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**PLANNING COMMISSION STAFF REPORT  
JANUARY 19, 2023**

**AGENDA ITEM 8.B PL22-0055 – NAPA PIPE-BROOKFIELD TENTATIVE SUBDIVISION MAP**

**I. GENERAL INFORMATION**

**PROJECT SUMMARY:** Tentative Subdivision Map implementing a portion of the Napa Pipe Development Plan (Blocks 16, 19 & 22) creating 79-single family parcels

**LOCATION OF PROPERTY:** Portions of 046-400-054 & 046-412-006

**GENERAL PLAN:** NP-MU (Napa Pipe- Mixed Use)

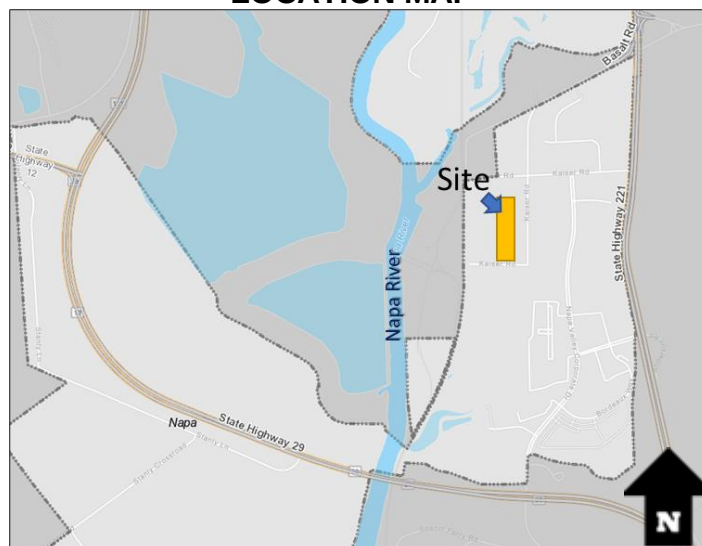
**ZONING:** NP-MUR-W:AC (Napa Pipe- Mixed Use Residential-Waterfront: Airport Compatibility)

**APPLICANT :** Brookfield Bay Area Holdings, LLC Phone: (925) 314-4051  
12657 Alcosta Boulevard, Ste. 250  
San Ramon, CA 94582

**PROPERTY OWNER:** Napa Redevelopment Partners, LLC Phone: (510) 267-3400  
66 Franklin Street, Suite 200  
Oakland, CA 94607

**STAFF PLANNER:** Lori MacNab, Contract Planner Phone: (707) 257-9530

**LOCATION MAP**



## II. PROJECT DESCRIPTION

The Applicant, Brookfield Bay Area Holdings, LLC has submitted a Tentative Map application to create 79-single family lots to be constructed on three blocks (16, 19 & 22) created by the Napa Pipe Redevelopment Tentative Map. The development is the first residential development to be considered in the Napa Pipe Development Area. This subdivision implements a portion of Phase 1 of the Napa Pipe Development Plan as directed by the Second Amendment to and First Restatement of the Napa Pipe Development Agreement with the Napa Redevelopment Partners, LLC.

Phase 1 is a 91-acre tract of land east of the railroad tracks within the Napa Pipe Development Plan. Phase 1 includes up to 350 market rate and moderate-income residential units, 70 affordable housing units, office and warehouse spaces and a Membership Warehouse Store (Costco).

Brookfield homes is proposing to develop the three blocks with alley loaded single family detached units. Two of the blocks will feature units fronting onto a garden court and one block will feature a linear park designated by the Napa Pipe Development Plan. The proposed lots range in size from 2,780 square feet to 3,235 square feet. The 79-units will be divided onto three blocks as follows:

|           |                             |
|-----------|-----------------------------|
| Block 16: | 28 units and a Garden Court |
| Block 19: | 28 units and a Garden Court |
| Block 22: | 23 units and a Linear Park  |

