Town of Mammoth Lakes

Planning & Economic Development Commission Staff Report

Meeting Date: January 10, 2022

AGENDA TITLE: Consideration of a Design Review application (DR) 22-007 to permit the construction of a 15,230 square foot Aircraft Rescue and Firefighting (ARFF)/Snow Removal Equipment (SRE) Building located within the Terminal Area Development Project site of the Mammoth Yosemite Airport property. An Addendum to the Mammoth Yosemite Airport Terminal Area Development Project certified EIR was prepared for the project consistent with the California Environmental Quality Act (CEQA).

Applicant/ Property Owner: Town of Mammoth Lakes

REQUESTING DEPARTMENT:
Community & Economic Development
Sandra Moberly, Director
Kimberly Cooke, Senior Planner

OBJECTIVE:

1. Receive Staff and Applicant presentations
2. Planning & Economic Development Commission (PEDC) discussion
3. PEDC action to:
    a. Adopt the attached Planning and Economic Development Commission Resolution (the Resolution), making the required Design Review and CEQA findings, to adopt the Mammoth Yosemite Airport Terminal Area Development Project EIR Addendum and approve Design Review Application #DR 22-007 as recommended by staff.
    b. Adopt the Resolution with modifications; or
    c. Deny the Resolution

SUMMARY:

Proposal:	Request for approval of a Design Review application, for construction of a 15,230 square foot Aircraft Rescue and Firefighting (ARFF) and Snow Removal Equipment (SRE) facility that will house the Town's ARFF vehicle and snow removal equipment. The proposal also includes construction of supporting infrastructure such as access roads, parking lot, wastewater disposal system, and asphalt apron.
Project Name:	Mammoth Yosemite Airport (ARRF)/Snow Removal Equipment (SRE) Building
Location:	1300 Airport Road
Size of Property:	MMH Terminal Area Development Project site comprises 22-acres of the 196-acre MMH Airport Parcel.

Zoning:	Airport (A)
General Plan:	Airport (A)
Environmental Review:	The project conforms to the approved MMH Terminal Area Development Project and associated Environmental Impact Report Addendum. A Notice of Determination (NOD) will be filed pursuant to CEQA Guidelines §15164 and 15162.

KEY ISSUES:

1. Does the proposed project meet the Design Review criteria and required findings pursuant to Municipal Code (MC) Chapter 17.88?
2. Is the proposed project consistent with the California Environmental Quality Act (CEQA)?

I. INTRODUCTION AND BACKGROUND

On October 6, 2021, Town Council adopted Resolution No. 21-83, to approve the Mammoth Yosemite Airport Terminal Area Development Project and certify the Final Environmental Impact Report for the project. At the same meeting, Town Council also authorized an agreement with Brandley Engineering, for the development of a design of the Aircraft Rescue and Fire Fighting (ARFF)/Snow Removal Equipment (SRE) Building and site work, which was included as a high priority item in the Capital Improvement Program (CIP) approved by own Council on September 1, 2021.

During the design process, Town staff determined that the Aircraft Rescue and Fire Fighting (ARFF) building would require minor design changes to improve facility efficiency and provide additional space for airport operations. Since the design changes would result in changes to the description of the ARFF/SRE building as analyzed in the certified EIR, the Town prepared an Addendum to the EIR in order to update the project description for the ARFF/SRE as shown in **Table 1** below. The Addendum described minor technical changes to the certified EIR and concluded that the environmental data and analyses presented in the certified EIR remained valid with respect to the modified ARFF/SRE, and that the proposed ARFF/SRE modifications would not involve new or more severe environmental impacts compared to those identified in the certified EIR. The EIR Addendum was approved by Town Council on May 4, 2022.

Table 1

Approved TADP ARFF Description	Revised ARFF Description EIR Addendum
ARFF Building: footprint 8,400 sq. ft.	ARFF Building: footprint 10,350 sq. ft.
Apron and parking: approximately 3,300 sq.yds.	Apron and parking: approximately 3,900 sq. yds.
Access Road: approximately 800 feet	Access Roads: 1,700 feet
Leach Field: Not specific to ARFF	Leach Field: For ARFF only

A Design Review (DR) application was submitted on December 8, 2022. Staff requested the proposed color palette be revised to improve the projects compliance with applicable Town Design Guidelines. The applicant team promptly revised the color palette for the project and submitted revised renderings and color and material board.

