**MEMORANDUM**

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| To: | Napa County Board of Supervisors  Nancy Watt, County CEO  Steve Lederer, Public Works Director | From: | Pete Parkinson, Interim Director  Kelli Cahill, Planner III |
|  |  |  |  |
| Date: | April 8, 2014 | Re: | Pacific Coast Site (Jail Project)  General Plan Consistency Analysis |

**I. PURPOSE:**

On April 8, 2014, the Board will consider a resolution authorizing the Chair to exercise the option and sign the purchase and sale agreement to purchase the property located at 2300 Napa Vallejo Highway, Napa, APN 046-370-021 (also known as the Pacific Coast Site) owned by WHAL Properties, L.P., with the intention of relocating the Jail to the site (the “Project”). Prior to taking this action, the Board must consider whether the Project is consistent with the Napa County General Plan.

**II. BACKGROUND:**

The Pacific Coast Site is located in unincorporated Napa County, approximately two miles east of downtown Napa. The parcel currently has a General Plan designation of Study Area. A review of the Pacific Coast Site’s consistency with the Napa County General Plan is provided below.

The Pacific Coast Site is zoned Industrial, the intent of which, is to provide an environment exclusively for and conducive to the development and protection of a variety of industrial uses such as administrative facilities, research institutions, and specialized manufacturing organizations. (Napa County Code Section 18.36.010.) To the extent applicable, the Project would generally be consistent with current zoning, as the potential environmental impacts have been reviewed under CEQA, and found to be less intensive than defined industrial uses.

**III. CONSISTENCY ANALYSIS:**

This memorandum outlines the relevant goals and policies of the County’s General Plan, and analyzes whether the Project, including property acquisition, conforms with the plan as required by Government Code Section 65402.

**A. The Agricultural Preservation and Land Use Element:**

* **Policy AG/LU-52**: The following standards shall apply to lands designated as Study Area on the Land Use Map of this General Plan.

*Intent*: This designation allows industrial uses to continue pursuant to existing zoning, but signals the need for further site- or area-specific planning to assess the potential for a mix of uses in this area. The Study Area designated is intended to be applied only to the portion of Napa Pipe site that is not designated Napa Pipe Mixed Use and to the Boca/Pacific Coast parcels in the unincorporated area south of the City of Napa, where sufficient infrastructure may be available to support mixed-use development.

*General Uses*: All uses allowed in the Industrial land use category may be permitted.

*Minimum Parcel Size*: Parcel size shall be as established in the Industrial designation

Maximum Building Density: Maximum building intensity shall be as established for the Industrial designation

* **Policy AG/LU-94**: Sites designated as Study Area on the Land Use Map are urbanized sites adjacent to the City of Napa that shall be considered for revitalization and reuse by mix of uses via site-specific planning. Site planning shall consider the availability and cost of urban services, opportunities for public access and recreation, impacts and benefits to Napa County and the City of Napa, and the potential for future annexation to the City.

Action Item AG/LU-94.1: Prior to approving non-industrial development the County shall adopt development standards for the Pacific Coast/Boca and Napa Pipe sites which shall include, but may not be limited to, buffering and visual screening from existing industrial uses and Syar Quarry, design features that include physical buffers (e.g., vegetation, landscape features, or walls in unique circumstances), building placement and orientation in a manner that physically separates these sites from incompatible operations of adjacent uses (e.g., truck traffic, odors, stationary noises sources), and implementation of other measures to address noise and vibration. Standards for the Napa Pipe site shall ensure conformance with the Napa County Airport Land Use Compatibility Plan.

***Conclusion***: Consistent.

***Analysis****:* The Project area is designated “Study Area”, the intent is to allow industrial uses to continue pursuant to existing zoning, but signals the need for further site- or area-specific planning to assess the potential for a mix of uses in the area. The Study Area designation is intended to be applied only to the portion of the Napa Pipe site that is not designated Napa Pipe Mixed Use and to the Boca/Pacific Coast (WHAL Property) parcels in the unincorporated area south of the City of Napa, where sufficient infrastructure may be available to support mixed-use development. The Pacific Coast Site is consistent with the current General Plan designation, as it has been found through the CEQA review to be a less intensive use than the underlying Industrial zoning, has sufficient infrastructure and complies with density standards and the minimum parcel size.

