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Agenda Date: 11/19/2014

Agenda Placement: 9A

## Napa County Planning Commission Board Agenda Letter

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**TO:** Napa County Planning Commission

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

**REPORT BY:** Sean Trippi, Principal Planner - 299-1353

**SUBJECT:** Napa Pipe Design Guidelines

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### **RECOMMENDATION**

#### **NAPA PIPE PROJECT: CEQA FINDINGS AND RECOMMENDATION TO BOARD OF SUPERVISORS TO ADOPT THE DESIGN GUIDELINES**

**CEQA Status:** A Final Environmental Impact Report (EIR) was prepared for the Napa Pipe Project and certified by the Board of Supervisors on January 14, 2013. An Initial Study/Addendum (Addendum) to the County's EIR was prepared by the City of Napa and adopted by the City of Napa City Council on July 22, 2014, concluding that the County's EIR for the Napa Pipe Project adequately identified and analyzed the potential environmental effects of the City providing municipal services to and potential annexation of the Napa Pipe Project site. Prior to taking action to recommend Board of Supervisors adoption of the ordinance regarding the action requested below, the Planning Commission will make CEQA findings to document the reasons why the County has determined that the EIR and Addendum provide coverage for the proposed action and that additional environmental review, in the form of a subsequent or supplemental EIR, is unnecessary prior to approval of the Design Guidelines.

**Request:** The matter before the Planning Commission is a recommendation to the Board of Supervisors to approve Design Guidelines associated with the Napa Pipe development, which consists of: (1) 700 dwelling units (up to 945 units with State required density bonus); (2) a 150-unit continuing care retirement center for seniors; (3) 40,000 square feet of neighborhood serving retail uses; (4) 10,000 square feet of office; (5) a 150-room hotel with supporting uses, (6) a 154,000 square foot membership warehouse retail store (such as a Costco) with a gas station; (7) publicly accessible and privately-maintained parks and open space; (8) community facilities/farm; (9) publicly accessible and privately-maintained roads; and (10) infrastructure. The Napa Pipe project is proposed on a 154 acre site located at 1025 Kaiser Road, Napa, approximately ¼ mile west of State Highway 121 and ¼ mile north of State Highway 29 (APN's: 046-400-030 & 046-412-005). The Napa River adjoins the west side of the site. The site is bisected by railroad tracks running north-south.

**Staff Recommendation:** Conduct a public hearing and (1) recommend that the Board of Supervisors make findings pursuant to CEQA, including adoption of a mitigation monitoring and reporting program and (2) recommend that the Board of Supervisors adopt an ordinance approving the Design Guidelines

**Staff Contact:** Larry Florin, 253-4621 or larry.florin@countyofnapa.org or Sean Trippi, 299-1353 or sean.trippi@countyofnapa.org

**Applicant Contact:** Keith Rogal, Napa Redevelopment Partners, (707) 252-7000

## **EXECUTIVE SUMMARY**

### **Proposed Actions:**

That the Planning Commission:

- (1) recommend that the Board of Supervisors make findings pursuant to CEQA, including adoption of a mitigation monitoring and reporting program; and,
- (2) recommend that the Board of Supervisors adopt an ordinance approving the Design Guidelines.

### **Discussion:**

At the conclusion of the Planning Commission hearing on October 29, 2014, the Commission recommended that the Board of Supervisors adopt ordinances approving the Development Agreement and Development Plan, and a resolution approving the tentative map for the Napa Pipe development proposal. Before development can occur on portions of the Napa Pipe site within the Napa Pipe zoning districts Design Guidelines must also be approved.

SiteLab, a consultant to the County of Napa has prepared draft design guidelines for the Napa Pipe project. These design guidelines, and the form based code that is included in them are intended to provide guidance to staff on future applications that are submitted for development.