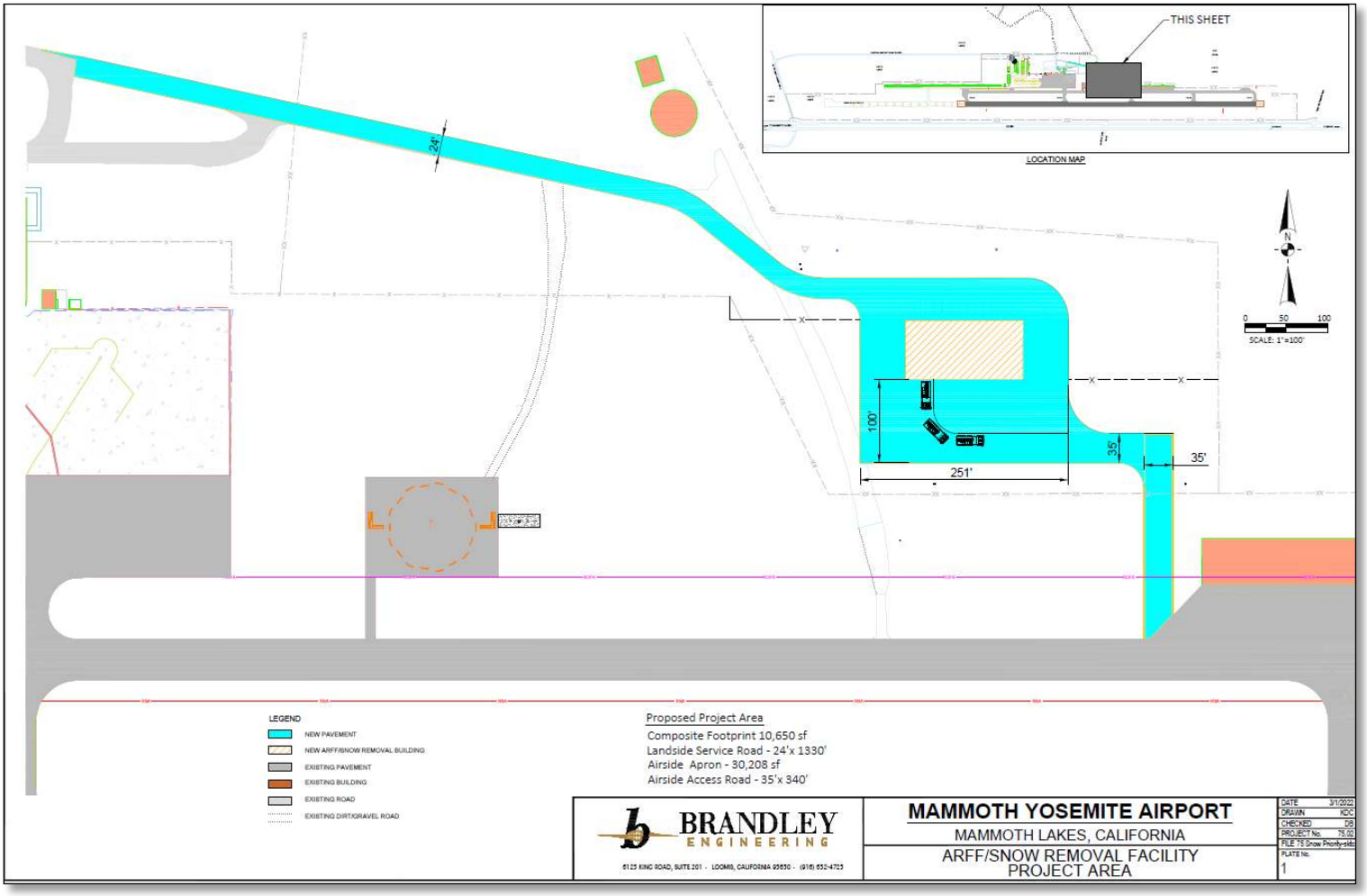
The Design Review application was presented to the PEDC Design Committee on December 15, 2022. The Design Committee provided consensus comments in support of the building design and the color and material palette.

