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ALUC-20-03 Morgan Subdivision Project

Public hearing to consider the consistency of the County of Solano's proposed Morgan Subdivision Project general plan amendment and rezoning amendments (hereafter, Morgan Subdivision Project) with the Travis Air Force Base Land Use Compatibility Plan: Applicant – County of Solano

..body

RECOMMENDATION:

Adopt the recommended findings and determine that the Morgan Subdivision Project is **consistent** with the Travis Air Force Base Land Use Compatibility Plan.

INTRODUCTION

The County of Solano is considering approval of the Morgan Subdivision Project, which consists of a 19-lot subdivision on 310.5 acres. The project requires a general plan amendment and a rezoning amendment.

State law requires that any proposed general plan amendment or revisions and any rezoning actions be reviewed for consistency with adopted airport land use compatibility plans. This project involves both types of entitlements, which are analyzed below.

REQUIRED TESTS FOR CONSISTENCY FOR GENERAL PLAN AMENDMENTS

The review criteria for general plan amendments are embodied in the State's California Airport Land Use Planning Handbook and the Travis AFB Land Use Compatibility Plans (Travis Plan). The State Department of Aeronautics has published the California Airport Land Use Planning Handbook as a guide for Airport Land Use Commissions in the preparation and implementation of Land Use Compatibility Plans and Procedure Documents. In order to be considered fully consistent with the applicable compatibility plan(s), the general plan revisions proposed must meet two specific tests, as identified in the California Airport Land Use Planning Handbook. The tests are:

1. Elimination of any direct conflicts between the General Plan and/or Specific Plan and relevant compatibility plan(s)

Direct conflicts primarily involve general plan/specific plan land use designations which do not meet the density (for residential uses) or intensity (for non-residential uses) criteria specified in the compatibility plan, although conflicts with regard to other policies also may exist.

2. Delineation of a mechanism or process for ensuring that individual land use development proposals comply with the ALUC's adopted compatibility criteria

Elimination of direct conflicts between a county's or a city's general plan/specific plan and the ALUC's compatibility plan is not enough to guarantee that future land use development will adhere to the compatibility criteria set forth in the compatibility plan. An implementation process must also be defined either directly in the general plan or

specific plan or by reference to a separately adopted ordinance, regulation, or other policy document.

There are three facets to the process of ensuring compliance with airport land use compatibility criteria:

a. Delineation of Compatibility Criteria

Airport land use compatibility criteria must be defined either in a policy document adopted by the county or city or through adoption of or reference to the ALUC's compatibility plan itself.

b. Identification of Mechanisms for Compliance

The mechanisms by which applicable compatibility criteria will be tied to an individual development and continue to be enforced must be identified. A conditional use permit or a development agreement are two possibilities.

c. Indication of Review and Approval Procedures

Lastly, the procedures for review and approval of individual development proposals must be defined. At what level within a county or a city are compatibility approvals made: staff, planning commission or governing body? The types of actions which are submitted to the ALUC for review and the timing of such submittals relative to internal review and approval process also must be indicated.

REQUIRED TESTS FOR CONSISTENCY FOR REZONING ACTIONS

State law, under Section 21661.5 of the Public Utilities Code, requires that any proposed zoning regulations or revisions to the local zoning ordinance be reviewed for consistency with adopted airport land use compatibility plans.

California Airport Land Use Planning Handbook

The State Department of Transportation Division of Aeronautics has published the California Airport Land Use Planning Handbook as a guide for Airport Land Use Commissions in the preparation and implementation of Land Use Compatibility Plans and Procedure Documents. Section 6.4.2 sets forth procedures for the review of local zoning ordinances and directs agencies to consider the topics listed in Table 5A, as follows:

Zoning or Other Policy Documents (from Table 5A, CalTRANS Airport Land Use Planning Handbook)

The Handbook lists the following topics for consideration when reviewing zoning or other policy documents.

- Intensity Limitations on Nonresidential Uses
- Identification of Prohibited Uses
- Open Land Requirements

- Infill Development
- Height Limitations and Other Hazards to Flight
- Buyer Awareness Measures
- Non-conforming Uses and Reconstruction

Staff has reviewed the County of Solano's Morgan Subdivision Project in light of the tests for general plan/specific plan and zoning actions. Our analysis is presented below.