Prior to construction of the Jail, the General Plan will be amended to re-designate the Pacific Coast Site from “Study Area” to “Public Institutional”, to reflect the County owned facility.

* **Goal AG/LU-1**: Preserve existing agricultural land uses and plan for agriculture and related activities as the primary land uses in Napa County.
* **Goal AG/LU-5**: With municipalities, other governmental units, and the private sector, plan for commercial, industrial, residential, recreational, and public land uses in locations that are compatible with adjacent uses and agriculture.

***Conclusion***: Consistent.

***Analysis****:* The Project would not displace agriculture or remove agricultural lands from agricultural use. The Project will be located in an area that is already developed with such commercial and industrial uses as a State Hospital, quarry, college, and golf course. The Project proposes the construction of a County owned and operated facility on lands designated as “Study Area” and zoned Industrial, the intent of which allows for the potential of mixed uses, including uses that are agriculture in nature or support agricultural uses. Although the Project itself does not support agricultural land uses, is not anticipated that the Project will result in adverse effects to those parcels that current or in the foreseeable future support agriculture.

* **Policy AG/LU‐22**: Urban uses shall be concentrated in the incorporated cities and town and designed urbanized areas of the unincorporated County in order to preserve agriculture and open space, encourage transit‐oriented development, conserve energy, and provide for healthy, “walkable” communities.

***Conclusion***: Consistent.

***Analysis****:* Project construction will be to a LEED Gold standard through an energy efficient and environmentally friendly design, construction and operation. Additionally, due to the location and nature of the Project, the County will construct pedestrian and bicycle facilities connecting the entrance and parking areas to the River-to-Ridge trail, as well as working with the Napa County Transportation Planning Authority to establish and encourage transit usage by employees, visitors and inmates on work furlough.

**B. The Circulation Element:**

* **GOAL CIR-1**: The County’s transportation system shall be correlated with the policies of the Agricultural Preservation and Land Use Element and protective of the County’s rural character.
* **GOAL CIR-2**: The County’s transportation system shall provide for safe and efficient movement on well‐maintained roads throughout the county, meeting the needs of Napa County residents, businesses, employees, visitors, special needs populations and the elderly.
* **Policy CIR‐16:** The County shall seek to maintain an adequate level of service on roads and at intersections as follows. The desired level of service shall be measured at peak hours on weekdays.
  + The County shall seek to maintain an arterial LOS D or better on all county roadways, except where maintaining this desired level of service would require the installation of more travel lanes than shown on the Circulation Map.
  + The County shall seek to maintain a LOS D or better at all signalized intersections, except where the level of service already exceeds this standard (i.e., LOS E or F) and where increased intersection capacity is not feasible within the existing right‐of‐way.
  + No single level of service standard is appropriate for unsignalized intersections, which shall be evaluated on a case‐by case basis to determine if signal warrants are met.
* **GOAL CIR-3**: The County’s transportation system shall encompass the use of private vehicles, transit, paratransit, walking, bicycling, air travel, rail and water transport.
* **Policy CIR-2**: The County will work with the cities and town through the Napa County Transportation and Planning Agency to coordinate seamless transportation systems and improve the efficiency of the transportation system by coordinating the construction of planned roadway, bicycle, pedestrian, and other transportation systems.
* **Policy CIR-33**: Pedestrian and bicycle access shall be integrated into all parking lots where feasible and appropriate and considered in the evaluation of development proposals and public projects.

***Conclusion***: Consistent.

***Analysis***: The traffic levels associated with study intersections are expected to continue to operate at the same level of service as they do under existing conditions, except the intersection of SR 221 and the main access to the Project site. To offset, the County will pay its proportional share to the City and to Caltrans toward future improvements, as well as funding the signalization of SR 221 at the Project entrance. The County will fund and construct an exclusive left-turn lane to the westbound approach at the SR 221/Magnolia Drive-College Way intersection and reconfigure the access to Basalt Road to improve service levels and public safety.