The committee stated that they recommend the Planning and Economic Development Commission approve the project.

Project Proposal:

The project includes the construction of a new 15,230 square foot, 7-bay ARFF/SRE building including new pavement areas for a parking lot, access apron, access roads, and a vehicular gate. The proposed structure is two stories and features a 10,350 square foot building footprint with 10,310 square feet of useable area on the first floor and 4,920 square feet on the second floor. The facility is designed to house the Airport's existing snow removal equipment, ARFF vehicle, and ARFF support rooms. **Figure 1** illustrates the location of the proposed ARFF/SRE building footprint with the proposed pavement areas shown in blue, which includes the landside (public) service road extension and parking lot, and airside (secure) apron, and access road as they relate to existing airport improvements.

Figure 1 – Project Footprint (Building and Pavement)

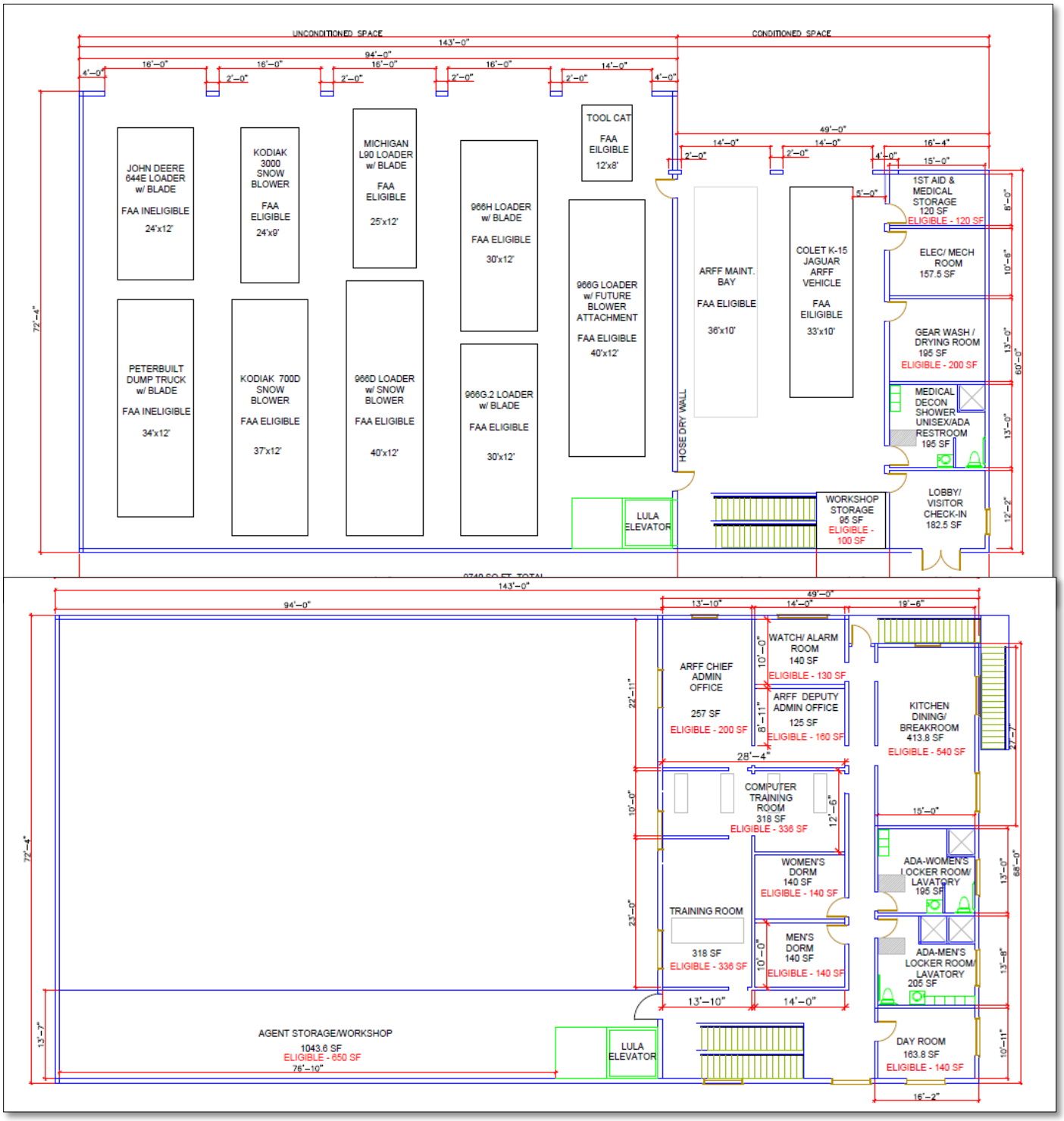


The overall size and height of the proposed facility is determined in large part by the size and type of equipment that will be stored inside and mandated clearances around such equipment. **Figure 2** illustrates the interior building footprint and equipment layout as well as the type of ARFF support rooms that are needed on both floors of the structure.

The Design Review application provides information regarding the need for an appropriate facility to house all the airport's Aircraft Rescue and Firefighting equipment and snow removal equipment including an indoor

maintenance bay. The airport currently leases a hangar from the Fixed Base Operator (FBO) to house some of the ARFF and snow removal equipment however, this building does not have the capacity to hold all the airport's equipment and is lacking adequate ARFF support rooms. The project narrative indicates that construction of the proposed ARFF/SRE facility will extend the life of the equipment and meet the FAA's goal of housing ARFF vehicles and snow removal equipment indoors. Additionally, the proposed facility enhances airport safety by providing adequate ARFF support rooms and improved access and response times to airport incidents. As such, the proposed structure is considered a required aviation safety structure.

