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A Commitment to Service

Agenda Date: 10/15/2008

Agenda Placement: 9A

Napa County Planning Commission Board Agenda Letter

TO: Napa County Planning Commission
FROM: John McDowell for Hillary Gitelman - Director
Conservation, Development & Planning
REPORT BY: Sean Trippi, Principal Planner - 299-1353
SUBJECT: Greenwood Commerce Center

RECOMMENDATION

GREENWOOD COMMERCE CENTER - USE PERMIT #P08-00312-UP & TENTATIVE PARCEL MAP #P08-00313-PM

CEQA Status: Mitigated Negative Declaration prepared. According to the Mitigated Negative Declaration, the proposed project would have, if mitigation measures are not included, a potentially significant environmental impact in the following areas: Biological Resources, Transportation, and Utilities and Service Systems. This project site is not on any of the lists of hazardous waste sites enumerated under Government Code Section 65962.5.

Request: Approval of a Use Permit to construct three industrial buildings totaling 374,926 square feet of floor area for flexible warehousing/distribution and light industrial uses with ancillary office areas. Parking for up to 204 vehicles is provided on-site. An additional 62 on-site parking spaces could be provided if needed for subsequent tenant mix. Landscaping and a comprehensive sign plan are also included with the proposal. The request also includes a tentative parcel map to subdivide the project site into four (4) parcels ranging in size from 0.62 to 8.90 acres. A parcel will be created for each building with the fourth parcel being common area including the parking areas. A lot line adjustment is proposed with the property to the east, subsequent to project approval, to accommodate the right-of-way and alignment for the Devlin Road extension. The proposed project is located on a 18.72 acre property plus a 0.57 acre portion of a 33.85 acre property on the southwest corner of Airport Boulevard and the Devlin Road terminus within an Industrial Park: Airport Compatibility (IP:AC) zoning district. APN: 057-210-055 & 056 (portion). Napa.

Staff Recommendation: Adopt the mitigated negative declaration and approve the use permit and tentative parcel map with the proposed conditions of approval.

Staff Contact: Sean Trippi 299-1353, strippi@co.napa.ca.us

EXECUTIVE SUMMARY

Proposed Action:

1. That the Planning Commission adopt the Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program for the Greenwood Commerce Center, based on findings 1-6 of Exhibit A (attached);
2. That the Planning Commission approve Use Permit P08-00312 based on findings 7-14 of Exhibit A and subject to the attached conditions of approval (Exhibit B); and,
3. That the Planning Commission approve the Tentative Parcel Map P08-00313 based on findings 15-21 of Exhibit A and subject to the conditions of approval (Exhibit B).

Discussion:

This project consists of the construction of three speculative light industrial/warehouse buildings with ancillary office areas compatible in design and character with other projects that have located in the Airport Industrial Area. Prospective tenants are unknown at this time. The proposal includes a tentative parcel map to create four (4) parcels ranging in size from 0.6 to 8.9 acres. Each building will be on a separate parcel with the fourth parcel being separate common area. Each property owner will be a member of an owners association and will be expected to meet all obligations related to maintenance of the common area features such as landscaping and parking.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

ENVIRONMENTAL DETERMINATION: Mitigated Negative Declaration prepared. According to the Mitigated Negative Declaration, the proposed project would have, if mitigation measures are not included, a potentially significant environmental impact in the following areas: Biological Resources, Transportation, and Utilities and Service Systems. This project site is not on any of the lists of hazardous waste sites enumerated under Government Code Section 65962.5.

Discussion:

1. Biological Resources - North Fork Associates prepared a Biological Resources Assessment report, dated April 14, 2008, a Special-Status Plant Survey addendum, dated June 9, 2008, and a Wetland mitigation requirement discussion dated September 3, 2008 for the proposed project. The reports were prepared to identify potential wetland areas and biological communities on the site and to determine whether the site is likely to contain state or federally listed rare, threatened, or endangered plant or animal species, address potential impacts, if any, to protected species, and recommend mitigation measures as needed. Although the report indicates that the site is not expected to support a diversity of plant and wildlife, mitigation measures requiring preconstruction surveys are proposed to reduce potential impacts to nesting raptors and migratory birds and Burrowing owls if they are found to be present on the site prior to construction activities.

