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Agenda Date: 1/29/2019  
Agenda Placement: 9E  
Set Time: 9:40 AM PUBLIC HEARING  
Estimated Report Time: 40 Minutes

## NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

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**TO:** Board of Supervisors

**FROM:** David Morrison - Director  
Planning, Building and Environmental Services

**REPORT BY:** Dana Ayers, Planner III - (707) 253-4388

**SUBJECT:** Amendments to the Circulation Elements of the Napa County General Plan and Napa Valley Business Park Specific Plan

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### **RECOMMENDATION**

Director of Planning, Building and Environmental Services requests consideration and adoption of a Resolution to:

1. Adopt a Supplement to the Environmental Impact Report (EIR) certified for the 2008 Napa County General Plan Update (California Environmental Quality Act Guidelines, Section 15163);
2. Adopt an amendment to the Circulation Elements of the Napa County General Plan;
3. Adopt an amendment to the Napa Valley Business Park Specific Plan.

### **EXECUTIVE SUMMARY**

This is a County-initiated amendment to the Napa County General Plan (General Plan) Circulation Element. The General Plan amendment would update local transportation system information and incorporate current trends, best practices, and regulatory changes in the planning and impact analysis of transportation networks. Consistent with the proposed General Plan amendment and its objectives of facilitating multiple modes of transportation, the County proposes to amend the Circulation Element of its Napa Valley Business Park Specific Plan (Specific Plan) to modify the design of Devlin Road, a primary arterial road in the Specific Plan area, by eliminating one vehicle lane and introducing a class 1 multi-use path within the public right-of-way.

To analyze the potential environmental impacts of the above-described amendments to the Circulation Elements of the General Plan and Specific Plan, County staff prepared a draft Supplement to the 2008 General Plan EIR. The Supplement to the EIR concluded that the amendments would not result in any new or more severe environmental impacts than what was previously disclosed in the EIR certified for the Napa County General Plan adopted in 2008.

On December 19, 2018, the Planning Commission held a public hearing to consider the Supplement to the General Plan EIR, the draft General Plan amendment, and the draft Specific Plan amendment. Following the closure of the hearing and discussion on text of the documents pertaining to transportation impact analysis, road maintenance programs, and inter-agency cooperation in addressing transportation issues, the Commission moved to adopt, by a 5-0 vote, a Resolution recommending that the Board adopt: 1) the Supplement to the EIR prepared for the project; and 2) the General Plan and Specific Plan Circulation Element amendments, including various necessary editorial corrections and other revisions as discussed at that meeting. At its December 19, 2018, meeting, the Napa County Airport Land Use Commission also considered the proposed General Plan and Specific Plan amendments in accordance with the requirements of Section 21676 of the California Public Utilities Code and, by a 6-0 vote, found the proposed project to be consistent with the policies set forth in the Napa County Airport Land Use Compatibility Plan.

#### PROCEDURAL REQUIREMENTS:

1. Open Public Hearing.
2. Staff reports.
3. Public comment.
4. Close Public Hearing.
5. Motion, second, discussion and vote on the item.

#### **FISCAL IMPACT**

Is there a Fiscal Impact?                      No

#### **ENVIRONMENTAL IMPACT**

Consideration of adoption of a Supplement to the EIR previously certified for the Napa County General Plan (2008). According to the Supplement to the 2008 General Plan EIR, adoption of the proposed amendments to the Circulation Elements of the General Plan and Specific Plan would not have any new or more severe environmental impacts than what was disclosed in the previously certified 2008 General Plan EIR. The 2008 General Plan EIR and Resolution certifying the EIR can be viewed online, at <https://www.countyofnapa.org/1760/General-Plan>. The proposed project would apply goals and policies to transportation facilities throughout Napa County and is not a site-specific development that would be included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5.

#### **BACKGROUND AND DISCUSSION**

##### **Project History**

At the March 10, 2015, special joint meeting of the Planning Commission and Board of Supervisors, the Commission and Board directed staff to prepare an update to the Circulation Element of the General Plan. Subsequently, on August 11, 2015, the Board authorized the chair to execute a Professional Services Agreement (PSA) with Fehr & Peers, a transportation consulting firm, for preparation of an update to the Circulation Element. Tasks within the scope of work of the PSA also included preparation of guidelines and thresholds of significance for project traffic impact studies, based on currently-adopted General Plan policy, and evaluation of a traffic impact

mitigation fee that would be charged to private development and that would fund improvements to the transportation network of the County.

### **General Plan Circulation Element, Draft Amendment**

The Draft Circulation Element incorporates 2015 data from the U.S. Census Bureau and 2014 data derived from the local Travel Behavior Study commissioned by the Napa Valley Transportation Authority. These data update the demographic data and transportation trends from those found in the adopted Circulation Element (2008). The text of the document is also re-organized to place the goals in one location ahead of the policies and action items, and to cluster policies with similar themes together.