## **FISCAL IMPACT**

Is there a Fiscal Impact?                      No

## **ENVIRONMENTAL IMPACT**

A Final Environmental Impact Report (EIR) was prepared for the Napa Pipe Project and certified by the Board of Supervisors on January 14, 2013. An Initial Study/Addendum (Addendum) to the County's EIR was prepared by the City of Napa and adopted by the City of Napa City Council on July 22, 2014, concluding that the County's EIR for the Napa Pipe Project adequately identified and analyzed the potential environmental effects of the City providing municipal services to and potential annexation of the Napa Pipe Project site. Prior to taking action to recommend Board of Supervisors adoption of ordinance regarding the action requested below, the Planning Commission will make recommended CEQA findings to document the reasons why the County has determined that the EIR and Addendum provide coverage for the proposed action and that additional environmental review, in the form of a subsequent or supplemental EIR, is unnecessary prior to Board approval of the Design Guidelines.

## **BACKGROUND AND DISCUSSION**

On June 4, 2013 the Board of Supervisors adopted a General Plan amendment which re-designated 135 acres of the 154 acre brownfield Napa Pipe Property from "Study Area" to "Napa Pipe Mixed Use." The General Plan amendment also described the uses and intensities allowed in the new land use designation. Approximately 19 acres remained designated "Study Area."

In conjunction with this action, the Board rezoned a portion of the Project site and created the Napa Pipe Zoning District. The site consists of two parcels, separated by a railroad right-of-way. The parcel on the west is 63 acres and identified as APN 046-412-005. The parcel on the east is 91 acres and identified as APN 046-400-030.

The zoning ordinance permits phased construction of a new mixed-use neighborhood which would include publicly-accessible open space and a combination of residential, neighborhood-serving retail, a hotel, and office space uses on the 63-acre portion of the site that lies between the Napa River and the railroad tracks. In addition, rezoning of approximately 17.5 acres east of the railroad tracks permits construction of a membership warehouse store (such as a Costco), associated surface parking and a gas station. Most of the 91-acre parcel east of the railroad tracks and adjacent to the Napa Valley Corporate Park retained its existing Industrial zoning. Some of this area would be used for project-related open space and roadways, and a community farm. Development on the 91-acre parcel could ultimately include up to 75,000 square feet of warehousing/distribution/ R&D uses and 90,000 square feet of office uses, excluding the area designated "Study Area." While maximum build-out under the zoning would permit more square footage, 165,000 sq. ft. was memorialized in the General Plan amendment, essentially "capping" the site's development. The entire site retains its existing Airport Compatibility (:AC) overlay zoning, and all development would be required to be compatible with the County's Airport Land Use Compatibility Plan.

The effect of the June 4, 2013, General Plan Amendment and Zoning Ordinance was to allow the Napa Pipe Project, subject to further approvals and various conditions including but not limited to a Development Plan, Design Guidelines and a Development Agreement. As noted above, the Planning Commission recommended that the Board of Supervisors adopt ordinances and a resolution regarding the Development Agreement, Development Plan and Tentative Map.

The purpose of the Development Agreement is to provide Napa Redevelopment Partners, LLC ("NRP") with a vested right to development of the Project for a period of years in accordance with the applicable laws and entitlements in effect at the time of Project approval in exchange for NRP's agreement to provide a package of public benefits in excess of that which could have been required under applicable laws. The Development Plan provides a detailed site plan with associated land uses and improvements of the public realm (open space, streets, etc.) and works in conjunction with the Design Guidelines which establish the look and character of the buildings within the project area. Associated with the Development Plan is the tentative subdivision map establishing the block pattern, roads, open space parcels and utilities. The tentative map will implement the Development Plan and initial division of the site in compliance with the Subdivision Map Act, and in addition to infrastructure improvement plans and improvement agreements will be a vehicle to ensure implementation of the mitigation measures and other conditions of approval.

### **Design Guidelines**

The Napa Pipe-related zoning ordinance and General Plan amendment adopted by the Board of Supervisors in June 2013 required development of design guidelines before development can occur on portions of the Napa Pipe site within the Napa Pipe zoning districts. County and City officials have discussed developing design guidelines that can serve as a regulatory tool, including a "form based code", ensuring that the quality and form of development are consistent with both jurisdictions' expectations even if the current developer sells the site to other builders in the future.