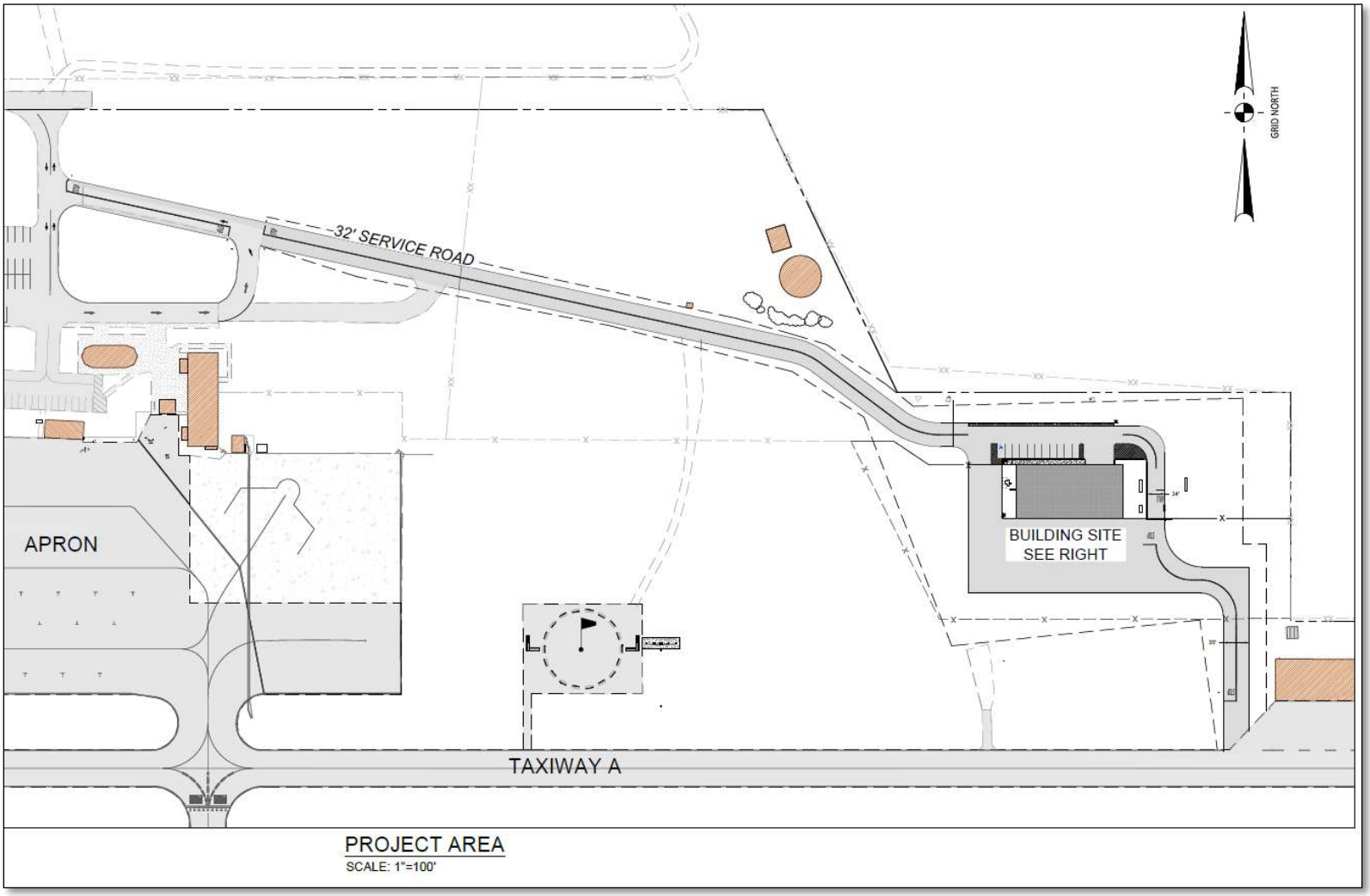
Figure 2- Floor Plan 1st and 2nd Floor



The proposed infrastructure improvements proposed to serve the ARFF/SRE building are summarized below and illustrated on the site plan **Figure 3**:

- Landside service road connection 24' feet x 1,330' feet
- Airside Access Road – 24' feet x 340' feet
- Personnel Parking – 3 parking spaces
- ADA Parking – 1 parking space
- Visitor Parking – 2 parking spaces
- ARFF/SRE apron – 30,280 square feet
- Septic system leach field

Figure 3 – Site Plan



Municipal Code Consistency

The project site is located within the Town's Airport (A) Special Purpose Zoning District. *"The Airport (A) Zoning District is intended to implement the Airport Layout Plan (ALP) and the goals and policies in the General Plan related to airport facilities."* The proposed project is classified as a required aviation safety structure, which is a permitted use in the (A) zoning district and is subject to Design Review. The proposed project is included on the ALP.

The proposed project complies with all applicable development standards considered together with the proposed Adjustment, as summarized in the following **Table 2**.

Table 2: Zoning Consistency.

General Information			
General Plan: Airport (A)		Specific Plan: N/A	
Zoning: Airport (A)		Overlay Zone/District: N/A	
Existing Land Use: MMH Airport		Permits Required: Design Review	
Development Standards M.C. Section 17.32.060.C			
Standard		**Proposed/Provided**	**Complies?**
Design			
All facilities shall incorporate architectural, landscaping, signage and site design standards which support goals and policies of the General Plan. The design shall enhance the airport facility to ensure that a first-class entry statement for the Mammoth Lakes resort community is maintained.		Yes, this application is subject to Design Review and was presented to the PEDC Design Committee on December 15, 2022. The Design Committee indicated their support of the proposed design of the facility based upon its consistency with the Town Design Guidelines.	
Yards, Separation			
Adequate space for landscaping, vehicular/ pedestrian circulation and emergency access as determined through the Design Review process. Hangars shall not require separation between structures.		Yes, ample separation from existing airport structures is provided to allow for adequate room to maneuver the ARFF/SRE equipment	
Parking	Shall conform to parking for similar uses or to be determined through the Design Review Process	(6 spaces) are eligible for FAA funding	Yes, 6 parking spaces are provided to serve visitors. Ample area for airport staff to park vehicles exist on the site but are not marked as standard parking spaces for the public.
Building Height	45 feet - permitted for required aviation safety structures	39 feet 2 inches	Yes