Furthermore, the Project is consistent with goals and policies related to public transit, paratransit, pedestrian, and bicycling facilities as the County will construction pedestrian and bicycle facilities connecting the entrance and parking areas to the River-to-Ridge trail, as well as working with the Napa County Transportation Planning Authority to establish and encourage transit usage by employees, visitors and inmates on work furlough prior to occupancy of the Jail.

**C. The Community Character Element:**

* **Policy CC‐4**: Consistent with current regulations regarding road setbacks and fences, the County shall preserve the existing significant natural features by requiring all development to retain the visually open, rural character of the County and by allowing solid sound walls only in unique circumstances and where acceptable noise levels are exceeded.
* **Policy CC‐6**: The grading of building sites, vineyards, and other uses shall incorporate techniques to retain as much as possible a natural landform appearance. Examples include:
  + The overall shape, height, and grade of any cut or fill slope shall be designed to simulate the existing natural contours and scale of the natural terrain of the site.
  + The angle of the graded slope shall be gradually adjusted to the angle of the natural terrain.
  + Sharp, angular forms shall be rounded and smoothed to blend with the natural terrain.
* **Policy CC‐8**: Scenic roadways which shall be subject to the Viewshed Protection Program are those shown in Figure CC‐3 [of the Napa County General Plan], or designated by the Board of Supervisors in the future.
* **Policy CC‐33**: The design of buildings visible from the County’s designated scenic roadways shall avoid the use of reflective surfaces which could cause glare.
* **Policy CC‐34**: Consistent with Building code requirements for new construction in rural areas, nighttime lighting associated with new developments shall be designed to limit upward and sideways spillover of light.
* **Policy CC-38:** The following are the County’s standards for maximum exterior noise levels for various types of land uses established in the County’s Noise Ordinance. Additional standards are provided in the Noise Ordinance for construction activities (i.e., intermittent or temporary noise).

**EXTERIOR NOISE LEVEL STANDARDS**

**(LEVELS NOT TO BE EXCEEDED MORE THAN 30 MINUTES IN ANY HOUR)**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Land Use Types** | **Time Period** | **Noise Level (dBA) by Noise Zone Classification** | | |
| **Rural** | **Suburban** | **Urban** |
| Single-Family Homes and Duplexes | 10 p.m. to 7 a.m. | 45 | 45 | 50 |
| 7 a.m. to 10 p.m. | 50 | 55 | 60 |
| Multiple Residential 3 or More Units Per Building (Triplex +) | 10 p.m. to 7 a.m. | 45 | 50 | 55 |
| 7 a.m. to 10 p.m. | 50 | 55 | 60 |
| Office and Retail | 10 p.m. to 7 a.m. | 60 | | |
| 7 a.m. to 10 p.m. | 65 | | |
| Industrial and Wineries | Anytime | 75 | | |

a) For the purposes of implementing this policy, standards for residential uses shall be measured at the housing unit in areas subject to noise levels in excess of the desired levels shown above.

b) Industrial noise limits are intended primarily for use at the boundary of industrial zones rather than for noise reduction at the industrial use.

c) Where projected noise levels for a given location are not included in this Element, site-specific noise modeling may need to be conducted in order to apply the County’s Noise policies.

d) For further information, see the County Noise Ordinance.

* **Policy CC-39:** The following are noise compatibility guidelines for use in determining the general compatibility of planned land uses:

**NOISE COMPATIBILITY GUIDELINES**

**(EXPRESSED IN A 24-HOUR DAY-NIGHT AVERAGE OR LDN)**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Land Use** | **Completely Compatible** | **Tentatively Compatible** | **Normally Compatible** | **Completely Incompatible** |
| Residential | Less than 55 dBA | 55-60 dBA | 60-75 dBA | Greater than 75 dBA |
| Commercial | Less than 65 dBA | 65-75 dBA | 75-80 dBA | Greater than 80 dBA |
| Industrial | Less than 70 dBA | 70-80 dBA | 80-85 dBA | Greater than 85 dBA |

See Policy CC-43 for the definitions of these four levels of compatibility.