## III. BACKGROUND

The Napa Pipe property is approximately 154 acres in size, generally located near 1025 Kaiser Road, south of Kaiser Road and east of the Napa River (Assessor's Parcel Numbers 046-400-054, 046-400-055, 046-412-006 and 046-412-007). It was annexed to the City of Napa in two phases, in 2015 and 2020. Prior to its annexation, in January 2013, the Napa County Board of Supervisors ("Board") certified an Environmental Impact report for the Napa Pipe Project ("Napa Pipe Project EIR" or "EIR"), followed by adopting a General Plan amendment and rezoning the property in June 2013 to redevelop the site for housing and commercial uses adjacent to the Napa River. The Board also executed a Memorandum of Understanding ("MOU") with the City of Napa which outlined how the two jurisdictions would work together to implement the Napa Pipe Project.

In late 2014 and early 2015, the County of Napa approved a Master Tentative Map, a Development Plan, Design Guidelines, and executed a Development Agreement to guide development of the 154-acre property. This original plan for development called for the following:

On the 63-acre parcel west of the railroad tracks

- up to 945 residential units
- 150-unit 225-bed senior/assisted living facility
- 40,000 sq. ft. of neighborhood-serving retail and restaurant uses
- 25,600 sq. ft. of community-serving uses and offices
- 150-room hotel.

On the 91-acre parcel east of the railroad tracks

- 154,000 sq. ft. for a Costco wholesale store
- 165,000 sq. ft. of office, warehousing and other light industrial uses
- 5-acre community farm
- 19 acres of undesignated industrial uses classified as a future “study area”.

In 2018, following the 2015 annexation of the 91-acre parcel east of the railroad tracks, the Applicant filed applications with the City of Napa to make changes to the approved project, including amendments to the approved Master Map, Development Plan, Design Guidelines, and associated Development Agreement. The proposed amendments moved more of the residential development to the east side of the railroad and added parkland. The key components of the approved project, with the land uses remain generally the same. The currently approved and proposed mix of land uses now includes:

Phase 1: On the 91-acre parcel east of the railroad tracks

- Up to 350 market rate and moderate-income residential units
- Up to 70 low and very low-income residential units
- 90,000 square feet of office space and 75,000 of warehouse space
- A membership Warehouse store

Phase 2: On the 63-acre parcel west of the railroad tracks

- Up to 455 market rate and moderate-income residential units
- Up to 70 low and very low-income residential units
- 40,000 square feet ground floor neighborhood serving retail
- 150-unit hotel
- Allowance for a congregate care facility

The 2018 applications were approved in January 2020 through Resolution R2020-013, and the remainder of the Napa Pipe property was also annexed into the City in 2020. The entirety of the future Napa Pipe neighborhood is now within the City of Napa City Limit and is anticipated to be developed within three phases over the next 18 years.

### **Tentative Map and Plan Review Processes Under Napa Pipe Development Agreement**

The Napa Pipe Development Agreement (“DA”) modifies the normal City processes for certain types of parcel-specific development applications within the project. Generally speaking, the DA provides for administrative (staff-level) review and approval of improvement plans for residential and non-residential structures based on conformance with the approved Development Plan and Design Guidelines, modifying the normal design review process set forth in Chapter 17.62 of the Napa Municipal Code. In addition, the DA provides that the approved Master Map satisfies the requirement in NMC Section 16.12.010.C for a “conceptual map”, and further provides that all future tentative map applications for the project be consistent with the approved Master Tentative Map (as amended in 2020) and other project approvals.

## IV. ANALYSIS

### A. GENERAL PLAN

The property is located within the NP-MU; Napa Pipe Mixed Use General Plan designation, which envisions a diverse mixed-use neighborhood adjacent to the Napa River. The adopted Development Plan implements the General Plan vision and specifies assumed densities for each residential block. The Napa Pipe-Brookfield tentative map is proposed for blocks 16, 19 and 22, with 79 units and is consistent with the General Plan.

While the City of Napa recently adopted a new 2040 General Plan, the Development Agreement for Napa Pipe was reviewed and approved under the previous General Plan. The following analysis is a review of policies from the Napa 2020 General Plan, adopted in 1998.

