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Agenda Date: 9/18/2013

Agenda Placement: 9A

Napa County Planning Commission Board Agenda Letter

TO: Napa County Planning Commission

FROM: Charlene Gallina for Hillary Gitelman - Director
Planning, Building and Environmental Services

REPORT BY: Brian Bordona, Supervising Planner - 259-5935

SUBJECT: Napa County Jail EIR Public Hearing

RECOMMENDATION

**NAPA COUNTY JAIL PROJECT.
PUBLIC HEARING ON THE DRAFT ENVIRONMENTAL IMPACT REPORT.
APN's: 046-370-021 (Pacific Coast Parcel) and 046-370-024 (Boca Parcel).**

CEQA Status: Napa County has completed a draft environmental impact report (DEIR) analyzing the potential environmental impacts of the County Jail Project, which includes acquiring property and constructing a new jail on approximately 15 to 20 acres in unincorporated Napa County. The DEIR was released for public and agency review and comment beginning August 16, 2013. The public comment period is scheduled to end at the close of business on September 30, 2013. Interested agencies, organizations, and members of the public are encouraged to submit written comments to planning staff prior to that date. Oral or written comments may also be submitted to the Planning Commission during this agenda hearing or at another hearing scheduled for this purpose on September 18, 2013 (tonight) at 6:00 PM in the Hall of Justice Training Room, 1125 Third Street in Napa.

Request: This is a public hearing to receive comments regarding the Draft Environmental Impact Report (EIR) that has been prepared to analyze potential direct, indirect and cumulative environmental impacts as a result of the proposed Napa County Jail Project.

Under the project, the County would acquire property and construct a new jail with an initial capacity of 366 beds and core support facilities designed to accommodate expansion up to 526 beds in the event the County needs to add bed capacity at some point in the future. Ancillary facilities would include a storage and maintenance unit, administrative offices, food services, laundry, medical and mental health units, programming rooms, visiting areas, and inmate intake and release. Additionally, a staff-secure facility would be constructed to house 50 to 100 additional inmates, and would serve as a transitional step for inmates moving back to the community. The existing jail, located in downtown Napa, would remain in use as a day-holding facility for pre-trial inmates with Court appointments, and would also continue to accommodate County offices and meeting space. Construction will be phased, beginning with the construction of 366 beds and/or the staff-secure facility. The construction schedule is

contingent upon funding for property acquisition and construction. Additional phasing to construct the additional 160 beds is unknown and unforeseeable at this time. Following site-selection, the project would involve a General Plan amendment to re-designate the site from "Study Area" to "Public Institutional." City of Napa, Napa Sanitation District (NSD), and Local Agency Formation Commission (LAFCO) approvals would be required to provide water and sewer services to the site.

Staff Recommendation:

Public hearing only. No action is requested.

Staff Contact:

Brian Bordona, 259-5935 or email:brian.bordona@countyofnapa.org.

EXECUTIVE SUMMARY

Napa County planning staff has worked with the environmental consulting firm of Ascent Environmental to prepare a DEIR regarding the Napa Jail Project. The DEIR has been prepared and is being circulated for public and agency review comments pursuant to requirements of the California Environmental Quality Act (CEQA), the State CEQA Guidelines, and Napa County's local procedures for implementing CEQA. During the public comment period, members of the public are invited to submit written or email comments to the County planning staff, or may comment orally at one of the scheduled public hearings. All substantive comments on the DEIR must be responded to in a Final EIR before the County can take action on the project.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

ENVIRONMENTAL DETERMINATION: Napa County has completed a draft environmental impact report (DEIR) analyzing the potential environmental impacts of the County Jail Project, which includes acquiring property and constructing a new jail on approximately 15 to 20 acres in unincorporated Napa County. The DEIR was released for public and agency review and comment beginning August 16, 2013. The public comment period is scheduled to end at the close of business on September 30, 2013. Interested agencies, organizations, and members of the public are encouraged to submit written comments to planning staff prior to that date. Oral or written comments may also be submitted to the Planning Commission during this agenda hearing or at another hearing scheduled for this purpose on September 18, 2013 (tonight) at 6:00 PM in the Hall of Justice Training Room, 1125 Third Street in Napa.

BACKGROUND AND DISCUSSION**Background**

The existing Napa County Jail is located at the Hall of Justice at 1125 3rd Street in downtown Napa. Built in

1976, the Hall of Justice consists of approximately 72,800 square feet located on approximately one acre. In 1989, the Jail Annex was constructed as an attachment to the Hall of Justice; the Annex consists of 51,900 square feet. The existing jail is approximately 53 feet tall and includes 264 beds plus an additional 13 beds reserved for transfer holding bunks/non-rated beds assigned to disciplinary isolations and medical and mental health services (277 beds total). As of 2011, the existing jail employs 87 full-time equivalent (FTE) staff. In addition to housing the jail, the Hall of Justice provides office space for approximately 48 FTE County employees and contains meeting space, classrooms, and offices for the Community Corrections Service Center and the County's contractor, BI, Inc.

