ASCENT ENVIRONMENTAL

County Jail Project

Draft
Environmental Impact Report

State Clearinghouse #2013012072

August 16, 2013

NAPA COUNTY CALIFORNIA

PREPARED FOR:
Napa County Planning, Building,
and Environmental Services Department
1195 Third Street, 2nd Floor
Napa, CA 94559

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EXECUTIVE SUMMARY

INTRODUCTION

This summary is provided in accordance with the California Environmental Quality Act (CEQA) Guidelines Section 15123. As stated in the State CEQA Guidelines Section 15123(a), "an environmental impact report (EIR) shall contain a brief summary of the proposed actions and its consequences. The language of the summary should be as clear and simple as reasonably practical." As required by the Guidelines, this section includes: (1) a summary description of the proposed project; (2) a synopsis of environmental impacts and recommended mitigation measures; (3) identification of the alternatives evaluated and of the environmentally superior alternative; and (4) a discussion of the areas of controversy associated with the project.

SUMMARY DESCRIPTION OF THE PROPOSED PROJECT

BACKGROUND

PHYSICAL AND FUNCTIONAL DEFICIENCIES OF THE EXISTING JAIL

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;
- 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 system, 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;
- address 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 correction partnership 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 possible 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, visiting areas, 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 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.

POTENTIAL APPROVALS AND PERMITS REQUIRED

The County is the lead agency, as defined by CEQA, for this EIR, and has the principal responsibility for ensuring that the requirements of CEQA have been met. After the EIR public review process is complete, the Board is the party responsible for certifying that the EIR adequately evaluates the environmental impacts of the County Jail Project. The Board has the authority to either approve or reject the County Jail Project.

Permits and approvals may be required from the following state and local agencies for construction of the proposed project:

STATE

- **Bay Area Air Quality Management District**: Authority to construct (for devices like emergency generators that emit air pollutants); permit to operate.
- **Board of State and Community Corrections:** Compliance with adult Title 15 Regulations, and possible additional consultation if required.
- **California Department of Fish and Wildlife, Region 3**: Possible consultation.
- **California Department of Transportation, District 4**: Encroachment permit.
- **San Francisco Bay Regional Water Quality Control Board**: National Pollutant Discharge Elimination System (NPDES) construction stormwater permit (Notice of Intent to proceed under General Construction Permit) for disturbance of more than 1 acre, discharge permit for stormwater, and Clean Water Act Section 401 water quality certification or waste discharge requirements.

LOCAL

- **City of Napa**: Water service and related infrastructure plans.
- **Napa County Local Agency Formation Commission:** Sphere amendment (City and Napa Sanitation District), outside service agreement (City), and extension of water and sewer services to the site.
- **Napa Sanitation District:** Wastewater services and related infrastructure plans.

ENVIRONMENTAL IMPACTS AND RECOMMENDED MITIGATION MEASURES

Table ES-1, at the end of this chapter, provides a summary of the environmental impacts of the proposed project, the level of significance of the impact before mitigation, recommended mitigation measures, and the level of significance of the impact after the implementation of the mitigation measures.

Implementation of the County Jail Project would result in the following significant unavoidable environmental impacts, following implementation of available mitigation measures:

- Impact 3.4-1, Generation of Greenhouse Gas Emissions
- Impact 3.9-1, Existing Plus Project Intersection Level of Service Impacts (Soscol Avenue-SR 221/SR 121-Imola Avenue and SR 221-Soscol Ferry Road/SR 29)
- Impact 3.9-2, Future Plus Project Intersection Level of Service Impacts (Soscol Avenue-SR 221/SR 121-Imola Avenue, SR 221-Soscol Ferry Road/SR 29, and Soscol Avenue/Silverado Trail)

SUMMARY OF ALTERNATIVES

This EIR evaluates three alternatives to the proposed project in Chapter 6:

- No Project (No Development) Alternative: Under this alternative, the existing jail in downtown Napa would continue to be used without expansion of capacity.

- Mitigated Design Alternative: Alter building design and area of disturbance on the project site to reduce the significant impacts of the project.

- Downtown Site Alternative: Expand the existing jail to accommodate a single 398-bed jail on the existing site in downtown Napa.

