slight interference with outdoor activities may occur. Conventional construction methods will eliminate most noise intrusions upon indoor activities.		
0	<i>Marginally Acceptable</i>	The indicated noise exposure will cause moderate interference with outdoor activities and with indoor activities when windows are open. The land use is acceptable on the condition that outdoor activities are minimal and construction features which provide sufficient noise attenuation are used (e.g., installation of air conditioning so that windows can be kept closed). Under other circumstances, the land use should be discouraged.		
-	<i>Normally Unacceptable</i>	Noise will create substantial interference with both outdoor and indoor activities. Noise intrusion upon indoor activities can be mitigated by requiring special noise insulation construction. Land uses that have conventionally constructed structures and/or involve outdoor activities that would be disrupted by noise should generally be avoided.		
--	<i>Clearly Unacceptable</i>	Unacceptable noise intrusion upon land use activities will occur. Adequate structural noise insulation is not practical under most circumstances. The indicated land use should be avoided unless strong overriding factors prevail and it should be prohibited if outdoor activities are involved.		
Notes:				
¹ See Figures 2A and 2B for locations.				

Table 2B

**Noise Compatibility Criteria
Nonresidential Land Uses**

- 2.4.4. *Other Risks* — Storage of fuel and other hazardous materials within the airport environs is restricted as follows:
- (a) Within *Compatibility Zones A and B1*, storage of any such substance is prohibited.
 - (b) Within *Compatibility Zone B2*, storage of fuel or other hazardous materials is permitted only as follows:
 - (1) The substances are stored in underground tanks.
 - (2) The quantity stored is no more than 2,000 gallons.
- 2.4.5. *Criteria for Clustering of Development* — The ALUC generally supports clustering as a means for both enhancing safety compatibility in the vicinity of airports and accomplishing other development objectives. Clustering occurs when development on a site or within an overall compatibility zone is concentrated in only a portion of the area and the remaining area is held to a low-intensity usage such as agriculture, landscaping, or automobile parking.
- (a) With respect to the vicinity of Travis Air Force Base, clustering is applicable only to nonresidential development. As indicated in Table 2A, usage intensity of new nonresidential development — including both indoor and outdoor occupancies — shall be limited as follows:
 - (1) *Zone A*: No clustering permitted.
 - (2) *Zone B1*: A maximum of 30 people per any individual acre (i.e., a maximum of 1.5 times the average outdoor intensity criterion set in Table 2A). Buildings shall be located as far as practical from the extended runway centerline and shall be limited to a maximum of one story in height.
 - (3) *Zone B2*: A maximum of 60 people per any individual acre (i.e., a maximum of 1.5 times the average outdoor intensity criterion set in Table 2A). Buildings shall be located as far as practical from the principal flight routes and shall be limited to a maximum of two stories in height.
 - (4) *Zone C*: A maximum of 300 people per any individual acre (i.e., a maximum of triple the average outdoor intensity criterion set in Table 2A).
 - (5) *Zone D*: No limit.
 - (b) For the purposes of the above policies, the areas to be evaluated shall be rectangles, not irregular shapes.
 - (c) In no case shall a proposed development be designed to accommodate more than the total number of people per acre indicated in Table 2A times the gross acreage of the project site. A project site may include multiple parcels.