In November 2004, at the direction of the Napa County Board of Supervisors (Board), a Criminal Justice Committee was formed to identify and address the County's jail and other adult correctional system needs over the next 20 years. The Board's direction was to embark on a well thought out effort to assess the operation of the local criminal justice system and its effect on jail use, and to make reasoned decisions on various issues, including, but not limited to, whether additional jail beds were needed. The culmination of activities by the Committee as well as various consultants led to the preparation of the *Napa County Adult Correctional System Master Plan*, which was prepared as three, phased reports in 2007, 2008, and 2010. These reports identified deficiencies in programs, practices, and capacity. Specifically, and according to findings presented in the *Napa County Adult Correctional System Master Plan Phase 1 Final Report (Napa County 2007)*, it was determined that the existing jail has physical and functional deficiencies in the following areas:

- Inmate Housing, including insufficient capacity;
- Inmate Processing; y Indoor/Outdoor Recreation;
- Medical and Mental Health Services;
- Inmate Programs;
- Food Preparation and Dining; and
- Building Maintenance and Building Equipment

2011 Public Safety Realignment

Napa County (County) has been considering demolition and expansion of the existing jail for several years, to accommodate a growing inmate population, provide up-to-date security, and increase the operating efficiency of the facility. Meanwhile, two events have accelerated the need for more capacity: implementation of Assembly Bill (AB) 109 "Realignment" of the California Correctional Sstem, which allows lower risk offenders to serve their sentence in County Jail instead of State prison; and the State budget challenge, which has resulted in lower funding for courts.

Project Objectives

The County has developed the following objectives for the project:

- Develop a cost-effective and state of the art jail facility that provides adequate and efficient inmate housing, programming, medical, and mental health space in compliance with relevant requirements;
- Provide for the efficient and timely transportation of inmates to and from court appearances;
- Meet the goals of the *Napa County Adult Correctional System Master Plan*;
- Accommodate 366 beds in the near term, with possible expansion to 526 beds in the future;
- Assist in meeting the goals outlined in the County's approved community correctional plan; and
- Ensure the jail is compatible with its neighborhood context and incorporates sustainable design features to the maximum extent feasible.

Project Location

The project site is located in unincorporated Napa County, approximately two miles from downtown Napa. The new jail would be located on one of two contiguous parcels that are currently privately owned and zoned for industrial use (Pacific Coast parcel: assessor's parcel number [APN] 046-370-021; Boca parcel: APN 046-370-024). Portions of both parcels are currently used for equipment storage, retail and wholesale of building materials, and an impound yard for a local towing company. The majority of the site has been previously graded, graveled, and paved. Site access is provided by Napa-Vallejo Highway/State Route (SR) 221 and the private roadway serving the adjacent Syar Napa Quarry.

Further site planning and design will be needed to determine precisely where the new jail will be located on one or both of these parcels. However, the analysis included in this EIR evaluates two site development layouts and assesses impacts associated with development of one or both parcels.

Project Characteristics

The County proposes to acquire property and construct and operate a new jail, including a staff-secure facility, on approximately 15 to 20 acres in unincorporated Napa County. The three main components of the proposed project include:

- **New Jail.** The jail would be designed with an initial capacity of 366 beds, but would include core support facilities designed for expansion and occupancy of up to 526 beds in the event the County needs to add bed capacity at some point in the future. Ancillary facilities would include a storage and maintenance unit, administrative offices, food services, laundry, medical and mental health units, programming rooms, and inmate intake and release.
- **Staff-Secure Facility.** This facility would house 50 to 100 additional inmates, and would serve as a transitional step for inmates moving back to the community. The facility would also provide programming space, recreational areas, and staff offices, as well as kitchen and laundry space.
- **Use of Existing Jail.** The existing jail, located in downtown Napa, would remain in use as a day-holding facility for pre-trial inmates with Court appointments, and would also continue to accommodate County offices and meeting space.

There are currently 96 staff positions at the existing Downtown Jail. Based on the County's analysis, approximately 32 new staff would be required for a 366-bed facility, bringing the total staff at the project site to approximately 128. If the project were ultimately expanded to 526 beds, approximately 74 new staff (in addition to the 128 staff projected for the 366-bed facility) would be required, bringing the total staff at the project site to approximately 170. In addition, approximately 40 new staff would be needed for the staff-secure facility. The proposed facilities would operate 24 hours a day year-round, with three eight-hour shifts (watches) and an overlapping administrative shift. New employees would include correctional officers, administrative staff, and other types of support staff. Construction of a 366-bed jail and staff-secure facility is anticipated to begin in March 2016 and would be completed in approximately 24 months. The new jail is planned to be fully operational by March 2018. Additional phasing to construct the additional 160 beds is unknown this time.

Napa County has completed a draft environmental impact report (DEIR) analyzing the potential environmental impacts of the County Jail Project, which includes acquiring property and constructing a new jail on approximately 15 to 20 acres in unincorporated Napa County. The DEIR was released for public and agency review and comment beginning August 16, 2013 and closing on September 30, 2013. Interested agencies, organizations, and members of the public are encouraged to submit written comments to planning staff prior to that date. Oral comments may also be submitted to the during this agendized hearing or at another hearing scheduled for this purpose on September 18, 2013 (tonight) at 6:00 PM in the Hall of Justice Training Room, 1125 Third Street in Napa.

The DEIR is available for review at the Planning, Building and Environmental Services Department located at 1195 Third Street, 2nd Floor, the County Library located at 580 Coombs Street and can also be found on the County's

website at: www.countyofnapa.org/pbes/jailEIR/. Comments may also be submitted to the County's website at: jailproject@countyofnapa.org.

SUPPORTING DOCUMENTS

None

Napa County Planning Commission: Approve

Reviewed By: John McDowell