ANALYSIS

PROJECT DESCRIPTION

Morgan Subdivision Project General Plan Amendment

The Morgan Subdivision General Plan Amendment involves changing the land use designation from Agricultural and Specific Project Area to Agriculture and Rural Residential (See Attachment E). This designation allows between .05 units per acre on the agricultural portion of the property and between 0.2 and 0.4 units per acre on the rural residential portion of the property.

Morgan Subdivision Project Rezoning Amendment

The Morgan Subdivision Zoning Amendment involves changing the portions of the Exclusive Agricultural (A-20) District to various Rural Residential Districts (See Attachment F). This will permit a subdivision of 19 lots on the 310.5 acres.

The consistency analyses for the general plan amendment and the rezoning changes are discussed separately below.

RELEVANT ISSUES FOR THE ALUC

The project is located within the Area of Influence of the Travis AFB Land Use Compatibility Plan. As such, the consistency determination for the Morgan Subdivision Project requires an analysis of the compatibility criteria contained within the Travis Plan, more particularly within Compatibility Zone D from the Travis Plan. The analysis is summarized below.

Compatibility Criteria for the Travis Plan Compatibility Zone D

Within Compatibility Zone D of the Travis Plan, there are no density limitations on residential uses or intensity limitations on non-residential uses within this Compatibility Zone. There are "Other Development Conditions" listed in Compatibility Zone D, as follows:

- 1. ALUC review required for objects > 200 feet AGL
- 2. All proposed wind turbines in excess of 100 feet in height must meet line-of-sight criteria in Policy 3.4.4
- 3. All new or expanded commercial-scale solar facilities must conduct an SGHAT glint and glare study for ALUC review
- 4. All new or expanded meteorological towers > 200 feet AGL, whether temporary or permanent, require ALUC review

- 5. For areas within the Bird Strike Hazard Zone, reviewing agencies shall prepare a WHA for discretionary projects that have the potential to attract wildlife that could cause bird strikes. Based on the findings of the WHA, all reasonably feasible mitigation measures must be incorporated into the planned land use.
- 6. For areas outside of the Bird Strike Hazard Zone but within the Outer Perimeter, any new or expanded land use involving discretionary review that has the potential to attract the movement of wildlife that could cause bird strikes are required to prepare a WHA.

DISCUSSION OF CONSISTENCY

Analysis of the General Plan Consistency Factors for the Monte Verde Project

In order for a general plan amendment to be considered consistent with the Travis Plan, two tests must be applied: 1) Elimination of Direct Conflicts, and 2) Mechanisms to assure compliance with Compatibility Criteria

Elimination of Direct Conflicts

Travis Plan Consistency

As discussed above, the proposed Morgan Subdivision Project lies within Zone D, where there are no residential or non-residential land use restrictions within the Travis Land Use Compatibility Plan. There are Other Development Conditions prescribed for Compatibility Zone D. The project would be consistent with the Other Development Conditions for the following reasons:

ALUC review required for objects > 200 feet AGL

The General Plan amendment will permit rural residential development. The designation would permit two story residential structures. There are no provisions within the land use designation which permit structures in excess of 200 feet in height. As such, no structures could be approved that approached 200 feet in height and, as such, the General Plan Amendment is consistent with this provision of the Travis Plan.

Height, Wind Turbines in Excess of 100 Feet in Height

The General Plan amendment does not permit wind turbines within the low-medium density residential areas. As such, the General Plan Amendment is consistent with this provision of the Travis Plan.

Commercial-Scale Solar Facilities

The Travis Plan requires all new or expanded commercial-scale solar facilities must conduct an SGHAT glint and glare study for ALUC review. However, General Plan amendment does not permit a commercial scale solar project in the plan area. As such, the General Plan Amendment is consistent with this provision of the Travis Plan.

Meteorological Towers

All new or expanded meteorological towers > 200 feet AGL, whether temporary or permanent, require ALUC review. The General Plan does not permit structures of any type to be 200 feet tall. As such, the General Plan Amendment is consistent with this provision of the Travis Plan.