2.5. Supporting Criteria: Airspace Protection

- 2.5.1. *Purpose of ALUC Policies* — Tall structures, trees, and other objects, particularly when located near airports or on high terrain, may constitute hazards to aircraft in flight. Federal regulations establish the criteria for evaluating potential obstructions. These regulations also require that the Federal Aviation Administration be notified of proposals for creation of certain such objects. The FAA conducts “aeronautical studies” of these objects and determines whether they would be hazards, but it does not have the authority to prevent their creation. The purpose of ALUC airspace protection policies, together with regulations established by local land use jurisdictions and the state government, is to ensure that hazards to the navigable airspace do not occur.
- 2.5.2. *ALUC Review of Height of Proposed Objects* — Based upon FAA criteria, proposed objects that would exceed the heights indicated below for the respective compatibility zones potentially represent airspace obstructions issues. Development proposals that include any such objects shall be reviewed by the ALUC. Objects of lesser height normally would not have a potential for being airspace obstructions and therefore do not require ALUC review with respect to airspace protection criteria (noise and safety concerns may still be present). Caution should be exercised, however, with regard to any object more than 50 feet high proposed to be located on a site that is substantially higher than surrounding terrain.
- (a) *Within Compatibility Zone A:* The height of any proposed development, including vegetation, requires review.
 - (b) *Within Compatibility Zone B1:* ALUC review is required for any proposed object taller than 35 feet unless the Air Force controls an easement on the land on which the object is to be located and grants a waiver to height restrictions.
 - (c) *Within Compatibility Zone B2:* ALUC review is required for any proposed object taller than 50 feet.
 - (d) *Within Compatibility Zone C:* ALUC review is required for any proposed object taller than 100 feet.
 - (e) *Within Compatibility Zone D:* ALUC review is required for any proposed object taller than 200 feet. Such objects also require Federal Aviation Administration (FAA) review in accordance with the provisions of FAR Part 77.
 - (f) *Within the Height Review Overlay Zone:* ALUC review is required for any proposed object taller than 35 feet above the ground. The approximate extent of the *Height Review Overlay Zone* is indicated in Figure 2A. Locations

encompassed include Cement Hill and the southern end of the Vaca Mountains northwest of the base.

- 2.5.3. *Height Restriction Criteria* — The basic criteria to be used in assessing whether objects may represent airspace obstructions are established by Part 77 of the Federal Aviation Regulations (FAR), *Objects Affecting Navigable Airspace*. In general, the height of objects in the vicinity of Travis Air Force Base shall be limited so as not to exceed the imaginary airspace surfaces defined for the airport in accordance with Part 77 criteria.
- (a) A simplified diagram of the FAR Part 77 surfaces for Travis Air Force Base is depicted in Figure 2C.
 - (b) In certain circumstances, objects may need to be restricted to heights less than the limits indicated by Figure 2C.
 - (1) In locations along portions of instrument approach procedure routes, restrictions of object heights to less than indicated by FAR Part 77 may be necessary so as not to impair the utilization of these procedures. The applicable criteria are set forth in the *United States Standard for Terminal Instrument Procedures* (TERPS). Review of objects relative to these criteria normally are conducted by the FAA as part of aeronautical studies. Independent ALUC review is not necessary; rather, the ALUC's function is to ensure compliance with the FAA recommendations.
 - (2) In other parts of the airport vicinity — especially where common visual flight routes cross areas of moderately high terrain — tall objects could pose airspace hazards even if they do not exceed FAR Part 77 limits. Based upon airport land use commissioners' knowledge of such locations, the ALUC may find lower height limits to be appropriate or may require objects to be obstruction marked and lighted. Input of Travis Air Force Base personnel should be sought with regard to any such cases that may be brought to the Commission's attention.
 - (c) Objects may be permitted to exceed FAR Part 77 criteria under the following conditions.
 - (1) On property over which the Air Force controls an easement, exceptions to the height limits shall be made only if Air Force grants a waiver to the restrictions.
 - (2) In locations where the ground level exceeds or lies within 35 feet of a Part 77 horizontal or conical surface (the *Height Review Overlay Zone*), objects up to 35 feet in height are permitted. Taller objects may also be acceptable if they would be situated within 100 feet of other objects or high terrain having equal or higher elevation.

- (3) The ALUC may grant exceptions to other proposed objects if the FAA has completed an aeronautical study of the proposal and concluded that the object would not be a hazard to air navigation. Other factors, including the commissioners' knowledge of local airspace and the views of Travis Air Force Base personnel, shall also be taken into account in the Commission's decision to grant such exceptions.

2.5.4. *Obstruction Marking and Lighting* — In general, the need for marking and lighting of obstructions is determined by the Federal Aviation Administration as part of aeronautical studies conducted in accordance with FAR Part 77. Under most circumstances, when reviewing proposed structures that exceed the height criteria indicated in Policy 2.5.3, the Airport Land Use Commission is expected to abide by the FAA's conclusions regarding marking and lighting requirements. However, situations may arise in which the Commission, because of its particular knowledge of local airports and airspace, may reach a different determination than that of the FAA. In such instances, the Commission may determine either that a proposed structure is unacceptable or that it is acceptable only if marked and lighted. Any marking and lighting that the Commission may require shall be consistent with FAA standards as to color and other features.