In general, the revised text in the Draft Circulation Element reflects a shift in transportation planning principles, which places less emphasis on modifying the roadway network to optimize automobile movement. Instead, emphasis is placed on the following:

- | maintaining the existing system;
- | ensuring adequate and safe transportation options for all users, regardless of income level, age or physical ability; and
- | enhancing the efficiency of the transportation network through targeted network improvements, reducing single-occupant automobile trips, and expanding transportation options that provide alternatives to cars.

In addition to general traffic circulation benefits, other benefits of reduced vehicle trips include improvements in air quality and public health, as air pollutants from vehicle emissions are reduced and as people are provided better opportunities to utilize more active transportation options (e.g., walking and bicycling). The agenda letters from the May 2 and December 19, 2018 Planning Commission meetings, which further explain the draft revisions, are attached to this staff report as Attachment D.

The Draft Circulation Element retains level of service standards for roadways. (Level of Service, or LOS, is a system of classifying roadway segments' and intersections' operations using a letter rating of A through F, based on how quickly automobiles are moving. LOS A indicates free flowing traffic with minimal delays, and LOS F indicates a severely congested segment or intersection.) Draft Policy CIR-40, adapted from adopted Policies CIR-16 and CIR-18, identifies the County's preferred LOS D for most intersections, and is proposed to be kept as a policy for purposes of network and capital improvement planning. However, consistent with the shift toward reducing roadway volumes, its text differs from the 2008 adopted policy in that it specifies project trip reduction rather than roadway modifications as the highest priority in mitigating project impacts.

Other changes to policies emphasize the importance of bicycling, walking, and transit facilities (often referenced collectively as "multi-modal facilities") to the transportation network. Several adopted and draft policies make reference to the County's Bicycle and Pedestrian Plans. New draft text is proposed in an effort to better support implementation of those Plans by requiring private developers and discretionary permit applicants to dedicate right-of-way and/or construct on-site facilities as conditions of approval of their discretionary permit requests. (See Draft Policies CIR-31 and CIR-33 through CIR-35, modified from currently adopted Policies CIR-13 and CIR-35 through CIR-37, and Draft Policy CIR-6).

The updated Draft Circulation Element recognizes evolving trends toward introduction of autonomous vehicles and increased presence of transportation network companies such as Uber and Lyft. While recognizing these trends, the Draft Circulation Element also acknowledges that they can inherently promote automobile use by making car travel more convenient; thus, the Draft Circulation Element supports these transportation options "to the extent those technologies and options support the County's goals of improving mobility while reducing congestion and emissions" (Draft Goal CIR-3).

As noted above, the Draft Circulation Element text also incorporates regulatory changes in traffic impact analysis. Senate Bill (SB) 743 (Steinberg), enacted by the state legislature in 2013 and codified in part in Public Resources Code section 21099, effects a change in CEQA practice wherein traffic impacts of a public or private development project are no longer to be measured using LOS. Instead, the statute specifies use of vehicle miles traveled or automobile trips generated as the defining measure of the significance of a project's transportation impacts. At the core of the statute is the association between shorter or fewer automobile trips and the environmental benefit from the reduction in tailpipe and air pollution emissions from cars. The intent of the statute is to reduce greenhouse gas (GHG) emissions from automobile use, to facilitate multi-modal transportation, and to diversify land uses. The Governor's Office of Planning and Research (OPR) is tasked with drafting guidelines for implementation of CEQA and, since 2014, has been working with agencies statewide to draft guidelines for implementation of SB 743 that specify vehicle miles traveled (VMT) as the recommended metric. Along with this recommended metric, OPR has prepared a technical advisory document with a recommended threshold of significance for project VMT impacts. Under OPR's recommendation, a project would have a potentially significant impact on the environment if it could not be demonstrated that the project could reduce per capita VMT to a number that is 15 or more percent below the regional average VMT per resident or employee. (Notably, the technical advisory's general threshold would be applicable to typical residential and office projects.) Local agencies, in their individual CEQA procedures, may choose to apply the recommended threshold from OPR generally or may develop their own threshold, provided that the threshold is supported by substantial evidence and consistent with the intent of the statute as summarized above.

The transition to VMT is currently in the rulemaking process and is not required of lead agencies until July 1, 2020. However, in anticipation of the transition, the Draft Circulation Element includes new policies that reflect this new regulatory framework for transportation impact assessment, along with a draft threshold of significance that is based on reduction of VMT compared to the unmitigated project rather than the regional average VMT (Draft Policies CIR-39 through CIR-40). Staff believes this alternative approach to measuring the environmental impacts of a project would be better suited to this County's rural context, while still supporting the efforts of the County to achieve the greenhouse gas emissions goals of its pending Climate Action Plan. The reduction in VMT and, correspondingly, GHG emissions from the transportation sector, is also necessary for Napa County, the region, and the state to achieve long-term, statewide mandates targeted toward reducing GHG emissions. Such mandates include, but are not limited to Executive Orders S-3-05 and B-16-12, which respectively, set a general statewide GHG emissions reduction target of 80 percent below 1990 levels by 2050, and an 80 percent GHG emissions reduction below 1990 levels (also by 2050) specifically for the transportation sector.

