



## MEMO

**TO: CHAIR HUETHER, MEMBERS OF THE PLANNING COMMISSION**

**FROM: MICHAEL WALKER, SENIOR PLANNER**

**DATE: SEPTEMBER 1, 2022**

**SUBJECT: REVIEW OF GENERAL PLAN AND EIR**

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On August 18, the Planning Commission continued review of the City's General Plan and corresponding Environmental Impact Report (EIR) to the September 1, 2022 Planning Commission agenda.

Based on comments received during the August 18 Planning Commission meeting, Staff has made additional edits to the Redline Draft General Plan (see Attachment 3). Minor edits have also been made to the Final EIR (see Attachment 6). A summary of edits are provided below. All other attachments provided at the August 18<sup>th</sup> Planning Commission meeting are unchanged.

### **Transportation Element**

Based on comments received, additional edits have been made to Transportation Goals and Policies. Notably, Policy TE 2-7 has been edited to include references to reducing "high-volume and high-speed traffic" on residential streets in direct response to the request from Slow Down Napa.

To address comments from the Napa County Bicycle Coalition regarding Level Of Service (LOS) for all modes (not just vehicles) and mode shift targets, Staff highlights existing policies within the General Plan. Policy TE 1-1 addresses multi-modal movement and, specifically states, "Explore opportunities to develop multi-modal level of service (LOS) objectives and performance targets with different priorities depending on road types." Policy TE 3-6 addresses implementation of the adopted City of Napa Bicycle Plan, specifically, "... work to implement the bicycle facilities shown in Figure 3-2" which seeks to complete the citywide bicycle network. The City of Napa Bicycle Plan contains specific goals and policies that support the overall vision of the Plan. Specifically, achieving a 10-percent mode shift target by 2035. Because the City of Napa Bicycle Plan provides the specific implementation tools to achieve mode shift targets, Staff recommends the General Plan provide policies to implement the current Bicycle Plan as it may be amended in the future.

**Climate Change and Sustainability Element**

The Background and Purpose Section has been updated with a broader description of sustainability which encompasses a focus on being environmentally resilient – while balancing the City’s economic, social, and environmental needs.

**Economic Development Element**

Based on comments received, additional edits have been made to the text and Goals and Policies of the Economic Development Element. Specifically, language has been updated in the Workforce Development and Equity section of Chapter 10.3 and to Policy ED 2-1.

**ATTACHMENTS**

- ATCH 1 – Draft Resolution – EIR
- ATCH 2 – Draft Resolution – General Plan
- ATCH 3 – Redlined General Plan
- ATCH 4 – Updated Land Use Plan Map
- ATCH 5 – Draft EIR (includes recirculated Draft EIR)
- ATCH 6 – Final EIR Chapters 1 - 3
- ATCH 7 – General Plan Public Comments
- ATCH 8 – August 18 PC Late Communications



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**PLANNING COMMISSION STAFF REPORT  
 AUGUST 18, 2022**

**AGENDA ITEM 7.B GENERAL PLAN ADOPTION HEARING**

**I. GENERAL INFORMATION**

PROJECT SUMMARY:	Adoption Hearing for the City-initiated update to the City's General Plan	
LOCATION OF PROPERTY:	Citywide	
GENERAL PLAN:	Various	
ZONING:	Various	
APPLICANT:	City of Napa	
STAFF PLANNER:	Michael Walker, Senior Planner	Phone: (707) 257-9530

**II. OVERVIEW**

The purpose of this agenda item is to present the redline edits of the Draft General Plan based on comments received during the public comment period. While edits have been made throughout the document, Staff requests the Planning Commission focus its attention primarily on the Goals and Policies of each Element and provide any additional recommendations on the Draft General Plan to the City Council.

**III. BACKGROUND**

The Draft General Plan was released on February 16, 2022 for public review, accompanied by a virtual kickoff meeting attended by approximately 75-80 members of the public (the recording of the meeting can be found [here](#) or on the City's website by going to [www.napa2040/participate](http://www.napa2040/participate)). The Planning Commission held three consecutive public meetings on March 17, April 7, and April 21, 2022 as well as a Joint Session of the City Council and Planning Commission on March 28, 2022 to review and provide comments on the Draft General Plan.