2.5.5. *FAA Notification* — Proponents of a project that may exceed the elevation of a Part 77 surface must notify the Federal Aviation Administration as required by FAR Part 77, Subpart B, and by the State Aeronautics Act, Public Utilities Code Sections 21658 and 21659. (Notification to the Federal Aviation Administration under FAR Part 77, Subpart B, is required even for certain proposed construction that does not exceed the height limits allowed by Subpart C of the regulations. Refer to Appendix A of the *Review Procedures* document for a copy of these sections of the state codes and to Appendix B for the specific Federal Aviation Administration notification requirements. A copy of the form to be submitted to the FAA — FAA Form 7460, *Notice of Proposed Construction or Alteration* — is included in Appendix B as well.)

- (a) Local jurisdictions shall inform project proponents of the requirements for notifying the Federal Aviation Administration. For objects less than 50 feet in height, FAA notification will generally not be required except for locations within *Compatibility Zones A and B1* and the *Height Review Overlay Zone*.
- (b) The requirement for notifying the Federal Aviation Administration shall not necessarily trigger an airport compatibility review of an individual project by the Airport Land Use Commission unless required in accordance with Policy 2.5.2.
- (c) FAA review is required for any proposed structure more than 200 feet above the ground level of its site. All such proposals also shall be submitted to the ALUC for review regardless of where in the county the object would be located.

- (d) Any project submitted to the ALUC for airport land use compatibility review for reason of height issues shall include a copy of FAR Part 77 notification to the Federal Aviation Administration and the results of the FAA's analysis.

2.5.6. *Other Flight Hazards* — Land uses that may cause visual, electronic, or bird strike hazards to aircraft in flight shall not be permitted within 12,500 feet of the Travis Air Force Base runways (the outer limits of the conical surface as depicted in Figure 2C). Specific characteristics to be avoided include:

- (a) Glare or distracting lights that could be mistaken for airport lights;
- (b) Sources of dust, steam, or smoke that may impair pilot visibility;
- (c) Sources of electrical interference with aircraft communications or navigation;
and
- (d) Any use, especially landfills and certain agricultural uses, that may attract an increased number of birds.

3

Background Data: Travis Air Force Base

INTRODUCTION

This chapter documents the background data and assumptions on which the Travis Air Force Base compatibility criteria set forth in Chapter 2 are based. A brief discussion, together with tabular data and maps, is included for each of the following topics:

◆ Overview

- < *Figure 3A*: Vicinity Map
- < *Figure 3B*: Compatibility Factors
- < *Figure 3C*: Future Land Use Development Potential

◆ Airport and Aeronautical Data

- < *Table 3A*: Airport Features Summary
- < *Figure 3D*: Airport Layout Diagram
- < *Table 3B*: Airport Activity Data
- < *Figure 3E*: Aircraft Flight Tracks
- < *Figure 3F*: Aircraft Flight Tracks Below 3,000 Feet Altitude

◆ Airport Environs Data

- < *Table 3C*: General Environs Information
- < *Figure 3G*: Existing Land Uses — 2001
- < *Table 3D*: Local Land Use Policies Summary
- < *Figure 3H*: General Plan Land Use Designations
- < *Figure 3I*: Solano County Zoning

[*Note*: The above tables and figures are found at the end of this chapter, following the text]

OVERVIEW

Travis Air Force Base is a dominant feature of Solano County both economically and geographically. With over 14,000 military personnel and civilian employees working there in 2001, Travis is by far the county's largest employer. Geographically, Travis Air Force Base occupies some 10 square miles of land — a little over 1% of the county's 823 square miles of land area (see Figure 3A). From a land use compatibility standpoint, its influence is more widespread — noise from aircraft overflights is a presence in much of the central section of the county.

Compatibility Factors

The compatibility zones established by the policies in Chapter 2 (Figure 2A) reflect a combination of all of the compatibility concerns arising from aircraft operations around Travis Air Force Base. Figure 3B depicts all of the compatibility factors in one location so that the relationship to the individual zones can be seen.