North Fork Associates indicates the presence of both jurisdictional (0.62 acres) and non-jurisdictional (0.02 acres)

wetlands on the project site, mostly contained within a seasonal drainage swale that flows east to west on the northern third of the site and exits the site via a drainage culvert that runs under Airport Boulevard. The project is expected to permanently fill approximately 0.49 acres of the jurisdictional and all of the non-jurisdictional seasonal wetlands. According to the project Biologist the drainage is considered a seasonal wetland, a portion of which may be under the jurisdiction of the U.S. Army Corps of Engineers (Corps) and possibly the Regional Water Quality Control Board (RWQCB) and the California Department of Fish and Game (CDF). Until the Corps determines the extent of its jurisdiction, the number of acres impacted can only be estimated. For those wetland areas that cannot be avoided, appropriate permits shall be acquired from the Corps, RWQCB and CDF. Mitigation measures included in the attached Mitigated Negative Declaration will reduce potential impacts to wetlands to less than significant levels. Consistent with the goals and policies of the Conservation Element of the General Plan, the mitigation measures include a hierarchy of preferred mitigation methods, beginning with mitigation on site, establishing new habitat for preservation elsewhere in the County, or paying an in-lieu fee to be used toward existing preservation projects located in the County.

2. Transportation / Utilities and Service Systems - Mitigation measures are also included that would reduce potential traffic related impacts and potential impacts to water supply. Mitigation measures require the payment of in-lieu fees to reduce these potential impacts to less than significant levels. Payment of the in-lieu fee to mitigate potential water related impacts would be made to the City of American Canyon, the water provider.

BACKGROUND AND DISCUSSION

Owner: Napa Gateway Holding, LLC and Napa 34 Holdings, LLC Limited

Applicant: Napa Gateway Holdings, LLC (Kristen Pigman)

General Plan Designation: Industrial - Airport Industrial Area Specific Plan, Industrial Park designation

Zoning: IP:AC - Industrial Park, Airport Compatibility Combination District

Filed: April 24, 2008

Building Size: Three buildings totaling 374,926 square feet -

Building A - 234,223 sq. ft.

Building B - 119,681 sq. ft.

Building C - 21,022 sq. ft.

Building Use: Speculative warehouse/distribution and light industrial with ancillary office.

Number of Employees: Unknown but estimated to be approximately 60.

Hours of Operation: Expected to be from 8 AM to 10 PM, 5 to 6 days a week.

Parking: 266 provided (204 spaces provided at initial occupancy and 62 additional spaces shown as potential future spaces), 314 required by Code based on 8% of the floor area used for office purposes and 92% warehousing. Given the projected employee numbers listed above, the parking as proposed should be adequate. Future building tenancy will be reviewed by the Planning Department prior to occupancy to ensure that there is sufficient parking for the complex as a whole. A condition of approval has been included to allow deferring the construction of the 62 future parking spaces until they are needed.

Airport Compatibility: Zone D - Common traffic Zone - area of routine overflight at low elevations. Warehousing and light industrial uses are highly compatible with this zone.

Adjacent Zoning / Land Use:

The lot adjoins Airport Boulevard to the north, the extension of Devlin Road to the east, the Napa County Sheriff's facility to the west and warehousing/light industrial buildings to the south. All surrounding land is zoned IP:AC - Industrial Park, Airport Compatibility Combination District.

North: IP:AC - Across Airport Boulevard to the northwest are several existing office and light industrial buildings. Northeast of the site is the Gateway Plaza hotel and retail complex (the hotel is currently under construction).

South: IP:AC - The area to the south includes several warehousing/light industrial uses, to the southeast is vacant land.

East: IP:AC - Across the extension of Devlin Road is undeveloped property.

West: IP:AC - The Sheriff's facility adjoins the project site to the west.

There are no current development applications pending on the surrounding vacant properties.

Property History:

The project site has historically been used for cattle grazing, is currently vacant and has been previously disced/graded. Except for Devlin Road, adjoining streets and public improvements have been completed, including street paving, curb, gutter, and public utilities. The full width Devlin Road will be extended south from its current terminus at Airport Boulevard to an existing leg of Devlin at the south end of the site.

Code Compliance History:

No code compliance issues have occurred on this site.

Discussion:

1. Building design, layout & materials - Exterior building materials consist primarily of concrete tilt-up wall panels with multi-colored textured finishes. The building entries include stone veneer wall panels with painted steel accent strips that wrap the outside corners of the stone panels, glass office fronts with ribbed metal wall panels, and metal shed roofs with exposed tube steel supports and wood glu-lam beams. Tenant signs are shown above the office fronts. All buildings include depressed truck docks, at grade level roll-up doors and man doors, and faux window areas. All buildings are single-story. Buildings A and B have 34-foot high parapet walls with 40-foot high stone veneer entry feature walls. Building C has 28-foot high parapet walls and a 36-foot high stone veneer entry wall.

Building A, the largest building with 234,223 sq. ft. of floor area, is located at the rear or south portion of the site. It is designed with office front entry areas at the northwest and northeast corners of the building, both corners being visible from Airport Boulevard and Devlin Road, respectively. A faux office front is also provided at the southeast corner of the building as well. Faux window areas accented with the ribbed metal wall panels are provided at the midpoint of the north, east and west building elevations. Additional faux window areas run the length of the north building elevation between the two entry features. The south building elevation includes six man doors and backs up to existing buildings on the adjoining properties. Both the east (facing Devlin Road) and west elevations include 10 roll-up doors grouped in pairs of five in two depressed loading docks, four at grade roll-up doors and four man

doors.