The Draft General Plan is based on information received through General Plan Advisory Committee (GPAC) meetings, public correspondence, results of online Community Surveys, Virtual Workshops, Focus Area surveys, and Element Framework surveys over the course of three years. The results of this effort are evident in the ten chapters (the

introductory chapter and the nine “Elements”) presented in the Draft General Plan. The State mandates that all General Plans contain seven required Elements – Land Use, Circulation, Conservation, Open Space, Safety, Noise, and Housing. The City also incorporated the following additional topics of local importance to bring the total number of Elements to nine: Economic Development, Historic and Cultural Resources, Community Design, Climate Change and Sustainability, and Public Health and Equity.

The table below shows the State-mandated Elements and where these are included in the Draft General Plan, followed by the Table of Contents of the 2040 General Plan

<b>Required Element</b>	<b>Location(s) in Draft General Plan</b>
Land Use	Chapter 2: Land Use and Community Design
Circulation	Chapter 3: Transportation
Conservation	Chapter 7: Natural Resources Conservation
Open Space	Chapter 7: Natural Resources Conservation Chapter 4: Community Services, Parks, and Recreation
Safety	Chapter 4: Community Services, Parks, and Recreation Chapter 8: Safety and Noise
Noise	Chapter 8: Safety and Noise
<i>Housing</i>	<i>Update in progress under separate State-mandated schedule (adoption hearings anticipated late winter 2022/ early 2023)</i>

#### General Plan Table of Contents

1. Vision and Planning Context
2. Land Use and Community Design Element
3. Transportation Element
4. Community Services, Parks, and Recreation Element
5. Historic and Cultural Resources Element
6. Climate Change and Sustainability Element
7. Natural Resources Conservation Element
8. Safety and Noise Element
9. Public Health and Equity Element
10. Economic Development Element

#### **IV. DISCUSSION**

For purposes of this report, this section will provide an overview of each Element of the General Plan and summarize comments received during the public comment period. While responses to each comment are not provided, comments are grouped into topics

and addressed either as text edits to the General Plan document, edits to the Goals and Policies, or noting whether the comments are addressed elsewhere or as part of future studies (Focus Areas, Specific Plans, etc.).

### **Land Use and Community Design Element**

The City's approach to drafting the Land Use and Community Design Element was driven by the need for additional housing in Napa. Key strategies outlined in the Element reflect this need, including expanded mixed-use designations, allowances for public-serving properties to transition to residential over time and higher density allowances to allow for a broader range of housing types.

This Element fuses together the interrelated topics of land use and community design. Land uses, their mixes and location, and the form and design of development significantly influence community livability and quality of life. As a global destination and as the center of commerce for Napa County, the City has a surplus of jobs relative to its housing supply. The General Plan outlines significant new opportunities to increase housing availability in the City while providing for the needs of the growing economy.

The General Plan seeks to channel new development into Focus Areas along certain key corridors and opportunity areas to limit impacts to existing neighborhoods and historic resources. Focusing new development within these areas helps create centers of higher densities with mixes of uses that foster a more vibrant, walkable community.

### **Comments**

Comments received on the Land Use and Community Design Element were primarily focused on clean-ups to the Land Use Plan Map and strengthening language in the Goals and Policies.

### **Land Use Plan Map**

Comments received identified parcels throughout the City that were incorrectly labeled primarily due to old parcel data that did not translate to the new GIS-based map provided in the Draft General Plan. Notably, areas around the Oxbow Commons park and Cinedome Focus Area have been corrected to reflect the correct parcel data and land use designations.