- ◆ **Airspace Protection** — Airspace protection is the most geographically extensive concern. In all but a few locations, though, structures, trees, or other objects would need to exceed 100 feet in height to potentially represent a concern. The greatest restrictions on the heights of structures and other objects are required close to the ends of runways, but noise and safety are also critical factors in these areas. Elsewhere, the 35-to-50-foot building heights allowed by right in most county and city zoning districts generally pose no problems. Only on higher hilltops and ridge lines are restrictions to less than these heights potentially necessary.
- ◆ **Noise** — Noise of aircraft overflights is a factor over an area extending from the eastern edge of Vallejo on the southwest to Yolo County on the northeast and nearly to Rio Vista on the southeast. Noise impacts are considered to be especially significant where the cumulative noise level is 60 dB CNEL or greater. Significant impacts also occur in other locations that experience concentrated numbers of relatively low-altitude (less than 3,000 feet above mean sea level) overflights on certain occasions. As shown on Figure 3B, these factors are the basis for the boundaries of *Compatibility Zone C*.
- ◆ **Safety** — Beyond the boundaries of the base, the risk of aircraft accidents is greatest in locations where aircraft are on final approach to the runways or are initiating their takeoff climbs. Although accidents are infrequent occurrences, it is the potentially severe consequences of such events that cause the risk levels to be high. *Compatibility Zone A*, which is mostly on the base property, plus *Zones B1* and *B2* all have risk exposures that necessitate limiting land uses to low-intensity activities. Within *Zone C*, the risks are more moderate and the corresponding need for land use restrictions is less.

Assessment of Potential Future Compatibility Conflicts

Figure 3C presents an initial assessment of the potential for future land use compatibility conflicts. The colored areas on the map depict where current general plans show extensive future new development. The focus of this map is on areas of extensive development — the uses of individual, small parcels may not be shown. Areas that either are already developed or are not planned for development are shown in gray.

Also indicated on the map are the boundaries of the various proposed compatibility zones. As can be seen, very little new development is proposed in locations where compatibility is a significant issue. Extensive development is planned within *Compatibility Zone D*, but the only compatibility factor in this zone is the height of structures and, except within the *Height Review Overlay Zone*, only tall antennas and similar structures are a potential concern.

Briefly, the land use compatibility status within each of the affected local jurisdictions can be summarized as follows:

- ◆ **Solano County Unincorporated Area** — Most of the land in the vicinity of the base is in the land use jurisdiction of Solano County. The county's plans for this area call for nearly all of it to remain in agricultural or open space uses, mostly with very large minimum lot-size requirements. Noise and safety may need to be taken into account with regard to certain types of agricultural activities, as well as for any rural residences that might be built in the area, but the presently planned land uses are, on the whole, compatible with Travis operations.
- ◆ **City of Fairfield** — The city adopted a *Comprehensive Amendment to the General Plan* on June 5, 2002. Prior to this amendment, an obvious area of potential conflict with the *compatibility plan* was northeast of the base in the location defined by the previous general plan as "Phasing Area D." A mixture of residential and other uses was planned for this location. The majority of Phasing Area D fell within *Compatibility Zone C*. The *Compatibility Plan* prohibits most new residential development within this compatibility zone. This conflict was essentially eliminated by the general plan amendment which resulted in designation of the portion of the affected area east of the Northgate Road into a "Travis Reserve" with development highly restricted.
- ◆ **City of Suisun City** — In Suisun City, nearly all of the land uses shown on the general plan already exist. Basically, the city is mostly built out. Given this status, little potential for new compatibility issues to arise is apparent. However, to the extent that any new residential development remains to be approved, the city's general plan allows it to occur within the 65-dB CNEL contour as defined by the ALUC's 1990 compatibility plan for Travis Air Force Base. This criterion conflicts with the present *Compatibility Plan* policy.
- ◆ **City of Vacaville** — The 1990 *Vacaville General Plan* indicates that future residential development is planned for the city's southeast corner. The location lies outside of *Compatibility Zone*

C and thus does not represent a conflict with *Travis Compatibility Plan* policies. However, some of this area falls within the 55-dB-to-60-dB CNEL range shown in Figure 3B and a policy in the city's 1999 *Noise Element* states that "new residential developments should be precluded where exterior noise exceeds 55dB CNEL due to aircraft." The city should resolve this apparent conflict as part of a future update to its *General Plan*.

AIRPORT AND AERONAUTICAL DATA

The tables and figures in this section summarize data regarding the configuration and use of the Travis Air Force Base runways.