* **Policy CC‐44**: The County shall require that appropriate noise mitigation measures be included when new residential developments are to be built in close proximity to significant noise sources.

***Conclusion***: Consistent.

***Analysis****:* The Project is not anticipated to result in adverse impacts to Community Character, as the Project will be an improvement over the site as it currently exists because the Project site is currently used for retail and wholesale of building materials with several dilapidated buildings onsite located within an area adjacent to recreational areas, Napa Valley College, industrial and commercial uses. The Project would be constructed with modern low-rise structures surrounded by landscaped areas and parking lots, including perimeter and security fencing, and is not anticipated to result in adverse effects to the parcel or of surrounding areas.

Noise impacts, including short-term construction generated noise, long-term operational noise, and traffic related noises would not result in the exposure of persons to or generation of noise levels in excess of applicable standards, or substantial temporary increases in ambient noise levels in the vicinity of the Project, specifically the nearest sensitive receptor, the State Hospital.

**D. The Conservation Element:**

* **Goal CON-16**. Promote the economic and environmental health of Napa County by conserving energy, increasing the efficiency of energy use, and producing renewable energy locally.
* **Policy CON‐44**: The County shall identify, improve, and conserve Napa County’s surface water resources through the following measures:

a) Evaluate and develop land use policies resulting in the appropriate density and mix of impervious surface and stable vegetation cover to improve water quality and reduce surface water pollution and siltation within domestic water supply watersheds.

b) Encourage public agencies and private individuals to explore environmentally sensitive ways to store winter runoff in consultation with the State Department of Water Resources and other regulatory agencies.

* **Policy CON‐47**: The County shall comply with applicable Water Quality Control/Basin Plans as amended through the Total Maximum Daily Load (TMDL) process to improve water quality. In its efforts to comply, the following may be undertaken:

c) Retrofitting County‐maintained roads to reduce sediment caused by runoff.

e) Ensuring continued effectiveness of the National Pollution Discharge Elimination System (NPDES) program and storm water pollution prevention.

f) Ensuring continued effectiveness of the County’s Conservation Regulations related to vineyard projects and other earth‐disturbing activities.

g) Addressing effects related to past and current mining, grazing, and other activities to the extent feasible.

* **Policy CON‐48**: Proposed developments shall implement project‐specific sediment and erosion control measures (e.g., erosion control plans and/or stormwater pollution prevention plans) that maintain predevelopment sediment erosion conditions or at minimum comply with state water quality pollution control (i.e., Basin Plan) requirements and are protective of the County’s sensitive domestic supply watersheds. Technical reports and/or erosion control plans that recommend site‐specific erosion control measures shall meet the requirements of the County Code and provide detailed information regarding site specific geologic, soil, and hydrologic conditions and how the proposed measure will function.
* **Policy CON‐50**: The County will take appropriate steps to protect surface water quality and quantity, including the following:

c) The County shall require discretionary projects to meet performance standards designed to ensure peak runoff in two‐, ten‐, 50‐, and 100‐year events following development is not greater than predevelopment conditions.

e) In conformance with National Pollution Discharge Elimination System (NPDES) requirements, prohibit grading and excavation unless it can be demonstrated that such activities will not result in significant soil erosion, silting of lower slopes or waterways, slide damage, flooding problems, or damage to wildlife and fishery habitats.

f) Adopt development standards, in conformance with NPDES Phase II requirements, for post‐construction storm water control.

g) Address potential soil erosion by maintaining sections of the County Code that require all construction related activities to have protective measures in place or installed by the grading deadlines established in the Conservation Regulations. In addition, the County shall ensure enforceable fines are levied upon code violators and shall require violators to perform all necessary remediation activities.