Additional comments received identified several parcels throughout the City, primarily near the perimeter, that inadvertently "down-designated" the density allowances from what is currently permitted under the existing General Plan. Where appropriate, these parcels have been corrected. Some parcels were not changed where increasing the density to the next higher designation was not appropriate based on location and surrounding land uses. For example, parcels currently designated for 0-4 units per acre were kept at the Very Low Density designation of 0-2 units per acre as changing them to Low Density would effectively double the density allowance to 3-8 units per acre. While it is not the intention of the General Plan Update to lower densities overall, recent changes to State Law (like SB9) allowing for additional units on single-family parcels could mitigate or offset some of these reductions. It is also worth noting that most areas propose

increased density and that an overall increase would result from this new General Plan to help with the jobs/housing balance.

The City's Economic Development Division identified an area currently designated as Light Industrial generally bounded by Lincoln Avenue to the north, the Wine Train tracks to the east, Yajome Street on the west, and north of Vallejo Street as a opportunity area for application of the Industrial Flex designation. The Industrial Flex designation allows a variety of small-scale industrial uses, creative and "maker spaces" such as artisan shops and studios, and live/work units, while recognizing the mix of existing residential uses.

This area covers 34 parcels totaling approximately 16.5 acres. Currently, this area has about 90,000 square feet of general commercial or industrial uses. There are only a handful of opportunity sites in this area, and the FARs of the two designations (Light Industrial and Industrial Flex) are similar. Based on the General Plan development assumptions, the difference would yield approximately 18,000 square feet of additional building area and approximately seven housing units. These development differences are not significant at the General Plan scale.

### **General Plan Body (Non-Goals and Policies) Edits**

Minor edits based on comments received.

### **Goals and Policies**

Where appropriate, stronger language has been incorporated into the Goals and Policies including replacement of phrases such as "seek to" and "strive to" with more actionable language. Notable examples include clearer language added with regards to the goal of preserving existing housing stock and supporting current efforts to enhance Downtown through expanded outdoor dining opportunities.

### **Transportation Element**

The Transportation Element establishes goals and policies to enhance transportation options for Napa residents, workers, and visitors, and improve mobility through increased connectivity and efficient management of existing infrastructure. The element addresses various modes of transportation—including automobile movement, biking, walking, and public transit—with topics on roadway network performance, the transit system, travel demand management, bicycle and pedestrian systems, truck travel, emergency evacuation routes, and alternative vehicle systems. The Transportation Element looks at improving transportation options and connectivity within the City and to the surrounding region.

### **Comments**

Comments received on the Transportation Element were focused on including Traffic Calming measures, strengthening the language throughout the Element, and providing more actionable goals and policies. In addition, Staff received specific edit requests from local organizations such as the Napa Valley Transportation Authority (NVTA), the Napa County Bicycle Coalition, and Slow Down Napa, to name a few.

A majority of comments received were in opposition to the potential extension of Linda Vista Avenue to Robinson Lane. Similarly, comments were also received in opposition to the extension of Terrace Drive over Cayetano Creek to South Terrace Drive.

### **General Plan Body (Non-Goals and Policies) Edits**

References to traffic calming have been added throughout the Element as well as adding the term Traffic Calming to Appendix B – Glossary of Terms. It is recommended the Glossary contain the Institute of Transportation Engineers (ITE) definition as follows: “Traffic Calming is the combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users”.

Language was added to the section on Pedestrian and Bicycle Facilities to support further evaluation of roadways as “corridor studies”. Specifically, roadways were recommended as corridor studies by the City of Napa Bicycle Plan to determine the appropriate bicycle facility type and implementation action because their current configuration and operations made them too complex for a determination without further study.

Minor edits based on comments.

Imola Avenue was added to Table 3-2 Planned Roadway Improvements for complete streets infrastructure improvements from Foster Road to the eastern City limits.

Other miscellaneous edits based on comments and staff evaluation.