Major aeronautical features of the base are listed in Table 3A. Figure 3D shows the configuration of the runway system. The location of a potential future assault strip southeast of Runway 3R-21L is shown as well.

Table 3B presents data on characteristics of the current aircraft operations. Also indicated are the assumptions made by the Airport Land Use Commission regarding potential future activity levels at the base. These numbers represent a potential maximum activity level and are for an undefined future year. Specific assumptions include:

- ◆ **Doubling of Current Operations** — Preparation of aircraft operations forecasts in the traditional sense would not be very meaningful for Travis Air Force Base because activity levels are highly dependent upon world events and changes in the mission of the base. Therefore, for compatibility planning purposes, the assumption is made that future operations could potentially be double the level (approximately 127,000 operations) experienced in 2000: This assumption allows for future long-term growth in military aircraft activity that is not necessarily reflected in the "maximum mission" scenarios presently envisioned by the Air Force. The mix of aircraft, runway and flight track usage, and time of day is assumed to hold constant. Because of the logarithmic basis of noise contours, the net effect of this assumption is to add a 3-dB CNEL buffer to the contours generated by the 2000 level of activity.
- ◆ **Flight Track Utilization** — Future aircraft operations are redistributed to include use of 1995 maximum mission flight tracks that are not currently in use, but potentially could be reactivated. Adding operations onto these tracks slightly changes the overall shape of the noise contours as opposed to simply expanding them as is the result of the doubled operations assumption.
- ◆ **Addition of a C-17 Wing** — These aircraft would use a currently nonexistent assault landing strip southeast of Runway 3R-21L.
- ◆ **Establishment of an Air Cargo Hub** — The Federal Express hub at Oakland International Airport was used as the model for this possible joint-use function. Although establishment of civilian airline activity at Travis is perhaps also a possibility, the air cargo hub scenario was considered both more likely and more critical for compatibility planning purposes. The key

concern is the noise impacts of a high volume of nighttime aircraft activity. For the purposes of this plan, the air cargo aircraft were assumed to operate from the existing Travis runways.

The final two maps show the locations of actual aircraft flight tracks occurring during a representative five-day time period in October 2000. Figure 3E depicts all flight tracks for military aircraft operating to, from, and around Travis Air Force Base. Also shown are the set of simplified flight tracks derived from this and additional Air Force data and used for the purpose of calculating the noise contours. Figure 3F illustrates only the portions of the tracks where aircraft are flying below an altitude of 3,000 feet above mean sea level (3,000 feet MSL).

AIRPORT ENVIRONS DATA

This final set of background data tables and figures presents information about current land uses and planned future development in the vicinity of Travis Air Force Base.

General information about land use characteristics of the area is outlined in Table 3C. Figure 3G maps the various types of land uses currently existing around the base.

A review of the general plans of the four local government entities having jurisdiction over land uses surrounding the base — Solano County and the cities of Fairfield, Suisun City, and Vacaville — yields an image of the potential extent of eventual land use development. Table 3D summarizes present land use planning policies for the area as reflected in the general plans of each jurisdiction. The types of land uses planned by each jurisdiction are noted together with specific compatibility policies that are in place.

The land use plan maps of each jurisdiction are shown in a composite, simplified form in Figure 3H. The number of residential classifications has been reduced and distinctions among various categories of commercial and industrial categories have been eliminated. The overlap between county and city planning in locations outside of current city limits has been resolved by defining a “future urban limits” line. This line represents a composite of the following:

- < Solano County Urban Growth Line;
- < Fairfield Urban Limit Line;
- < Suisun City limits;
- < Vacaville Urban Service Area; and
- < Spheres of influence of the cities of Benicia, Dixon, Rio Vista, and Vallejo.

Land uses from each city’s general plan are depicted inside of this line and county land uses are shown outside of the line. In the case of Fairfield, consideration has also been given to land use designations proposed in the general plan amendment currently proceeding through the public review process. Areas where the city’s draft plan differ from the currently adopted plan are noted in an inset map within Figure 3H. In the areas most affected by Travis Air Force Base activity, the most significant difference between the adopted and proposed new Fairfield general plans is north of the

base in the area designated by the city as Phasing Area D. Additional detail for unincorporated areas are indicated by the current Solano County zoning designations mapped in Figure 31.