Projects within the Bird Strike Hazard Zone or the Outer Perimeter Area

The project lies inside of the Bird Strike Hazard Zone and inside the Outer Perimeter Area. The project contains several small retention basins which contain water for short periods of time after storm events. These ponds are not large enough under ALUC policy to require further study as potential wildlife attractants. As such, the General Plan amendment is consistent with this provision of the Travis Plan.

In conclusion, based on the analysis above, the proposed Morgan Subdivision Project is consistent with these provisions of the Travis Plan and meets the first test for consistency by the ALUC – the elimination of direct conflicts with an airport's LUCP compatibility criteria.

Assurance of Compliance with Compatibility Criteria

Travis Plan Consistency

The second test for consistency is the assurance that there will be compliance with the compatibility criteria contained within any adopted LUCP's. The California Airport Land Use Planning Handbook provides guidance to local ALUC's in making consistency determinations on General Plans.

Elimination of direct conflicts between a county's or a city's general plan and the ALUC's compatibility plan is not enough to guarantee that future land use development will adhere to the compatibility criteria set forth in the compatibility plan. An implementation process must also be defined either directly in the general plan or specific plan or by reference to a separately adopted ordinance, regulation or other policy document.

The Handbook identifies three facets to the process of insuring compliance with airport land use compatibility criteria:

a. Delineation of Compatibility Criteria-Airport land use compatibility criteria must be defined either in a policy document adopted by the county or city or through adoption of or reference to the ALUC's compatibility plan itself.

The County of Solano's general plan requires compliance with the Travis Plan, which in effect gives the County a basis for requiring that all phases of the project under review comply with the Travis Plan.

b. Identification of Mechanisms for Compliance-The mechanisms by which applicable compatibility criteria will be tied to an individual development and continue to be enforced must be identified. A conditional use permit or development agreements are two possibilities.

Subsequent development permits will be reviewed by the Board of Supervisors, Planning Commission, and the Director of Resource Management. In the case of legislative actions, ALUC review must occur. For other permits, the Planning Commission and Director of Resource Management must make a consistency finding as required by the Travis Plan

Tentative subdivision maps will also be required. Under California state law, the tentative subdivision maps must be consistent with the County's General Plan. This requirement addresses conformance with applicable LUCP's and as such, the City's mechanism for compliance is adequately assured.

c. Indication of Review and Approval Procedures-

Lastly, the procedures for review and approval of individual development proposals must be defined. At what level within a county or city are compatibility approvals made: staff, planning commission or governing body? The types of actions which are to be submitted to the ALUC for review and the timing of such submittals relative to the internal review and approval process must be indicated.

Per state law, legislative actions (e.g., General Plans and Zoning Ordinances) that have an impact on the Travis Plan must be approved by the Solano County Board of Supervisors following a public hearing. They must also be reviewed by the ALUC prior to the Board of Supervisor's action.

Types of actions submitted to ALUC:

Any revisions to the General Plan or a Zone Change are required to come before the ALUC for statutory review.

Timing:

ALUC review would be completed before the County takes further action on any development proposal.

As described above, the review procedures are adequate to assure that applicable compatibility criteria will be tied to an individual development and continue to be enforced.

As a result, the Morgan Subdivision Project general plan amendment is consistent with the Travis Plan.

Analysis of the Zoning Action Consistency Factors

The Morgan Subdivision Project also contains a zoning amendment required for implementation of the project. The zoning action would permit low-medium residential land uses of 4.5 to 8 units per acre and requires ALUC review for consistency with the Travis Plan. The CalTRANS Handbook

lists the following topics for consideration when reviewing zoning or other policy documents. Each of these categories is reviewed below:

1. <u>Intensity Limitations on Nonresidential Uses</u>

Travis Plan:

Within Compatibility Zone D of the Travis Plan, there are no limitations on density for residential land uses or limitations on intensity for non-residential land uses. As a result, the Morgan Subdivision Project zoning amendment is consistent with the Travis Plan.

2. Identification of Prohibited Uses

Travis Plan:

Compatibility Zone D does not prohibit any specific uses. As a result, the Rezoning amendment for the Morgan Subdivision Project is consistent with the Travis Plan.

3. Open Land Requirements

Travis Plan:

Compatibility Zone D has no open land requirements for development. . As a result, the Pre-Rezoning application for the Morgan Subdivision Project is consistent with the Travis Plan.