### **Goals and Policies**

Goals and policies have been added and updated to address comments received including:

- Addition of a Policy to develop and maintain a low Level of Traffic Stress (LTS) connected bicycle network
- Regular updates to the City’s Standard Specifications and Standard Plans
- Support of Complete Streets – planned, designed, operated, and maintained to provide safe means of mobility for all users of the street including pedestrians, bicyclists, transit vehicles, motor vehicles, and other modes.
- Identification of Capital Improvement Program projects
- Adoption of a Local Roadway Safety Plan
- Update the City’s Traffic Calming Guidelines
- Enhanced safety features including rapid flashing beacons, high-visibility crosswalk striping, curb extensions, and pedestrian refuge islands
- Study “all modes” of transportation in Study Corridors
- Continuation of the Traffic Impact Overlay designation on crucial corridors
- Evaluation of new development and redevelopment projects for compliance with Vehicle Miles Travelled (VMT) thresholds used for environmental review purposes under the California Environmental Quality Act; and
- Provide oversight of Travel Demand Management (TDM) programs

## **Roadway Extensions**

Providing a connected transportation network is key to the Goals and Policies outlined in the General Plan related to connected neighborhoods, efficient traffic flow, VMT reduction efforts, and local emergency preparedness – including maintaining low police, fire, and medical response times as well as providing dependable evacuation routes. This network includes both the Linda Vista Avenue extension and the Terrace Drive extension.

With regard to the Linda Vista Avenue extension to Robinson Lane, it is recommended that the City continue to evaluate the need for that connection in the future and that project has been included in the future Study Corridors. This will allow Staff, community members, and the City Council the opportunity to work collaboratively on the best possible solutions for this corridor which may include alternatives such as an emergency vehicle/pedestrian/bicycle only connection.

Inclusion of the Linda Vista Avenue and Terrace Drive extensions in the General Plan as future Study Corridors does not mean these projects are imminent. It does, however, provide the City the opportunity to study the best solutions to meet the needs of the communities those roadways serve as well as the City as a whole.

## **Community Services, Parks, and Recreation Element**

Quality parks, responsive community services, and reliable utility infrastructure are integral to maintaining and strengthening the quality of life in the City. Public parks, multi-use trails, and recreational and cultural programming provide places and occasions for neighborly interaction and healthy living. Schools, libraries, and educational programs provide spaces for learning and create opportunity for people of all ages. Public safety services like police and fire keep the community safe, and reliable public infrastructure underpins the City's daily activities and ensures that life runs smoothly. The General Plan reinforces the importance of investments in public services and facilities to provide for the community's existing and future needs.

## **Comments**

Comments received focused primarily on enhancing descriptions of existing facilities and to bolster language in the goals and policies.

## **General Plan Body (Non-Goals and Policies) Edits**

Minor edits based on comments.

## **Goals and Policies**

Minor edits based on comments.

## **Historic and Cultural Resources Element**

The Historic and Cultural Resources Element establishes a comprehensive framework to foster historic preservation through the establishment of programs, community education, and coordination within the City and with historic preservation groups. It seeks to protect

and enhance historically and culturally significant buildings, structures, objects, sites, and districts, and includes goals and policies to promote rehabilitating, retrofitting, and adaptively reusing Napa's historic assets to preserve resources and enhance Napa's sense of place.

### **Comments**

Comments were received from Napa County Landmarks providing suggested language edits to the General Plan and Goals and Policies.

### **General Plan Body (Non-Goals and Policies) Edits**

Updated Table 5-1: Properties on the National Register of Historic Places to include the Napa County Health & Human Services (HHS) site located at 2344 Old Sonoma Road.

Other minor edits based on comments.

### **Goals and Policies**

Added a Policy to allocate Staff resources for the implementation of the City's preservation program in response to comments received.

### **Climate Change and Sustainability Element**

The Climate Change and Sustainability Element presents a framework outlining the City's strategies for combatting climate change and its impacts. Wildfires, drought, and flooding are becoming more frequent in the Napa Valley, and this element seeks to protect the City's natural and built resources—including property, water, vegetation, wildlife, open space, and air—while furthering sustainability and reducing the City's contribution to climate change.

### **Comments**

Comments on the Climate Change and Sustainability Element mainly focused on adding enhanced language to the Goals and Policies as well as providing additional information to the body of the Element that highlights the City's commitment to combating Climate Change. Redline edits to the Climate Change and Sustainability Element are provided with this report. A summary of modifications are provided below.