Building B, with 119,681 sq. ft. of floor area, is situated at the corner of Airport Boulevard and Devlin Road. Building B has the most expansive entry treatment at the northeast corner of the building addressing Airport Boulevard and Devlin Road which is designed to be the focal point of the project site. The northwest corner also includes an entry treatment. The rear (south) elevation includes 12 roll-up doors in two depressed loading docks grouped in pairs of six, four at grade roll-up doors and four man doors. The north and east elevations include additional faux windows.

Building C, the smallest of the three buildings with 21,022 sq. ft. of floor area, is located at the northwest corner of the property with its entry feature dominating the north and east building elevations. All four building elevations include additional faux window areas. The rear (south) elevation includes two depressed loading docks, one at grade roll-up door and two man doors.

The Planning Commission does perform a design review function for development within the boundaries of the Airport Industrial Area Specific Plan, and staff is recommending that the Commission approve the project architecture as submitted.

2. Access - Access to the site would be provided from new driveways on Airport Boulevard and on Devlin Road. A new left turn will be provided from Airport Boulevard into the project site. Devlin Road will be extended along the east side of the site from its intersection at Airport Boulevard to an existing portion of Devlin Road at the southeast corner of the site
3. Parking - Until such time as specific tenants are identified and uses determined, the proportion of light industrial, warehouse and office use cannot be accurately determined. The site plan shows 204 parking spaces with an additional 62 spaces to be added as needed. The applicant anticipates that approximately 92% of the total floor area will be utilized for warehousing with the remaining 8% used for office purposes and that there would be a total of approximately 60 persons employed at the site. Based on the anticipated percentage of warehousing and office, a total of approximately 314 parking spaces would be required. Manufacturing uses would generally be excluded from locating at the site due to the amount of parking provided as would businesses with a large employee base. As noted above, prior to occupancy each prospective tenant will be reviewed by Planning staff for consistency with AIASP regulations, the number of parking spaces allocated and the number of employees. This information would be submitted for each business prior to initial occupancy and as tenant spaces turnover.
4. Landscaping - The AIASP requires a minimum 35-foot building setback with an average of 55-feet (with the 35-foot adjoining the property line landscaped) along Airport Boulevard and a 40-foot average building setback with a minimum of 25-feet of landscaping from Devlin Road. The project meets or exceeds this requirement along both Street frontages. A minimum 10-foot landscape setback is required along the side and rear property lines. Landscaping along the interior side and rear property lines generally exceeds 10-feet except for approximately 80-feet along the west property line near the southwest corner of the site where no landscaping is proposed. The Planning Commission may modify the minimum landscape requirements as part of the use permit process. Staff believes a modification is warranted as this portion of the site is not visible from either street and landscaping in excess of the requirements is provided in more visually prominent areas of the site.
5. Screening - As noted above in discussion item #1, the loading docks on the east side of Building A face Devlin Road. Building A generally sits below the extension of Devlin Road. The finished grade at the northeast and southeast corners of Building A ranges from approximately 5 to 14 feet below the centerline of the road. A retaining wall runs from the approximate midpoint of the building toward the southeast corner of the building with maximum heights of 12-13 feet. The face of the retaining wall will not be visible from off-site. The landscape area near the northeast corner of the building increases to approximately 60-feet (excluding the area shown as future parking) providing a significant planting area for screening purposes. The grade differential in combination with the proposed landscaping will adequately screen views of the roll-up doors from Devlin Road.

6. Sheriff's Facility - The project site adjoins the Napa County Sheriff's facility along the west property line. The Sheriff is concerned about security of their facility. The Sheriff has requested that no trees be planted near the property line to prevent using the trees to help climb over the existing fence along the property line. The Sheriff would also like to ensure that adequate lighting is provided near the property line so that there would be no concealed areas or dark spots. Staff has recommended conditions of approval accommodating the Sheriff's request.

7. Sculpture - The site plan has been designed to create a focal point at the northeast corner of the site where Airport Boulevard intersects Devlin Road. In addition to an expansive entry treatment at the northeast corner of the Building B, additional site enhancements proposed at this corner include a 35-foot high open framed metal sculpture in the shape of a wine bottle, a curved stone-clad landscape wall that includes project signage, a roundabout for vehicle traffic and landscaping.