Prior to development of the design guidelines, members of the Napa County Planning Commission and the Napa City Planning Commission took a field trip on July 8, 2013, touring residential development sites in Hercules,

Emeryville and San Mateo. At each location, the Commissioners had an opportunity to discuss issues that informed the development of the design guidelines for the Napa Pipe site. The trip was led by Evan Rose and Eleanor Pries of SiteLab, the County's urban design consultants. A subsequent joint City-County Planning Commission study session on July 24, 2013, to re-cap the field trip, including what Commissioners saw and learned at each stop. Following the re-cap and discussion, Mr. Rose presented a proposed outline for the design guidelines, the organizational structure for the guidelines, and a common understanding of the terminology and function of various elements of the guidelines.

Members of the Napa County Planning Commission and the Napa City Planning Commission discussed a variety of issues that further refined the Napa Pipe Design Guidelines including the organization, function and use of the design guidelines. Joint study sessions with the Napa City Planning Commission were held on February 6 and April 23, 2014. Subsequent meetings with the County Planning Commission were held on February 19, 2014, and March 19, 2014.

SiteLab, a consultant to the County of Napa has prepared design guidelines for the Napa Pipe project. These design guidelines, and the form based code that is included in them are intended to provide guidance to staff on future applications that are submitted for development. On February 6 and April 23, 2014, joint sessions with both the Napa County and Napa City Planning Commissions were held. At the conclusion of those two meetings, it was determined that a sub-committee (a 2x2) comprised of two Planning Commissioners from each jurisdiction would review the Design Guidelines and report back to their respective Commission's. At subsequent meetings, the County Planning Commission discussed organizational structure for the guidelines, developed a common understanding of the terminology and function of various elements of the guidelines, the review process for future development, the range and appropriateness of the architectural styles.

On November 10, 2014, Eleanor Pries of SiteLab presented the revisions to the Design Guidelines (dated October 15, 2014) to the 2x2 sub-committee, and County and City staff. At the conclusion of the presentation, the 2x2 generally agreed that the Design Guidelines addressed the Commission's comments and concerns. The revisions, summarized below and described in more detail in the attached memorandum from SiteLab, have been incorporated into the most current version of the Design Guidelines, dated November 19, 2014. This document is available on the County's web site. A link is provided below.

### Revisions

Chapter 1 - The revisions to chapter 1 generally address processing project submittals for compliance with the Design Guidelines, including exceptions and appeals and consistency with the other regulatory documents (Development Agreement and Development Plan)

Chapter 2 - Revisions to this chapter include new block layouts, updated maps and an expanded public art section.

Chapter 3 - Revisions include new definitions, increased front setbacks in the residential section to provide for more options related to stops, setbacks in shared driveways to prevent parking that would block access, and setbacks in the office section to enhance the street views.

Chapter 4 - Added a few new standards per Affordable Housing test fits, updated Large Format Retail section regarding screening of rooftop equipment, entry design, paving, materials, signage, and parking lot design, a separate parking/loading/service section, and updated images and graphics including materials, massing and articulation.

Chapter 5 - Added guidelines on signage and safety related to public safety concerns, added landscape sections for Hotel, Garage, and Large Format Retail landscape, screening, shading, paving, bicycle parking, pedestrian pathways, irrigation, signage, and lighting. updated images and graphics (for new sections)

Chapter 6 -- Appendix A, Updated the matrices for standards; Appendix B, Updated stylebook with Stylebook process (advisory), restructured precedents, new precedents, and updated/embellished images/graphics and added new graphics for windows and roofs; and, Appendix C, added a glossary

The Design Guidelines can be accessed via the countywebsite at the Napa Pipe page at <http://www.countyofnapa.org/NapaPipe/>

**SUPPORTING DOCUMENTS**

- A . CEQA Findings
- B . Design Guidelines Ordinance
- C . Summary of Design Guideliens Revisions
- D . Correspondence

Napa County Planning Commission: Approve

Reviewed By: Charlene Gallina