### **General Plan Body (Non-Goals and Policies) Edits**

Enhanced, language was added throughout the Element. Notably, references to short-lived climate pollutants (SLCPs) were included in the description of Greenhouse Gas (GHG) emissions, clarification was provided regarding emissions reduction targets outlined in Senate Bill 1383, and recognition of the City's need to reduce emissions in order to comply with statewide goals.

In addition to descriptions of the State's GHG reduction targets (including Executive Orders, Assembly and Senate Bills, and other strategies), the Climate Change and Sustainability Element also includes references to local initiatives, notably City Council

Resolution R2022-030, adopted on April 5, 2022, which declares a Climate Emergency, furthers the City's commitment to combating climate change, and calls upon the City to evaluate all planning and policy decisions with the lens of this commitment to climate change initiatives.

### **Goals and Policies**

Where appropriate, enhanced language was incorporated into the Goals and Policies. Notable revisions include limitations on the expansion of fossil fuel service stations, promoting initiatives to establish potable recycled water infrastructure, and allocating Staff resources to provide oversight of the Climate Change and Sustainability Element's goals and policies.

### **Natural Resources Conservation Element**

Napa Valley is endowed with a rich array of natural resources, including the Napa River and other waterways; wetlands including the vast Napa Marsh; and woodland, grassland, and chaparral that provide habitats for a wide range of plant and animal life. These resources are vital components of the City's setting and identity. Protecting these natural resources is a high priority for residents.

While the majority of the City has been developed, and many of the existing natural resources have been preserved, the Natural Resources Conservation Element outlines policies to ensure that these resources remain vibrant and sustainable.

### **Comments**

Minor comments received on strengthening language throughout the Element and the Goals and Policies.

### **General Plan Body (Non-Goals and Policies) Edits**

Minor edits based on comments.

### **Goals and Policies**

Where appropriate, stronger language has been incorporated into the Goals and Policies including replacement of phrases such as "seek to" and "strive to" with more actionable language.

### **Safety and Noise Element**

In the face of climate change and increasing risk of natural disasters and related hazards, the City needs to proactively mitigate safety hazards and be prepared for disasters in order to maintain a safe, enjoyable, and resilient community. The Safety and Noise Element addresses the environmental hazards that affect the Planning Area and provides goals and policies to guide the City's response to these issues.

## **Comments**

Minor comments received on strengthening language in the Goals and Policies.

## **General Plan Body (Non-Goals and Policies) Edits**

No edits.

## **Goals and Policies**

Where appropriate, stronger language has been incorporated into the Goals and Policies including replacement of phrases such as “seek to” and “strive to” with more actionable language.

## **Public Health and Equity Element**

The City of Napa is committed to integrating public health considerations as part of long-range planning to ensure the fair, just treatment of all people, regardless of their ability or disability, income, and backgrounds. This includes equitable access to resources and opportunities that fulfill daily essential needs and advance personal well-being, in addition to meaningful involvement in the planning and policy decisions that impact one’s life. Under California law, cities and counties with disadvantaged communities (as defined under SB 535) must address environmental justice policies in their General Plan. Although Napa does not have any identified disadvantaged communities, improving public health and equity is an important priority for the City. This element is based on requirements for environmental justice, and seeks to further equitable policies throughout the City to support both a healthy livable environment and a socially responsible community.

## **Comments**

Minor comments received on strengthening language throughout the Element and the Goals and Policies.

NVTA provided specific comments regarding transit service routes in and around Napa.

## **General Plan Body (Non-Goals and Policies) Edits**

Minor edits based on comments received.

## **Goals and Policies**

Where appropriate, enhanced language was incorporated into the Goals and Policies including replacement of phrases such as “seek to” and “strive to” with more actionable language.

## **Economic Development Element**

The Economic Development Element presents goals and policies to support a local economy that reinforces the overall vision of the General Plan. Although not a state-

mandated component of a General Plan, this element plays a critical role in shaping community character through incentives, policies, and initiatives that guide economic activity and private investment.