The design of the wine bottle sculpture include the initials of the complex. Section 18.116.065(F) of the County Code does not allow statuary used for advertising purposes. Although the Planning Commission may approve exceptions to the sign criteria in the AIASP or the Zoning Ordinance, staff does not recommend allowing signage on the wine bottle as it would be inconsistent with other actions in the AIASP regarding combining statues and/or sculptures and signage. The wine bottle/sign would also exceed height limits established for signs in the AIASP which allow low-profile monument signs approximately 4-feet high with 32 sq. ft. of sign area and one sign per street frontage. Additionally, the County Code prohibits any freestanding sign of which any part exceeds 15-feet in height (18.116.065(O)).

The details for the sculpture also include 6 light wells flush with the surface of the hardscape to uplight the sculpture. Staff has recommended a condition of approval that prohibits uplighting the sculpture as uplighting would interfere with airport operations and the safety of aircraft.

8. Signs - A Comprehensive Sign Program (CSP) is included with the proposal. The CSP includes two monument signs and wall mounted signs for potential tenants in each building. The monument signs are proposed at the northeast corner of the site and at the driveway on Airport Boulevard. The signs are incorporated into stone clad landscaping walls. The wall at the northeast corner of the site curves around behind the wine bottle statue, is approximately 56-feet long, and increases in height from 14-inches up to 5-1/2 feet. The sign copy is approximately 35 sq. ft. in area. The wall at the Airport Boulevard driveway is generally perpendicular to the road and is 26 feet long. The wall increases in height from 2 to approximately 5-3/4 feet with about 29 feet in sign area. Indirect lighting is proposed for both monument signs consistent with AIASP requirements.

Wall mounted signs are proposed on all three buildings. Any additional wall mounted signs would require a modification to the CSP subject to review and approval by the Planning Director. The wall signs are proposed to use halo lighting. However, this is inconsistent with the AIASP. A condition of approval is included requiring indirect lighting for the wall signs.

9. Wetlands - A seasonal drainage swale flows east to west on the northern third of the site. The site generally drains toward the swale from the north and southeast portions of the site. The swale exits the site at a drainage culvert that runs under Airport Boulevard just south of the proposed driveway. The swale is identified as jurisdictional wetlands by the project biologist. The proposal includes preserving portions of the swale where it enters and exits the site. The portion of the swale on the east side of the site would run under Devlin Road and would be crossed with a clear span road segment. Irregular U-shaped retaining walls would be constructed around the swale as it enters and exits the site. The walls would have maximum heights of approximately 8-10 feet because the swale would be below the finished surface of the parking lot. The high side or visible portions of the walls would be inside the "U" which would include landscaping to screen the walls to the extent feasible. The remainder of the swale would be piped through the site.

The intended approach to preserving portions of the swale could change based on the U.S. Army Corps of Engineers (Corps) determination of its jurisdiction and the proposed preservation measures. If modifications to the site plan where the swale enters/exits the site are needed to comply with Corps requirements it is recommended that the alterations be reviewed by staff prior to the issuance of building or grading permits.

Consistency with Standards:

All reviewing departments/agencies have found the project as proposed and conditioned to be consistent with their respective requirements and regulations.

1. Zoning - The IP:AC (Industrial Park: Airport Compatibility) allows speculative industrial buildings with the approval of a use permit. Site layout, building design, coverage, and setbacks comply with all applicable Airport Industrial Area Specific Plan (AIASP) and zoning regulations. While future tenants generally will not be subject to subsequent use permit reviews, future tenants will be reviewed by the Department for consistency with the AIASP prior to occupancy.
2. Building/Fire Code - The project has been designed to comply with all applicable building and fire codes. Access to the building is excellent. It is anticipated that the applicant will submit for building permits shortly after receiving approval.
3. Public Works - Public Works finds the the project, as conditioned, complies with industrial park development standards. An encroachment permit will be required for the construction of Devlin Road and the new driveways. Public Works has included conditions addressing compliance with regulations addressing grading, drainage, stormwater control, erosion, access, and parking lot standards.
4. Environmental Management - Conditions are required that address businesses generating and/or storing hazardous materials, solid waste and recyclable materials.
5. Other Agencies - The project has will-serve letters from the City of American Canyon and Napa Sanitation District regarding the provision of and connecting to municipal water and sewer services, respectively. Napa Sanitation District has also conditioned the project for compliance with applicable District requirements.

SUPPORTING DOCUMENTS

- A . Findings
- B . Proposed Conditions of Approval
- C . Review Agency Comments
- D . Draft Mitigated Negative Declaration/Initial Study/MMRP
- E . Initial Study Appendix - Biological Resources Assessment
- F . Initial Study Appendix - Plant Survey
- G . Initial Study Appendix - Wetland Mitigation
- H . Initial Study Appendix - Traffic Impact Analysis
- I . Initial Study Appendix - Water Supply Report
- J . Application Materials
- K . Project Graphics

Napa County Planning Commission: Approve

Reviewed By: John McDowell