



A Tradition of Stewardship
A Commitment to Service

Agenda Date: 9/17/2014

Agenda Placement: 9A

Napa County Planning Commission Board Agenda Letter

TO: Napa County Planning Commission

FROM: Charlene Gallina for Lawrance Florin - Director
Housing and Intergovernmental Affairs

REPORT BY: Nancy Johnson, Housing and Community Development Program Manager - 707-299-1352

SUBJECT: 2014 Housing Element

RECOMMENDATION

PROPOSED GENERAL PLAN AMENDMENT (2014 HOUSING ELEMENT & AMENDMENTS TO THE SAFETY ELEMENT OF THE GENERAL PLAN)

Title: A RESOLUTION OF THE NAPA COUNTY PLANNING COMMISSION, STATE OF CALIFORNIA, RECOMMENDING THAT THE NAPA COUNTY BOARD OF SUPERVISORS: (1) REPLACE THE EXISTING HOUSING ELEMENT WITH THE 2014 HOUSING ELEMENT; (2) AMEND THE SAFETY ELEMENT OF THE NAPA COUNTY GENERAL PLAN; AND (3) ACCEPT THE 2014 ADDENDUM TO THE 2009 HOUSING ELEMENT FINAL EIR

CEQA Status: Consideration and possible acceptance of an Addendum to the 2009 Housing Element Final EIR adopted on June 29, 2009 for the 2014 Housing Element (CEQA Guideline Section 15164). The previously adopted Final EIR adequately describes the activities for purposes of CEQA. There is no new information of substantial importance, no new effects would occur and no new mitigation measure would be required as discussed more fully in the attached Addendum which was prepared for this project.

Request: Recommendation to the Board of Supervisors to adopt by Resolution, the 2014 Housing Element for the planning period of January 31, 2015 to January 31, 2023, accept the Final EIR Addendum and adopt an amendment to the General Plan Safety Element to comply with Senate Bill 1241. State law requires every city and county to update the Housing Element of its General Plan periodically. The most recent update of Napa County's Housing Element was adopted in 2009 and covered a period of time that will end this year. The interval between updates had been increased from five (5) years to eight (8) years, beginning with the current update.

Staff Recommendation: Hold a public hearing and adopt a resolution recommending acceptance of the Final EIR Addendum, adoption of the 2014 Housing Element and amendments to the Safety Element of the General Plan.

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EXECUTIVE SUMMARY

Proposed Actions:

That the Planning Commission:

1. Hold a public hearing and adopt the attached resolution recommending acceptance of the Final EIR Addendum and adoption of the 2014 Housing Element and General Plan Safety Element amendments (Attachment A); and
2. Make a recommendation to the Board of Supervisors for subsequent adoption.

Discussion:

Since the presentation of the Initial Draft Housing Element on March 5, 2014, staff has made recommended revisions as a result of comments and the direction given by the Planning Commission, and the Draft Housing Element was submitted to the State Department of Housing and Community Development (HCD) for its review. The statutory requirements for state review are contained in Government Code Section 65585. Following receipt of HCD's comments in May, 2014, staff has made additional revisions to the Draft. The Planning Commission will forward a recommendation to the Board of Supervisors, who will conduct a noticed public hearing in November before acting on the proposal.

The General Plan Amendment would adopt the 2014 Housing Element and also make other changes to the Safety Element to comply with Senate Bill 1241.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

Because the changes to the Housing Element are minor or needed for consistency with the Board's previous actions regarding Napa Pipe, an Addendum to the EIR for the 2009 Housing Element has been prepared. The Commission is required only to find that it has reviewed the EIR Addendum and the 2009 Housing Element Final EIR and that no supplemental or subsequent EIR is required because there are no substantial changes in the Housing Element resulting in new environmental impacts; no changes in circumstances or new information of substantial importance shows new environmental impacts; and no new mitigation measures are required. The appropriate findings are contained in the attached resolution (Attachment B). A full copy of the 2009 Housing Element Final EIR (Attachment C) can be found on the Napa County's Website at <http://www.countyofnapa.org/PBES/HousingElement/>

BACKGROUND AND DISCUSSION

Pursuant to State law, Napa County must adopt an updated Housing Element by January 31, 2015 and submit it to HCD for review. The Housing Element is subject to formal State review and determination as to conformance with the statute. State law includes specific requirements for both content and process regarding periodic Housing Element updates. Content requirements include, for example, a housing needs assessment, a housing site inventory, as well as goals, policies, programs and objectives related to the production of housing sufficient to satisfy a broad spectrum of community needs. The County is addressing these requirements by preparing two distinct documents - a Policy Document and a Housing Needs Assessment, with draft versions of both being presented today. The County's current Housing Element (adopted in 2009) has recently been determined by HCD to be in conformance with state law.

Regarding the requirements for public participation, County staff has held two public workshops - one in Napa (October 28, 2013) and one in St. Helena (November 6, 2013). Interviews were also conducted with housing and industry groups. In addition to comments received from the public and the Commission at today's meeting and the Commission meeting held on (March 5, 2014), the public may provide comments at any time during the update process prior to adoption. This includes opportunity to comment as part of the HCD review process.

HCD's review of the Draft occurred between late March and late May, with their comments being quite limited, all of which have been addressed in this version. Any additional comments received at this hearing will be addressed, if necessary, in the version that is brought to the Board of Supervisors for adoption, on November 25, 2014, well in advance of the January 31, 2015 deadline.