### **Comments**

Comments received from NVTAC clarifying that Napa Valley College is adding on-campus housing.

### **General Plan Body (Non-Goals and Policies) Edits**

Correction of misstatement regarding on-campus housing at Napa Valley College based on comments received.

### **Goals and Policies**

No edits.

## **V. ENVIRONMENTAL REVIEW**

An Environmental Impact Report (EIR) has been prepared for the proposed project. The City issued a Notice of Preparation (NOP) on January 22, 2021, which was circulated to responsible agencies and interested groups and individuals for review and comment. A public scoping meeting was held on January 27, 2021 to take public comments regarding the scope and content of the environmental information germane to the preparation of the EIR.

A “program level” Draft EIR document, including appendices and technical studies, was completed on March 10, 2022. The purpose of the Draft EIR is to inform decision makers, representatives of affected and responsible agencies, the public, and other interested parties of the potential environmental effects that may result from implementation of the proposed project. The Draft EIR describes potential impacts relating to a wide variety of environmental issues and methods by which these impacts can be mitigated, minimized, or avoided. With three exceptions, all potential impacts analyzed in the Draft EIR were found to be less than significant after implementation of specified mitigation measures.

The Draft EIR identifies three impacts that are considered significant and unavoidable, Air Quality, Greenhouse Gas Emissions, and Agricultural and Forestry Resources.

A Notice of Completion (NOC) was distributed on March 10, 2022 providing notice that the Draft EIR had been completed and was available for public review and comment through April 25, 2022. At the request of one State agency, the comment period was extended through May 6, 2022. A total of 12 comments were received on the DEIR from various organizations, individuals, and one Public Agency. Based on comments received pertaining to CEQA analysis of agricultural resources, a Partial Recirculated Draft EIR for the Agricultural Resources section was prepared and provided further analysis of properties designated as California Important Farmland within the Planning Area. Namely, two properties within the City Limits designated as Farmland of Statewide Importance and are (and have been) designated for residential use. A NOC was distributed on June 17, 2022 providing notice that the Agricultural Resources section of the Draft EIR had been

recirculated and was available for public review and comment through August 1, 2022. No other changes were necessary to the Draft EIR.

Pursuant to the requirements of CEQA, a Statement of Overriding Considerations must be adopted when certifying an EIR for a project that has significant and unavoidable impacts. A draft resolution certifying the Final EIR, adopting certain findings of fact, adopting a Mitigation Monitoring and Reporting Program, and adopting a Statement of Overriding Considerations is attached to this report (Attachment 1). Staff is requesting that the Planning Commission make a recommendation to the City Council on certifying the Final EIR.

## **VI. PUBLIC NOTICE**

Notice of the public hearing was published in the Napa Valley Register on August 5, 2022 and provided to parties previously requesting notice on the matter at the same time notice was provided to the newspaper for publication.

## **VII. STAFF RECOMMENDATION**

Staff recommends that the Planning Commission pass a motion recommending that (1) the City Council certify the Final EIR, including the Statement of Overriding Considerations; and (2) adopt a resolution recommending approval of the update to the City's General Plan.

## **VIII. ALTERNATIVES TO RECOMMENDATION**

1. Continue Review of the proposed amendments with direction for modifications.

## **IX. REQUIRED ACTIONS**

Actions by the Planning Commission:

Make the findings set forth in the attached draft resolutions and forward a recommendation for Final Action by the City Council to:

1. Adopt a resolution certifying the Environmental Impact Report for the City of Napa General Plan Update.
2. Adopt a resolution approving the update to the City's General Plan.

## **X. DOCUMENTS ATTACHED**

ATCH 1 – Draft Resolution – EIR

ATCH 2 – Draft Resolution – General Plan

ATCH 3 – Redlined General Plan

ATCH 4 – Updated Land Use Plan Map

ATCH 5 – Draft EIR (includes recirculated Draft EIR)

ATCH 6 – Final EIR Chapters 1 - 3

ATCH 7 – General Plan Public Comments