The Napa Pipe-Brookfield project is consistent with several policies and principles of the 2020 General Plan<sup>1</sup>, including policies that encourage the creative and efficient use of vacant land along with providing an increased mix of various types of housing throughout the City to meet the community's housing needs. Specifically, the project is consistent with the following policies:

**Land Use Element Policy- LU-3.4:** *The City shall provide for the efficient development and redevelopment of land within the RUL in order to allow job and housing growth through the end of the planning period.*

The proposed tentative map is implementing a portion of the Napa Pipe Development Plan which rezoned industrial lands to enable the building of a mixed used community within the Rural Urban Limit.

**Land Use Element Policy- LU-1.2:** *The City shall strive to preserve and enhance the integrity of existing neighborhoods and to develop new neighborhoods with similar qualities as the existing neighborhoods.*

The Napa Pipe Development Plan creates a blueprint for a new neighborhood near the Napa River which has open spaces, trails and commercial spaces. The proposed tentative map implements a portion of the new neighborhood which aims to create an enduring community.

**Housing Policy- H1.1:** *Efficient Use of Land. The City shall promote creative and efficient use of vacant and built on land within its RUL to help maintain the City's preeminent agricultural environment and open space.*

The Development of the Napa Pipe neighborhood with up to 945 new homes will promote the development of compact neighborhoods which reduces the demand to develop surrounding agricultural and open space lands.

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<sup>1</sup> The project was deemed complete prior to adoption of the 2040 General Plan, therefore is subject to the 2020 General Plan.

## B. ZONING

The proposed tentative map is within the NP-MUR-W- AC (Napa Pipe Mixed Use Residential-Waterfront Airport Compatibility) zoning designation of the Napa Pipe plan. This district is characterized by residential blocks and a network of park and open spaces. There are a range of residential units anticipated for the Napa Pipe neighborhood. The development standards for the subject tentative map are found both in the Single Family-Napa Pipe Design Guidelines and the Napa Pipe Development Plan. As summarized in table below, the proposed development complies with the NP-MUR-W development standards outlined in the relevant documents (see Single Family Micro-Lot excerpts of the Napa Pipe Design Guidelines ATTACHMENT 3).

**TABLE 1 – NAPA PIPE DEVELOPMENT STANDARDS**

| <b>Napa Pipe Development Standards</b> |                                               |                            |
|----------------------------------------|-----------------------------------------------|----------------------------|
|                                        | <b>Napa Pipe Design Guidelines, Micro-Lot</b> | <b>Brookfield Proposed</b> |
| Height                                 | 40 feet                                       | 24' 11" to 34' 10"         |
| Lot Size                               | 1,400-3,900 Square feet                       | 2,780- 3,235 Square Feet   |
| Set-backs                              | 3- Min, 10- max                               | 3' and 5'                  |
| Lot Coverage                           | 63%                                           | 51%-61%                    |

For reference, the approved single-family homes will be 2-story with a 3-story bonus room option and range in size from 2,342 to 2,910 square feet. If the optional 3rd story is implemented, the increase in size is approximately 200 square feet per home. 237 parking spaces will be provided consistent with the Napa Pipe Development Plan. Each unit will have two garage spaces with the balance of parking on the public street and 7 off-street guest spaces on block 22.

## Density

The various blocks of the Napa Pipe Development Plan have assumed development capacity over the entire Napa Pipe Development Plan. Some variation in unit counts per block is expected and that is not intended to act as a density requirement. However, total counts will not exceed the cap of 945 units for the entire Napa Pipe Development Area, and will not exceed 420 units for Phase I. As tentative maps are evaluated, Staff will track the number of units built so the maximum number of units allowed in the Development Agreement is not exceeded.