4. Infill Development

Travis Plan:

This project area is substantially undeveloped and does not qualify as infill development. As a result, the project does not receive special consideration or further review as an infill project under the Travis Plan. Therefore, the Rezoning application for the Morgan Subdivision Project is consistent with the Travis Plan.

5. Height Limitations and Other Hazards to Flight

Travis Plan:

As previously discussed, within Compatibility Zone D, the relevant factors for consideration include height review for objects in excess of 200 feet in height, wind turbines in excess of 100 feet in height, and projects within either the Bird Strike Hazard Zone or the Outer Perimeter Area.

Height Review for Objects Greater than 200 Feet in Height and Wind Turbines in Excess of 100 Feet in Height

The Morgan Subdivision Project does not permit any structures that approach 100 feet in height and therefore the airspace review standards in Zone D are satisfied.

Projects within the Bird Strike Hazard Zone or the Outer Perimeter Area

The project lies inside of the Bird Strike Hazard Zone and inside the Outer Perimeter Area. The project contains several small retention basins which contain water for short periods of time after storm events. These ponds are not large enough under ALUC policy to require further study as potential wildlife attractants. As a result, no further review is required for this compatibility factor.

Therefore, the Rezoning applications for the Morgan Subdivision Project are consistent with the Travis Plan.

6. Buyer Awareness Measures

Travis Plan:

The proposed project lies within Compatibility Zone D and outside of any noise contours of concern. As a result, Buyer Awareness Measures are not required by the Travis Plan.

7. Non-conforming Uses and Reconstruction

Travis Plan:

The Morgan Subdivision project does not contain any non-conforming uses, so consideration under this requirement is not necessary under the Travis Plan. Therefore, the Rezoning application for the Monte Verde Project for this requirement is consistent with the Travis Plan.

Based on the discussion above, staff recommends that the Commission find that the Morgan Subdivision Project meets these tests for consistency for a zoning action under the Travis Plan.

RECOMMENDATION

Based on the analysis and discussions above, Staff recommends that the Solano County Airport Land Use Commission find as follows:

Determination: Determine that the general plan amendment and rezoning changes for the Morgan Subdivision Project are **consistent** with the Travis Air Force Base Land Use Compatibility Plan.

Attachments

Attachment A: ALUC Application Attachment B: Vicinity Map Attachment C: Aerial Map

Attachment D: Travis Context Map

Attachment E: General Plan Amendment Exhibit

Attachment F: Zoning Amendment Exhibit Attachment G: Development Plan Exhibit

Attachment H: Resolution (To Be Distributed by Separate Cover)

Solano County Airport Land Use Commission

675 Texas Street Suite 5500 Fairfield, CA 94533 Tel 707.784.6765 Fax 707.784.4805

LAND USE COMPATIBILITY DETERMINATION: APPLICATION FORM

TO BE CO	MPLETED BY STAFF	
APPLICATION NUMBER:	FILING FEE:	
DATE FILED:	RECEIPT NUMBER:	
JURISDICTION:	RECEIVED BY:	
PROJECT APN(S):		
TO BE COMPLI	ETED BY THE APPLI	CANT
I. GENE	RAL INFORMATION	
NAME OF AGENCY: SOLANO COUNTY RESOURCE MANAGEMENT		DATE: Feb 27, 2020
ADDRESS: 675 Texas Street, Fairfield, CA 94533		
E-MAIL ADDRESS: nnferrario@solanocounty.com	DAYTIME PHONE: 784-3170	FAX:
NAME OF PROPERTY OWNER: Bill Morgan		DATE:
ADDRESS:		DAYTIME PHONE:
NAME OF DOCUMENT PREPARER: Nedzlene Ferrario		DATE: Feb 27. 2020
ADDRESS: Same as Solano County	DAYTIME PHONE:	FAX:
NAME OF PROJECT: Lands of Morgan Subdivision		
PROJECT LOCATION: SWC of Gibson Canyon and Cantelow Road, Vacaville		
STREET ADDRESS:		
PLEASE CALL THE APPOINTMENT DESK AT (7	707) 784-6765 FOR AN A	APPLICATION APPOINTMENT

