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Agenda Date: 12/19/2018

Agenda Placement: 7B

Napa County Planning Commission Board Agenda Letter

TO: Napa County Planning Commission

FROM: Charlene Gallina for 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

RECOMMENDATION

Amendments to the Circulation Elements of the Napa County General Plan and Napa Valley Business Park Specific Plan, P18-00390-GPA and P18-00301-SPA

CEQA Status: Consideration of a Supplement to the Environmental Impact Report (EIR) certified for the 2008 Napa County General Plan Update (CEQA Guidelines Section 15163). According to the proposed Supplement to the EIR, the proposed project would not have any new or worsened significant environmental impacts as compared to those identified in the certified EIR for the adopted Napa County General Plan. The 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.

Request: 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. In correlation with the proposed General Plan amendment and consistent with 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 travel lane and introducing a class 1 multi-use path within the public right-of-way.

Staff Recommendation: Consider the proposed Supplement to the EIR and make a recommendation to the Board of Supervisors on the proposed amendments to the Circulation Elements of the General Plan and Specific Plan.

Staff Contact: Dana Ayers, Planner III, (707) 253-4388 or dana.ayers@countyofnapa.org

EXECUTIVE SUMMARY**Proposed Action:**

That the Planning Commission open the public hearing, accept testimony, close the public hearing, and adopt the proposed Resolution (Attachment A) recommending that the Board of Supervisors consider the Supplement to the General Plan EIR (2008) and amend the Circulation Elements of the Napa County General Plan and Napa Valley Business Park Specific Plan.

Discussion:

In April 2018, in accordance with direction from the Napa County Planning Commission and Board of Supervisors, the Napa County Planning Division made available for public comment a Draft Circulation Element amendment, dated March 2018. In that Draft Circulation Element, demographic data and observed transportation trends were updated from those of the adopted Circulation Element (2008), using 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. The text of the document was 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. The Draft Circulation Element also incorporates current trends and best practices in transportation system planning policy, as well as statewide regulatory changes in the methodologies for assessment of project traffic impacts.

Staff and the County's transportation consultant received several comment letters and emails on the March 2018 Draft Circulation Element and subsequently made additional revisions to the text of the document. At this meeting, staff will summarize the differences between the March and current (October 2018) versions of the Draft Circulation Element.

In addition to the proposed amendment to the General Plan Circulation Element, staff recommends that a corresponding amendment be made to the Napa Valley Business Park Specific Plan to modify the cross section of an unbuilt portion of Devlin Road. The amendment would remove one travel lane from the proposed four-lane section, leaving one northbound lane, one southbound lane, and one center, two-way left turn lane; would retain on-street class 2 bicycle lanes; and would replace sidewalk on one side of the street with a class 1 multi-use path. In addition to retaining the pedestrian way and providing a safer off-street option for bicyclists consistent with the multimodal goals of the Draft Circulation Element, the revised section would be a reduced scope project with fewer construction costs, fewer environmental impacts, and would facilitate construction of the State Route 29 reliever route on a shorter timeline.

Staff has prepared a Supplemental EIR that evaluates the proposed amendments to both planning documents and concludes 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. Staff recommends that the Planning Commission consider the information provided in the Supplemental EIR and recommend to the Board of Supervisors that the Board adopt the Specific Plan amendment (as above described) and the October 2018 Draft Circulation Element as the new Circulation Element of the Napa County General Plan.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

Consideration 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 previously disclosed in the previously certified General Plan EIR (2008). A link to the General Plan EIR (2008) is provided in Attachment F. 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. The focus of today's meeting is the Draft Circulation Element, as revised in response to public comments received since the last public review draft (dated March 2018) was released in April 2018.

Draft Circulation Element - Summary of Proposed Changes to March 2018 Public Draft

As explained in the May 2, 2018, Planning Commission staff report, 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, wherein less emphasis is placed on modifying the roadway network to optimize automobile movement. Instead, emphasis is placed on 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 by reducing single-occupant automobile trips and expanding transportation options that provide alternatives to cars. Cascading benefits of reduced vehicle trips include improvements in air quality and public health, as air pollutants from vehicle emissions are reduced and people are provided better opportunities to utilize more active transportation options (walking and bicycling). The agenda letter from the May 2, 2018, Planning Commission meeting is attached to this staff report as Attachment D.

Comment letters and emails on the March Draft Circulation Element came from a combination of individuals, public agencies, nonprofit organizations, and industry representatives. Commentors suggested clarifications on the descriptions of transit facilities and class 1 multi-use paths, such as the Napa Valley Vine Trail, that currently serve travelers in the County but that did not exist in 2008, and they suggested that the destinations of visitor trips be clarified to include the variety of wine-related and non-wine-related attractions in the County. Commentors also requested that the Draft Circulation Element contain stronger commitments toward completion of the Napa Valley

Vine Trail and recognition of the importance of Priority Development Areas (PDAs) in the regional effort to strategically focus investments in urban and suburban cores and transit-accessible locations as a means to reduce vehicle trips. Each of the comment letters and emails staff received is attached to this staff report as Attachment E.

In response to the comments received, staff revised the March Draft Circulation Element into the current Draft Circulation Element dated October 2018. The revised draft is attached to this staff report as Attachment C, with changes from the March draft noted in track changes (a clean version is attached to the proposed Resolution, Attachment A). Revisions, in summary: 1) corrected current transit system information; 2) added information about the Vine Trail construction to date and data about its use; 3) revised information about visitors and visitor destinations in the County; and 4) added reference to PDAs in the County (currently, one each in the cities of American Canyon and Napa). Other changes were made for better readability or to broaden existing policies by removing text limiting vehicle trip reduction programs to certain employers or seasons (Policies CIR-9 and CIR-20). Specific text suggested to be included to stress stronger commitment to completion of the Vine Trail was considered, but similar to the comments made on the TDM programs, staff believed it to be too specific, and as an alternative approach added text to more broadly support enhancement of bicycle and pedestrian facilities (Policies CIR-12 and CIR-27). Such facilities include the Vine Trail but, with the revised text, could also support construction of other class 1 trails and class 2 bike lanes, to establish a larger network of pedestrian and bicycle options in the County. It is also recommended that the County make stronger commitments toward transportation demand management in two new action items (Action Items 23.1 and 23.2) added to the Draft Circulation Element.

Napa Valley Business Park Specific Plan 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-27 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 multimodal facilities as improvements necessary to benefit the efficiency of the County's transportation system.

Future Actions

At this meeting, the Planning Commission is requested to: 1) review the current Draft Circulation Element and draft Specific Plan amendments, attached to this staff report as Exhibits A and B to Attachment A; 2) accept additional public testimony during the public hearing; 3) consider the Supplement to the General Plan EIR (Attachment B); and 4) make a recommendation to the Board of Supervisors to adopt the October 2018 Draft Circulation Element (incorporating any additional revisions that the Commission believes to be appropriate) as the Circulation Element of the General Plan, and to adopt the above-described amendment to the Circulation Element of the Specific Plan with respect to Devlin Road.

Following Board action on the recommended amendments, the consultant and staff will complete a 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 might include changes to the parking chapter of the Zoning Ordinance to establish requirements for additional multimodal 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 may 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 Recommending Board Adoption of Amendments
- B . Supplement to the 2008 General Plan EIR
- C . Draft Circulation Element (October 2018 with track changes)
- D . May 2, 2018, Planning Commission Staff Report
- E . Public Comments
- F . General Plan EIR (2008) and Board Resolution of Certification

Napa County Planning Commission: Approve

Reviewed By: Vincent Smith