Figure 4 – Color Renderings



1 NORTH WEST
SCALE



1 SOUTH EAST
SCALE



1 SOUTH WEST
SCALE

Figure 5 – Color and Material Board



General Plan

The General Plan land use designation for the site is Airport (A), which allows aviation, fueling, and fixed-base operator services at the Mammoth Yosemite Airport. The proposed ARFF/SRE building is a required aviation safety structure and is consistent with the aviation uses on the airport property.

Specific General Plan Vision Statements with which the proposed project is consistent are described in **Table 3**:

Table 3: General Plan Vision Statement Conformance

General Plan Vision Statement	Explanation of Project Conformance
"Sustainability and continuity of our unique relationship with the natural environment"	The project is located within the Town's Urban Growth Boundary and is located within a previously disturbed area of the 196-acre Airport Parcel. The proposed ARFF/SRE facility is listed as a top priority in the Airport Layout Plan and the Airport Capital Improvement Program.
"Exceptional standards for design and development that complement and are appropriate to the Eastern Sierra Nevada mountain setting and our sense of a "village in the trees" with small town charm"	The design of the ARFF/SRE facility integrates desirable architectural details and style which results in a balanced aesthetic with the utilitarian use of the structure. The design incorporates colors and materials proposed are compatible with the mountain resort community character.

"Offering a variety of transportation options that emphasize connectivity, convenience and alternatives to use of personal vehicles with a strong pedestrian emphasis."	The MMH airport operations provide essential public services for the community and permitting the proposed project would result in improved airport safety and maintenance operations.

The project is consistent with the following General Plan goals, policies, and actions as described in **Table 4**:

Table 4: General Plan Conformance with Goals, Policies, and Actions

Goal, Policy, or Action	Explanation of Project Conformance with Goal, Policy, or Action
Policy E.1.F.1: Establish and maintain air service connecting the Mammoth Lakes area with destination visitor markets. • E.1.F.1.: Actively seek state and federal funding for airport improvements. • E.1.F.2: Upgrade the Mammoth Yosemite Airport terminal to allow for regional air service • E.1.F.3: Update the Airport Master Plan	The project incorporates improved safety infrastructure at the airport which will primarily be funded with FAA grant monies. The project is also consistent with the 2021 Draft Airport Layout Plan Update.
Policy M.18.5: Continue to support Mammoth-Yosemite Airport as a regional transportation hub through advancement of the policies and actions for air service established in the General Plan Economy Element.	The proposed ARFF/SRE facility is listed as the second highest priority project in the 2021-2030 Airport Capital Improvement Program (ACIP). Implementation of this project will serve to support and improve ongoing Airport operations.
Policy C.2.V: Building height, massing and scale shall complement neighboring land uses and preserve views to the surrounding mountains.	Building height and massing are similar to the heights and massing of surrounding structures on the Airport property and the tallest ridgeline is 6 feet below the maximum allowed height of 45 feet. The location of the structure does not obstruct views to the surrounding mountains and the color palette is intended to blend with the backdrop of Doe Ridge.

II. ANALYSIS OF KEY ISSUES

KEY ISSUE #1: Can the findings be made for approval of a Design Review pursuant to pursuant to Municipal Code (MC) Chapter 17.88?

Design Review is required per MC Section 17.88.020. The purpose of Design Review is to implement the General Plan policies related to community design and character, to promote excellence in site planning and design to complement the natural environment and enhance the image of the town as a mountain resort community, and to ensure that the architectural design of structures and their materials and colors are appropriate to the function of the project and visually harmonious with surrounding development.

Staff finds that the proposed site layout and building design has met the overall intent of the Design Review criteria including the Adjustment request applicable to the front yard setback. Below is staff's analysis of project's consistency with the Design Review criteria.