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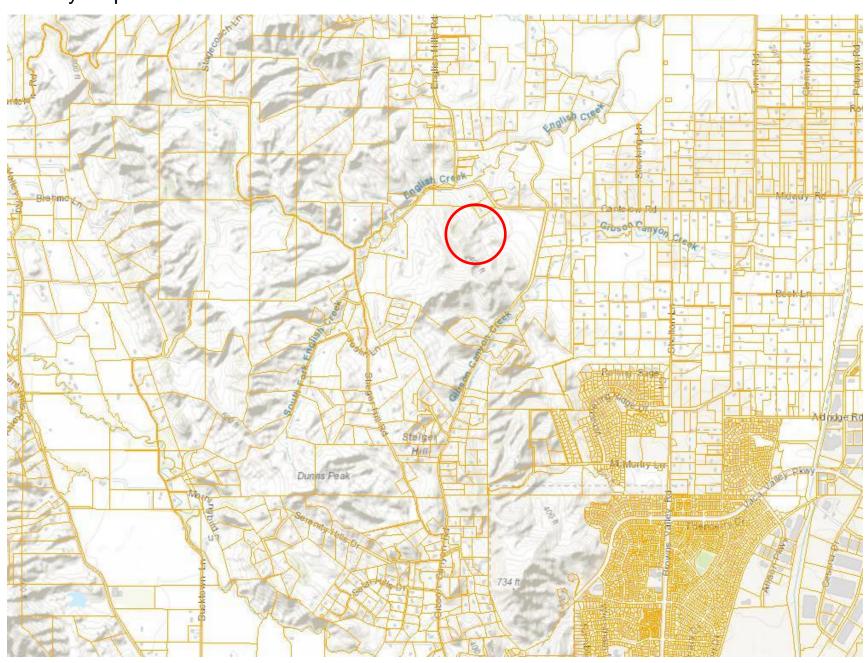
II. DESCRIPTION OF PROJECT 1.Amend the General Plan land use designations on a portion of the subject property from Specific Project Area and Rural Residential to Agriculture and Rural Residential 1-10 acres per dwelling unit; 2) Rezone portions of the subject property from Exclusive Agricultural 20-acre minimum (A-20) to Rural Residential 2.5-acre minimum (RR-2.5), Rural Residential 5-acre minimum (RR-5), and Rural Residential 10-acre minimum (RR-10); 3) Tentative Subdivision Map to divide 310.5 acres into 19 lots. The General Plan amendment, rezone and subdivision would result in a low density rural residential project with an overall density of 1 unit per 16.34 acres. The proposed change does not conflict with current Travis AFB policies. Refer to attached staff report and attachment for further details

PLEASE CALL THE APPOINTMENT DESK AT (707) 784-6765 FOR AN APPLICATION APPOINTMENT.

TO BE COMPLETED BY THE APPLICANT				
II. DESCRIPTION OF PROJECT (CONT'D)				
POTENTIAL PROJECT EMISSIONS: (i.e. smoke, steam, glare, radio, signals): See Initial Study- less than significant impacts				
PROJECT AIRPORT LAND USE COMPATIBILITY PLAN: Travis AFB Plan	COMPATIBILITY ZONE: Zone E			
PERCENTAGE OF LAND COVERAGE:	MAXIMUM PERSONS PER ACRE: 55/310.5 = 0.1771			
THE FOLLOWING INFORMATION MUST BE SUBMITT	ED AS A MINIMUM REQUIREMENT:			
 JURISDICTION REFERRAL LETTER: □ ENVIRONMENTAL DOCUMENTATION: □ LOCATION MAP: □ ASSESSOR'S PARCEL MAP, with subject property marked in red: □ SITE PLAN, drawn to scale and fully dimensioned including topographical information, and 8 1/2 x 11 inch reduction(s): □ ELEVATIONS, if located in APZ, clear zones and A,B,C compatibility zones or over 200' in height, plus 8 1/2 x 11 inch reduction(s): □ WIND TURBINE STUDY, including cumulative impact studies. Such studies shall include an analysis of (1) the individual effects of the proposed project, and (2) as required by law, an analysis of the cumulative effects of the proposed project considered in connection with the effects of past projects, the effects of other current projects and proposed projects, and the effects of probable future projects, including (i) the probable build out for wind energy development of the remaining vacant parcels within the wind resource areas described in the Solano County General Plan and (ii) any probable replacement of existing turbines or meteorological towers with structures having different dimensions. 				
SUPPLEMENTAL INFORMATION: FEES: ELECTRONIC COPIES OF ALL APPLICATION MATERIALS ONA CD:				
APPLICANT SIGNATURE:	DATE: 2/27/2020			
DOES THE PROJECT PROPOSE THE DEMOLITION OR ALTERATION OF ANY EXISTING STRUCTURES ON THE PROJECT SITE? YES NO If yes, describe below:				