**TABLE 2 – NAPA PIPE DENSITIES**

| <b>Napa Pipe Allowable Density</b>                       |                                     |                      |
|----------------------------------------------------------|-------------------------------------|----------------------|
| <b>Napa Pipe Development Plan, block to be developed</b> | <b>Napa Pipe Assumed Unit Count</b> | <b>Proposed Unit</b> |
| Block 16                                                 | 24                                  | 28                   |
| Block 19                                                 | 24                                  | 28                   |
| Block 22                                                 | 21                                  | 24                   |
| <b>Total</b>                                             | <b>69</b>                           | <b>79</b>            |

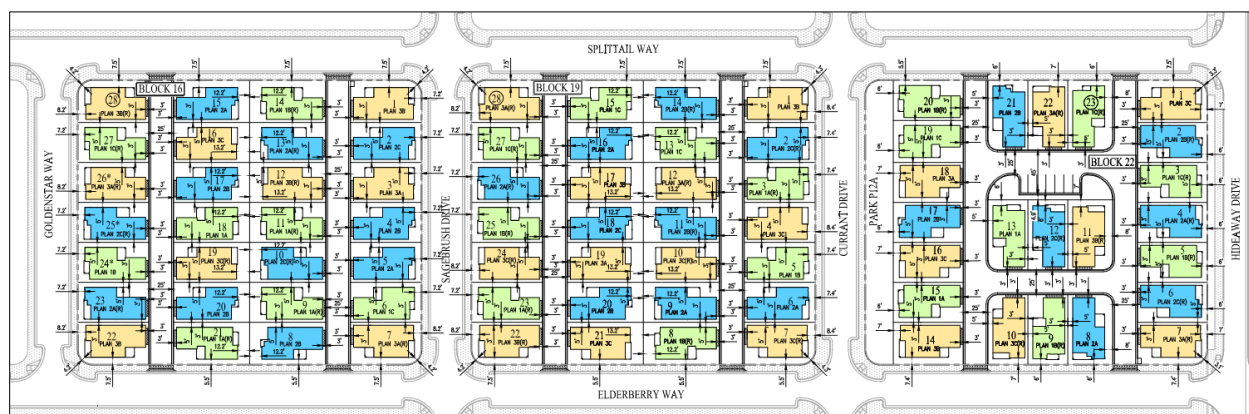
### C. TENTATIVE MAP

The Napa Pipe Brookfield Tentative Map, Blocks 16, 19 and 22 is to be reviewed per NMC Chapter 16.20, Tentative Maps, and the Napa Pipe Development Plan (see Development Plan excerpts, ATTACHMENT 4). Staff has reviewed the subject map against the Napa Pipe Development Agreement, the Napa Pipe Design Guidelines, the Napa Pipe Development Plan, and the municipal code relating to subdivisions. The proposed map meets all necessary development standards. The findings for the tentative map are enumerated in the resolution together with the conditions required to approve the tentative map.

**FIGURE 1 – PROPOSED TENTATIVE MAP**



**FIGURE 2 – PROPOSED DEVELOPMENT PLAN**



Section 16.04.090.B of the City's Subdivision Code requires subdivisions be subject to design review in accordance with NMC Chapter 17.62. Under Section 17.62.050, for subdivision of five (5) or more lots, the proposed architectural improvements are subject to design review by the City Council. As noted above, however, through the DA, the City Council delegated the authority for architectural design review for Napa Pipe residential subdivisions to the Community Development Director, who previously approved the

architectural design review for the proposed homes on November 18, 2022. Therefore, the only remaining component of the Chapter 17.62 design review is the design of the subdivision map itself.

The Tentative Map has been designed to provide access to the proposed lots from new streets that will be constructed according to the amended Master Map approved by the City Council in 2020 (R2020-013). Access alleys provide vehicular “motor courts” serving all new homes. This configuration is consistent with the approved Development Plan and Design Guidelines which provide very specific development layouts per block.