Draft Policy CIR-6 (adopted Policy CIR-19, modified) would also dictate that traffic studies be funded by applicants but with traffic consultants selected by County staff and managed under a County Professional Service Agreement (PSA). This approach to environmental consultant management is currently prescribed in the County's Local CEQA Procedures with respect to preparation of environmental impact reports, and it would allow for greater consistency in traffic studies, particularly as the practice of traffic impact analysis continues to evolve under the new metrics described above.

### **Napa Valley Business Park Specific Plan Circulation Element, Draft Amendment**

Concurrently with the update of the General Plan Circulation Element, the County is considering amendment to the Napa Valley Business Park Specific Plan (Specific Plan) Circulation Element. As described in Government Code Section 65450, a jurisdiction may "prepare specific plans for the systematic implementation of the general plan for all or part of the area covered by the general plan." Government Code Section 65454 requires that specific plans and amendments thereto must be consistent with a jurisdiction's adopted general plan.

Under the current Specific Plan adopted in 1986, Devlin Road is parallel to and west of State Route (SR) 29, extending from Soscol Ferry Road southward to Green Island Road within the City of American Canyon. Devlin Road is considered to be a reliever route to the traffic on SR 29, and its right-of-way is planned as a three-lane road

south of Airport Boulevard and four-lane road north of Airport Boulevard. Both the three-lane and four-lane sections would include sidewalks on each side of the street and two-foot wide, on-street bike lanes. Under the proposed amendment, on-street bike lanes would remain, but the planned sidewalk on one side of the road would be replaced with an off-street, class 1 multi-use path. In addition, north of Sheehy Creek, the four-lane configuration without protected left-turn pockets would be replaced with the three-lane configuration incorporating one northbound lane, one southbound lane, and a center, two-way left turn lane. Planned right-of-way widths would not increase, and less required right-of-way width would be necessary for some portions of the road. The revised improvement plan would retain the existing Devlin Road bridge over Soscol Creek in its existing, two-lane configuration.

The recommended, modified design has been successfully implemented already for a portion of Devlin Road immediately south of Airport Boulevard. Soscol Creek bridge improvements and fourth lane widening of Devlin Road within Caltrans' SR 29 right-of-way south of Soscol Creek would be eliminated and would thus free up traffic impact fee revenue for several other key roadway improvements within the industrial park, most notably for the new Fagan Creek bridge located south of Airport Boulevard and north of Tower Road.

Draft Circulation Element Policy CIR-31 identifies a list of roadway system improvements to benefit the efficiency of the County's transportation system, and completion of Devlin Road as a reliever route to SR 29 is included in that list of planned projects. Amendment of the Specific Plan supports the implementation of this policy, by reducing the cost of the project overall as a result of elimination of a travel lane and elimination of the need to demolish and rebuild a widened creek crossing over Soscol Creek; in this way, the Specific Plan amendment supports the General Plan by facilitating completion of the improvement on a shorter timeline. By maintaining sidewalk on one side of the road and adding an off-street multi-use path to the roadway cross-section, the amendment also implements that component of the Draft Circulation Element policy that identifies multi-use paths and multi-modal facilities as improvements necessary to benefit the efficiency of the County's transportation system.

### **Requested Actions**

At this meeting, the Board is requested to adopt the proposed Resolution (Attachment A): 1) adopting a Supplement to the Environmental Impact Report (EIR) certified for the 2008 Napa County General Plan Update (California Environmental Quality Act Guidelines, Section 15163); and 2) adopting amendments to the Circulation Elements of the Napa County General Plan and the Napa Valley Business Park Specific Plan.

### **Future Actions**

Following Board action on the recommended amendments, the consultant and staff will complete the nexus study related to a proposed new, County-wide transportation impact fee to fund a specified list of transportation improvement projects. A public hearing before the Board of Supervisors must occur before the Board can adopt and direct implementation of the fee. Additionally, staff anticipates that amendments to Napa County Code, Title 18 (Zoning) will be necessary to align with the goals, policies, and programs in the amended General Plan Circulation Element. Such amendments include changes to the parking chapter of the Zoning Ordinance to establish requirements for additional multi-modal improvements, including but not limited to requirements for electric vehicle parking stalls, transit facilities, and maximum parking standards for some or all uses. Other amendments include modification to the Napa County Code Chapter 18.112 (Road Setbacks) to eliminate certain road setbacks, consistent with adopted and recommended policies discouraging road widening and capacity increasing road projects.

As a concluding step in this current effort, staff will work with the consultant to complete revised guidelines for preparation of traffic studies in the County, including new impact significance thresholds for vehicle miles traveled in substitute for level of service, consistent with State and regional policy and the amended State CEQA Guidelines anticipated to become effective on July 1, 2020.

**SUPPORTING DOCUMENTS**

- A . Resolution
- B . Exhibits to Resolution
- C . Supplement to the 2008 General Plan EIR
- D . Planning Commission Resolution No. 2018-01
- E . Public Comments

CEO Recommendation: Approve

Reviewed By: Leigh Sharp