PLEASE CALL THE APPOINTMENT DESK AT (707) 784-6765 FOR AN APPLICATION APPOINTMENT.

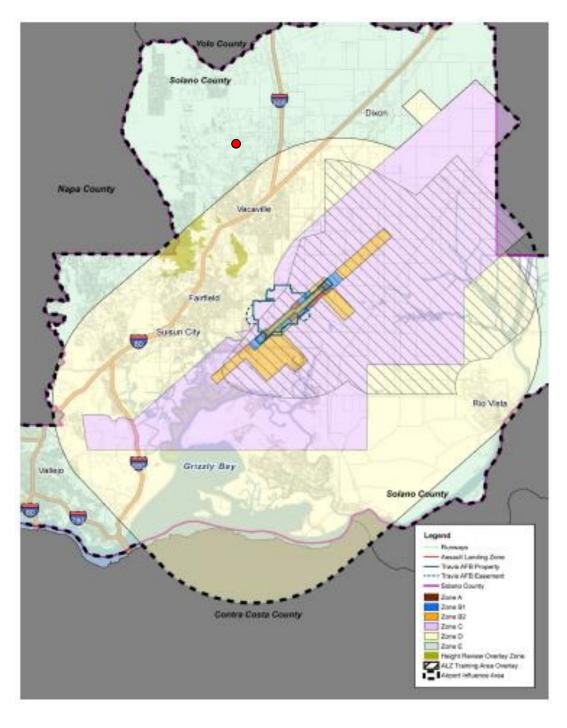
Vicinity Map



Aerial Map

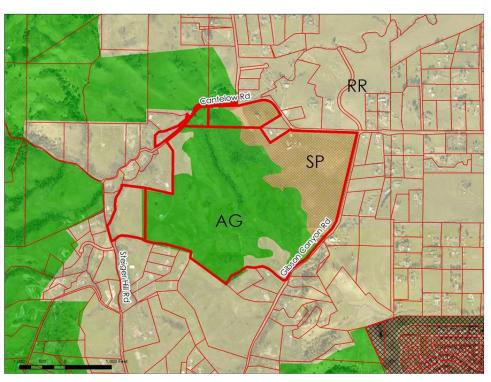


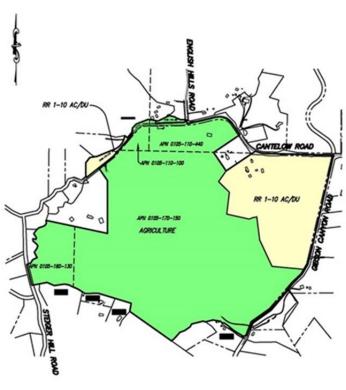
Travis AFB LUCP Context Map



GENERAL PLAN AMENDMENT

EXISTING GENERAL PLAN LAND USE DESIGNATION



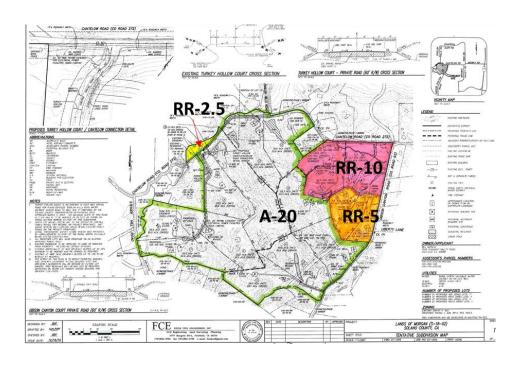


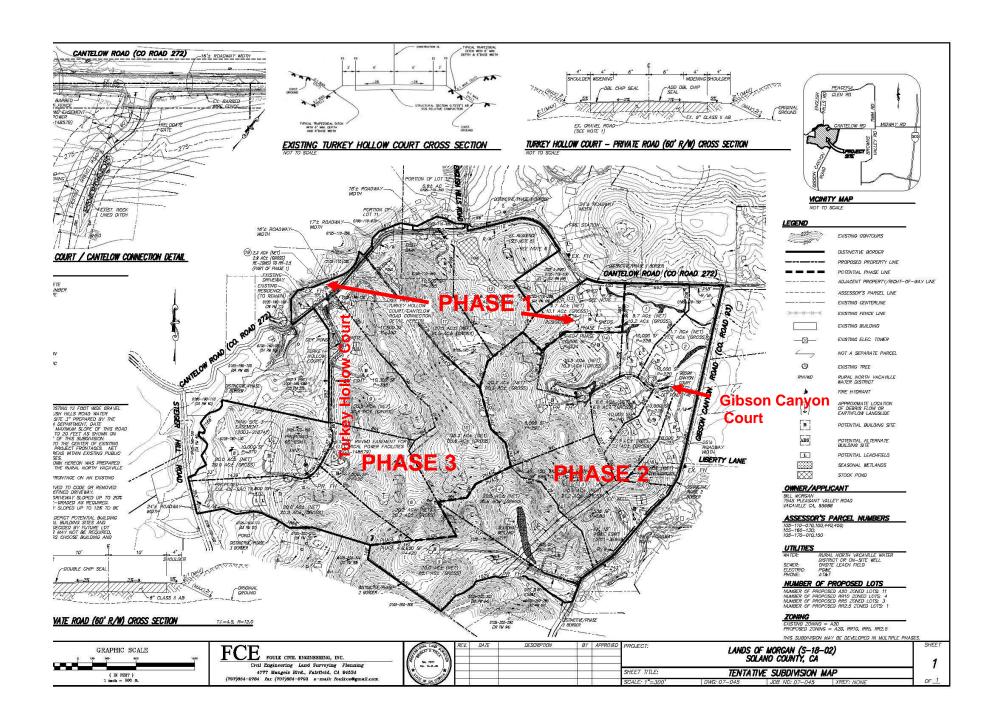
PROPOSED GENERAL PLAN LAND USE DESIGNATION

EXISTING ZONING

Cantelow Rd Rural Residential RR-5 Rural Residential RR-5 Rural Residential RR-2.5

PROPOSED ZONING





SOLANO COUNTY AIRPORT LAND USE COMMISSION RESOLUTION NO. 20-XX

RESOLUTION REGARDING CONSISTENCY WITH AN AIRPORT LAND USE COMPATIBILITY PLAN (City of Fairfield Monte Vere Project)

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

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

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

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

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

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

WHEREAS, Public Utilities Code section 21675, subdivision (b), directs the Commission to prepare a compatibility plan for areas surrounding military airports, and the Legislature's intent in

enacting subdivision (b) was to protect the continued viability of military installations in California, to protect the operations of military airports from encroachment by development, and to encourage land use policies that reflect the contributions military bases make to their communities, as well as their vital importance in the state's economy and in the defense of our nation; and

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

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

WHEREAS, the County of Solano ("Local Agency") is considering approving the following project (the "Morgan Subdivision Project"), as set forth in greater detail in the Staff Report and its Attachments concerning "Item AC 20-03" of the Commission's April9, 2020 Regular Meeting ("Staff Report"): "Public Hearing to consider the consistency of ALUC-2020-03, the Morgan Subdivision Project, with the Travis Air Force Base Land Use Compatibility Plan (Travis Plan)"; and

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

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

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

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

I certify that the foregoing resolution was adopted at a regular meeting of the Solano County Airport Land Use Commission on April 9, 2020, by the following vote:

	AYES:	Commissioners	
	NOES:	Commissioners	
	ABSTAIN:	Commissioners	
	ABSENT:	Commissioners	
		Ву	
		Thomas Randall, Chairman	
		Solano County Airport Land Use Commission	1
Attest:			
By:			
Bil	I Emlen, Clerk	o the Commission	