Each city and county is responsible for planning to accommodate its "fair share" of regional housing need, which is determined through the Regional Housing Needs Allocation process, of RHNA. In years past, the Association of Bay Area Governments (ABAG) has allocated housing needs directly to each jurisdiction in the Bay Area. However, for the current cycle, Napa County and its cities chose to receive a "lump sum" of subregional RHNA allocation and to then allocate those needs amongst the County and five cities, all of which are also engaged in updating their housing elements.

This approach, along with the recent integration of the RHNA process with SB 375, which addresses regional growth in a comprehensive fashion, has resulted in a larger proportion of the regional housing needs being allocated to central cities, particularly those with substantial public transit systems.

In the case of unincorporated Napa County, for example, this approach has resulted in a significant reduction in RHNA allocation to 180 housing units for this new 8-year cycle, compared to 651 units in the prior Housing Element cycle. The RHNA allocation is further broken down by affordability levels, ranging from "Above-Moderate (income)" to "Very Low (income)". The lower RHNA in this Housing Element cycle helps the County meet its responsibility to plan for housing while remaining consistent with the County's fundamental land use policies that focus on preservation of agriculture and directing urban development into cities.

The County's recent actions related to the Napa Pipe property will enable the County to accommodate its full RHNA allocation on sites where multi-family housing is allowed by right.

It is worth emphasizing that State housing element law mandates city and county planning for housing but does not mandate the actual development of that housing. Local governments are primarily held responsible for zoning sufficient land within their respective jurisdictions to accommodate their RHNA allocation, while it is understood that the private sector - largely driven by market conditions - bears the primary responsibility for creating the units.

Housing Needs Assessment

The first of the two documents being presented today is the Housing Needs Assessment (HNA). This document is primarily focused on the presentation of data and information related to various segments of the population and

the extent to which their housing needs are being adequately addressed. The primary findings in this iteration of the HNA, as compared with the previous update (2009) are as follows:

- | As mentioned above, the State-mandated RHNA requirements are significantly lower than in the past;
- | The trend toward an older population has continued;
- | The developmentally disabled population is now explicitly addressed as a Special Needs Category, as required by state law;
- | The composition of the farm worker population has changed, with a higher proportion of farm workers having become residents and accompanied by other family members;
- | The overall population of the unincorporated area has declined while population in the incorporated cities has increased; average household size has also declined in the unincorporated area. The decline in the unincorporated area population may be due to more residences being used as second homes, reflected in a significant increase in the vacancy rate to 20%; and
- | Employment growth in the unincorporated area was somewhat slower than in the County as a whole over the past 13 years, but has matched countywide employment growth more recently.

The only revisions made to this document since the Planning Commission Meeting of March 5, 2014 relates to the provision of additional detail regarding the number and characteristics of Extremely Low-Income Households. An abbreviated copy of the revised Draft Housing Needs Assessment has been attached (Attachment D). A full copy can be found on the Napa County's website at <http://www.countyofnapa.org/PBES/HousingElement/>

Policy Document

The Policy Document is informed by the Needs Assessment, and, indeed, summarizes some of its findings at the outset. However, its more significant role is to articulate the County's housing policies at multiple levels of detail. These various categories include Goals, Policies, Programs and Objectives.

In some cases they are very broad and in others, very specific. While the County's primary land use philosophy of agricultural preservation in the unincorporated area with the preponderance of both residential and commercial development occurring in the cities of Napa County remains at the forefront of the Housing Element, as well as the General Plan, the Draft Housing Element contains some noteworthy policy changes relative to the 2009 Housing Element. (Refer to Attachment E)

- | Rezoning of the former Napa Pipe property has been completed, thereby making it available for residential development and, in turn, addressing the County's RHNA allocation;
- | Policies and Programs related to the redevelopment of Mobilehome Parks have been modified to more explicitly acknowledge their contribution to affordable housing stock and encourage retention of existing affordable units and provision of new affordable units within mobilehome parks;
- | Increase cooperation with cities, as evidenced by the Subregional Allocation approach to RHNA process and the Joint Affordable Housing Task Force process;
- | The formalization of the Workforce Proximity Program that has provided financial assistance to those households that are seeking housing in close proximity to their workplace; and
- | New program to encourage the development of new farm worker housing facilities tailored towards family occupancy.

Since the Planning Commission review of this document in March, as well as HCD's subsequent review, some of the additional revisions to this document include the following:

- | Establishment of Objectives relating to the conservation of existing affordable housing units, focusing on Mobile Home Parks and Farm Worker Housing;

- | Strengthening language related to Fair Housing services outreach;
- | Adoption of a policy establishing a contingency plan for providing water service to the Napa Pipe property; and
- | Additional information in Housing Site Inventory, focusing on sites at Napa Pipe, Spanish Flat and Moskowite Corner.

Additionally, California Senate Bill 1241 requires every city and county to revise safety element requirements for state responsibility areas and very high fire hazard severity zones, as specified. Furthermore, it requires the safety element, upon the next revision of the housing element on or after January 1, 2014 to be reviewed and updated as necessary to address the risk of fire in state responsibility areas and very high fire hazard severity zones, taking into account specified considerations, including, among others, the most recent version of the Office of Planning and Research's "Fire Hazard Planning" document. Today's action includes an amended version of the Safety Element of the General Plan pursuant to Senate Bill 1241 requirements (Attachments F & G).

SUPPORTING DOCUMENTS

- A . Final Draft Resolution
- B . Addendum to the Napa County Housing Element Update EIR
- C . 2009 Housing Element Final EIR (Cover Sheet)
- D . Draft Final Housing Needs Assessment
- E . Draft Final Housing Element
- F . Proposed Revisions to Safety Element - Fire & Flooding Hazards
- G . Wildland Fire Background Information

Napa County Planning Commission: Approve

Reviewed By: Charlene Gallina