#### **D. DEVELOPMENT AGREEMENT CONSISTENCY**

The DA between the City and Napa Redevelopment Partners LLC establishes various rules and regulations for development of the Napa Pipe property over the next 18 years. There are many public benefits that will come as the neighborhood development. The phasing plan and affordable housing plan outline when such things as open spaces and moderate-income housing units will be built. No moderate-income units will be built with this tentative map, but the Napa Pipe Brookfield Tentative Map, Blocks 16, 19 and 22 does implement the following components:

Open Space: Open Space element P12, East Collector Park will be built with this Tentative Map, consistent with the Open Space Phasing Plan approved through the DA.

Transportation: Through the conditions of approval, the developer will pay their required transportation fees to go toward Napa Pipe road and intersection improvements

Stormwater: The proposed Tentative Map has an erosion and sediment control plan that has been reviewed by City Staff.

#### **V. PUBLIC NOTICE AND COMMENT**

Notice that this application was received was provided by the City on April 27, 2022 and notice of the scheduled public hearing was provided on January 5, 2023 by US Postal Service to all property owners within a 500-foot radius of the subject property. Notice of the public hearing was also published in the Napa Valley Register on January 6, 2023. The legal notice included a general explanation of the matter to be considered and any related permits, identification of the location of the property involved where site specific, a description of the date, time and place of the public hearing, the identity of the hearing body, and a statement consistent with the Code of Civil Procedure regarding the time limit to commence any legal challenge and matters that may be raised by such challenge. The Applicant was also provided a copy of the report and attachments prior to the meeting.

#### **VI. ENVIRONMENTAL REVIEW**

In January 2013, the Napa County Board of Supervisors certified an EIR for the Napa Pipe Project. In its EIR, the County identified the City of Napa as a “responsible agency” that would be required to take certain actions to implement the Project. Supplemental environmental reviews and addenda were prepared (including a City adopted addendums in 2014 and 2020) in connection with earlier project reviews and approvals. Under CEQA’s implementing regulations, also known as the “CEQA Guidelines,” a responsible

agency acting to implement a project that has been the subject of a certified EIR may prepare an “initial study” to determine whether its implementing action will have environmental effects that were not identified and addressed in the certified EIR and whether additional environmental review is required. If the responsible agency determines that all of the potential environmental effects from its implementing action were identified and addressed in the certified EIR and that none of the conditions described in CEQA Guidelines Section 15162 for preparation of further environmental review would occur as a result of the proposed amendments, then no additional environmental review.

In 2020, pursuant to CEQA Guidelines, the City of Napa prepared an initial study to determine whether the City actions to approve the amended entitlements resulted in environmental effects that were not identified and addressed in the Napa Pipe EIR. Based on that initial study, the City determined that the City actions to implement the Napa Pipe Project as described in the Development Agreement and the various project approvals, did not result in any significant environmental effects that were not identified and addressed in the County’s certified Napa Pipe EIR. Through Resolution R2020-013, the City adopted an Addendum to the Napa Pipe EIR to document that determination.

The development of property proposed by this tentative map is within the scope of and consistent with the development program evaluated by the certified EIR and its subsequent addenda, thus no further environmental review is necessary.

## **VII. REQUIRED FINDINGS**

Approval of the project is subject to the requirements of the City’s Subdivision Code, including the required findings set forth in Section 16.20.070. These findings are provided in the draft resolutions attached to this Staff Report.

## **VIII. STAFF RECOMMENDATION**

Staff recommends that the Planning Commission forward a recommendation to the City Council to adopt a resolution: (1) determining that the recommended action was adequately addressed by a previous CEQA action; and (2) approving the Napa Pipe Brookfield Tentative Map based on a determination that the application is consistent with the City’s General Plan, the Napa Pipe Development Plan and the Napa Pipe Design Guidelines.

## **IX. ALTERNATIVES TO RECOMMENDATION**

1. Continue the application with direction for project modifications and allow the Applicant an opportunity to prepare a revised proposal.
2. Recommend that the application be denied by the City Council.

## **X. DOCUMENTS ATTACHED**

1. Draft Resolution
2. Tentative Subdivision Map
3. Napa Pipe Design Guidelines (Excerpt)
4. Napa Pipe Development Plan (Excerpt)