Design Review Findings:

A. The project is consistent with the applicable standards and requirements of the Municipal Code.

The project is consistent with the applicable standards and requirements of the Mammoth Lakes Zoning Code because the project is located within the Airport (A) special purpose zone, which is intended to implement the Airport Layout Plan (ALP) and the goals and policies in the General Plan related to airport facilities. The project is listed as a priority project to be implemented within 0-5 years in the Airport Layout Plan as well as the Airport Capital Improvement Program. The proposed structure and related site improvements comply with all of the development standards applicable to the Airport zone including standards for building separation, building height, and parking.

B. The project is consistent with the General Plan and any applicable specific plan or master plan.

The proposed construction of an ARFF/SRE building on the Mammoth Yosemite Airport Property is consistent with the General Plan in that the applicable land use designation for the Airport is intended to allow aviation uses. The project accomplishes specific General Plan policies for Air Service including Policy E.1.F.1, E.1.F.2, and E.1.F.3, because project is primarily funded by FAA grant program money, and the facility is a high priority project listed within the Airport Layout Plan and the Airport Capital Improvement Program. Additionally, the ARFF/SRE building represents a major upgrade for airport safety operations.

C. The project is consistent with the Town of Mammoth Lakes Design Guidelines.

The project is consistent with the Town's Design Guidelines applicable to civic and public use buildings because the building form is composed to provide variation, visual interest, appropriate scale and proportions. The proposed design integrates desirable architectural details and building form which results in a balance between aesthetic quality and the utilitarian nature of the structure.

The height of the proposed ARFF/SRE building is 39 feet 2 inches, which is below the maximum 45-foot height permitted for aviation safety structures and is in keeping with the character of other airport structures.

The exterior building colors and materials selected for the project are based on the Mammoth Lakes Design Guidelines recommendations, which incorporate building façade colors that are slightly darker than surrounding natural colors to better blend with the site surroundings. Vertical and horizontal metal siding is proposed in a "Cool Weathered Copper" with accent siding and roll-up doors in "Cool Ebony." The base of the structure is distinguished by the incorporation of a precast stone veneer "El Dorado Field Ledge," and the roof is a metal standing seam material in a matte "Cool Zinc Gray" finish.

The proposed building design and site improvements combine together in a visually cohesive manner that is compatible with the surrounding natural environment and complements the character of Airport property while adhering to the required building separation, building height and parking requirements for the Airport Special Zoning District.

D. The project is consistent with any approved tentative map, use permit, variance, or other planning or zoning approval that the project required.

The proposed project is consistent with the allowable land uses described within the allowable land use table for the Airport (A) zoning district. The project is also consistent with the Airport Layout Plan (ALP), the Airport Capital Improvement Program document, and the approved MMH Terminal Area Development Project and associated Environmental Impact Report.

KEY ISSUE #2: Is the proposed project consistent with the California Environmental Quality Act (CEQA)?

An Environmental Impact Report (EIR) was prepared for the Mammoth Yosemite Airport Terminal Area Development Project and was certified on October 6, 2021 (SCH 2019100384). The EIR found that there would not be a significant effect on the environment as a result of the project with mitigation measures incorporated. An Addendum to the certified EIR was prepared in order to address modifications to the ARFF/SRE project description. The Addendum describes minor technical changes to the certified EIR and concludes that the environmental data and analyses presented in the certified EIR remain valid with respect to the modified ARFF/SRE building. The EIR Addendum was approved by Town Council on May 4, 2022. The four mitigation measures approved with the EIR are included as conditions of approval for this project.

III. STAFF FINDINGS AND RECOMMENDATION

Staff finds that the proposed project meets the applicable requirements and recommends that the Planning and Economic Development Commission adopt the attached Planning and Economic Development Commission Resolution, making the required CEQA and Municipal Code findings, to adopt the Mammoth Yosemite Airport Terminal Area Development Project EIR Addendum and approve Design Review #DR 22-007 with conditions as recommended by staff or with modifications.

Attachments

Attachment A: Planning and Economic Development Commission Resolution PEDC 2023-01

Attachment B: CEQA Addendum to the TADP certified EIR

Attachment C: Project Plans

Attachment D: Color Elevations and Material Board