* **Policy CON‐53**: The County shall ensure that the intensity and timing of new development are consistent with the capacity of water supplies and protect groundwater and other water supplies by requiring all applicants for discretionary projects to demonstrate the availability of an adequate water supply prior to approval. Depending on the site location and the specific circumstances, adequate demonstration of availability may include evidence or calculation of groundwater availability via an appropriate hydrogeologic analysis or may be satisfied by compliance with County Code “fair‐share” provisions or applicable State law.

In some areas, evidence may be provided through coordination with applicable municipalities and public and private water purveyors to verify water supply sufficiency.

* **Policy CON‐60**: The County shall promote cost‐effective water conservation and water efficiency measures that reduce water loss, waste, and water demand through the following measures:

a) Taking a leadership role in water conservation efforts, by monitoring and publicly reporting on the County’s water use, using low flow fixtures, drought‐tolerant landscaping, drip irrigation, recycled water use where available and appropriate, periodic water use “audits” and other strategies to conserve water at all County‐owned and operated facilities.

b) Requiring the use of water conservation measures in areas served by municipal supplies to improve water use efficiency and reduce overall demand including, but not limited to, working cooperatively with all water providers and with developers to incorporate water conservation measures into project designs (e.g., as recommended by the California Urban Water Conservation Council), and coordination with water providers to continue to develop and implement water drought contingency plans to assist County citizens and businesses in reducing water use during periods of water shortages and emergencies.

* **Policy CON‐60.5**: All aspects of landscaping from the selection of plants to soil preparation and the installation of irrigation systems should be designed to reduce water demand, retain runoff, decrease flooding, and recharge groundwater.
* **Policy CON‐65**: The County shall support efforts to reduce and offset greenhouse gas (GHG) emissions and strive to maintain and enhance the County’s current level of carbon sequestration functions through the following measures:

a) Study the County’s natural, agricultural, and urban ecosystems to determine their value as carbon sequesters and how they may potentially increase.

b) Preserve and enhance the values of Napa County’s plant life as carbon sequestration systems to recycle greenhouse gases.

c) Perpetuate policies in support of urban‐centered growth and agricultural preservation preventing sprawl.

d) Perpetuate policies in support of alternative modes of transportation, including transit, paratransit, walking, and biking.

e) Consider GHG emissions in the review of discretionary projects. Consideration may include an inventory of GHG emissions produced by the traffic expected to be generated by the project, any changes in carbon sequestration capacities caused by the project, and anticipated fuel needs generated by building heating, cooling, lighting systems, manufacturing, or commercial activities on the premises. Projects shall consider methods to reduce GHG emissions and incorporate permanent and verifiable emission offsets.

f) Establish partnerships with experts, trade associations, non‐governmental associations, and community and business leaders to support and participate in programs related to global climate change.

* **Policy CON‐66**: The County shall promote the implementation of sustainable practices and green technology in agriculture, commercial, industrial, and residential development through the following actions:

a) Project Construction

1) Utilize recycled, low‐carbon, and otherwise climate‐friendly building materials such as salvaged and recycled content materials for buildings, hard surfaces, and landscaping materials.

2) Minimize, reuse, and recycle construction‐related waste.

3) Utilize alternative fuels in construction equipment and require construction equipment to utilize the best available technology to reduce emissions.

* **Policy CON‐67**: The County shall promote and encourage “green building” design, development, and construction through the achievement of Leadership in Energy and Environmental Design (LEED) standards set by the U.S. Green Building Council, the Green Point Rated system standards set by Builditgreen.org, or equivalent programs. Actions in support of this policy shall include:

1. Audit current County practices to assess opportunities and barriers to implementation of current sustainable practices.

b) Amend the County Code as necessary to remove barriers to and encourage “green” construction.

c) Develop new County buildings as “green buildings,” utilizing sustainable construction and practices.

d) Encourage all new large development projects and major renovation of existing facilities to be based on Green Building Council standards utilizing sustainable construction and practices to achieve a minimum LEED rating of Silver, or comparable level on the Green Point Rated system per standards set by Builditgreen.org or other comparable updated rating systems.

e) Support state and federal incentive programs that offer rebates and cost sharing related to the implementation of “green building” standards and LEED certification.

* **Policy CON‐72**: The County shall seek to reduce the energy impacts from new buildings by applying Title 24 energy standards as required by law and providing information to the public and builders on available energy conservation techniques, products, and methods available to exceed those standards by 15 percent or more.
* **Policy CON‐73**: The County shall monitor the ecological effects of climate change in Napa County over time, including sea level rise, effects on water resources, local microclimates, native vegetation, agriculture, and the economy. Consistent with the principle of adaptive management, the County shall adapt policies and operations to address identified effects as feasible.
* **Policy CON‐76**: The County shall minimize air pollutant emissions from all County facilities and operations to the extent feasible, consistent with the County’s desire to provide a high level of public service.
* **Policy CON‐77**: All new discretionary projects shall be evaluated to determine potential significant project specific air quality impacts and shall be required to incorporate appropriate design, construction, and operational features to reduce emissions of criteria pollutants regulated by the state and federal governments below the applicable significance standard(s) or implement alternate and equally effective mitigation strategies consistent with BAAQMD’s air quality improvement programs to reduce emissions.
* **Policy CON‐80**: The County shall seek to reduce particulate emissions and avoid exceedences of state particulate matter (PM) standards by:
  + Requiring implementation of dust control measures during construction and grading activities and enforcing winter grading deadlines.
* **Policy CON‐81**: The County shall require dust control measures to be applied to construction projects consistent with measures recommended for use by the BAAQMD.
* **Policy CON‐85**: The County shall utilize construction emission control measures required by CARB or BAAQMD that are appropriate for the specifics of the project (e.g., length of time of construction and distance from sensitive receptors). These measures shall be made conditions of approval and/or adopted as mitigation to ensure implementation.

***Conclusion***: Consistent.

***Analysis****:*

***Water Quality*** *-* The Project will comply with requirements of the San Francisco Regional Water Quality Control Board (SFRWQCB) through preparation of a SWPPP to include the incorporation of source control, site design, and treatment control Best Management Practices (BMPs) to control on-site erosion and protect water quality. The County will be required through the SFRWQCB compliance guidelines to incorporate BMPs and Low Impact Development (LID) stormwater management principles. Furthermore, drainage plans for the site will be prepared with Project specific standards for installing drainage systems.

***Water Supply***– The Project does not propose to use groundwater. In accordance with SB610, the EIR assessed the sufficiency of water supply for the new development. Although the Project does not meet the strict definition of the thresholds set by SB610, the Project is in effect a “residential” Project because it functions much like a residential development. The results of the study found that there would be sufficient water supply available under current conditions and future conditions over the next 20+ years in normal and multiple-dry year scenarios.

***Air Quality & Greenhouse Gas Emissions* -** The Project is anticipated to result in emissions of Greenhouse Gas (GHG) through construction; however, to a much lesser extent that operation of the facility. Operational emissions would be reduced by 15% or greater energy consumption through constructing the Jail to LEED Gold standard. However, the reduction alone would not reduce total operation emissions to less than the threshold, and operational GHGs associated with the Project would result in impacts considered significant and unavoidable.

**E. The Safety Element:**

* **Policy SAF-20**: All new development shall comply with established fire safety standards. Design plans shall be referred to the appropriate fire agency for comment as to:

1) Adequacy of water supply.

2) Site design for fire department access in and around structures.

3) Ability for a safe and efficient fire department response.

4) Traffic flow and ingress/egress for residents and emergency vehicles.

5) Site-specific built-in fire protection.

6) Potential impacts to emergency services and fire department response.

***Conclusion***: Consistent.

***Analysis****:* The Project will be designed to comply with all established fire safety and building standards to ensure adequate water supply, access, sufficient ingress/egress for emergency vehicles, employees and visitors to the Jail, and established protocols to ensure the safety and wellbeing of employees, visitors and emergency response teams entering and existing the Jail.