In addition, several alternatives were considered and removed from further consideration, including locating a new jail near the airport, splitting jail operations between two sites, and avoiding the construction of a new jail by using alternatives to incarceration. Each of these alternatives is described briefly in Chapter 6, along with the reasons they were not considered further.

The No Project Alternative is environmentally superior to the proposed project. However, the No Project Alternative would not attain any of the objectives of the proposed project. Among the other alternatives, the Mitigated Design Alternative is environmentally superior to the project because it would incrementally lessen some of the project's significant and unavoidable impacts. However, this alternative would not meet the important project objective related to meeting future facility needs by providing the potential for up to 526 beds.

AREAS OF CONTROVERSY

The County issued a notice of preparation (NOP) and Initial Study on January 29, 2013 to inform agencies and the general public that an EIR was being prepared and to invite comments on the scope and content of the document (Appendix A). The NOP and Initial Study were circulated for 30 days, through February 27, 2013, and a noticed scoping meeting for the EIR occurred on February 20, 2013.

Appendix A contains the comment letters submitted during the public comment period as well as the Scoping Meeting Summary, which summarizes the comments received during the scoping meeting. Agency and public input during scoping raised the following environmental and/or project-related issues:

- Continued use of existing jail and plans for exterior improvements
- Plan for the remaining approximately 60 acres of the 80-acre project site (considering that the project would only use 15 to 20 acres)
- Approval from the Local Agency Formation Commission of Napa County (for water and wastewater services to be provided to the project site)
- Increased demand on utilities and service systems, including stormwater, water, wastewater, natural gas, and electricity
- Potential conflicts with Syar's private utility lines
- Increased traffic along SR 221 and its intersections
- Effects on mass transit used by Napa Valley College students and staff
- Site access via Basalt Road (effects resulting from shared entrance to Syar Napa Quarry) or Streblow Drive (effects on existing greenbelt and water feature)
- Possible enhancement of River Ridge Trail, including the creation of a new Class I bicycle trail extension
- Visual impacts along SR 221, which is identified in the *City of Napa General Plan* as a scenic corridor and a visual gateway into the community
- Potential land use incompatibility regarding the project site's proximity to the Syar Napa Quarry
- Alternative locations, such as the Napa Valley Corporate Park and Napa County Airport
- Need for the project and alternatives to incarceration

The County has considered the comments received as part of the public review process for the project during preparation of this DEIR.

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures			
Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
3.2 Aesthetics			
Impact 3.2-1. Scenic Vista Impacts. While the project site does contain scenic resources, such as the large landscape trees and the back drop of the Vaca Mountains, it is not considered to provide a scenic vista. Existing vacant industrial buildings and extensive paved areas detract from the scenic resources in and around the site. Therefore, construction of the new jail and ancillary facilities on either the Boca parcel or the Pacific Coast parcel would have no adverse effect on a scenic vista.	LTS	No mitigation is required.	LTS
Impact 3.2-2. State Scenic Highway Impacts. While SR 221 is Eligible for Listing as a Scenic Highway under the State Scenic Highway Program, SR 221 is not an Officially Designated State Scenic Highway and is not subject to an approved Corridor Protection Plan. Scenic resources on the project site are limited, but include several large landscape trees near the entrance road (Basalt Road), a row of landscape trees along the western boundary of the Pacific Coast parcel adjacent to SR 221, and a natural stand of riparian vegetation with trees at the northwest corner of the project site. However, these resources do not contribute to a memorable landscape that showcases the natural scenic beauty or agriculture of California.	LTS	No mitigation is required.	LTS
Impact 3.2-3. Visual Character Impacts. Construction of the new jail and ancillary facilities on either the Boca parcel or the Pacific Coast parcel would organize the visual appearance of the site by replacing some of the vacant and/or derelict industrial structures and outdoor equipment storage with modern low-rise structures surrounded by landscaped areas and parking lots. The proposed project would not degrade the visual quality of the views of the site and would not have an adverse effect on the visual character of the site or the surrounding area.	LTS	No mitigation is required.	LTS

LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
Impact 3.2-4. Light and Glare Impacts. Lighting for the proposed project would be installed primarily along the building perimeter and in the parking lot, which would be similar in appearance to parking lot lighting at Napa Community College, northwest of the project site. No high-mast lighting at the project site is proposed. The project site is adjacent to rural land uses to the south and east, and lights installed on the site would be potentially visible from these areas. Project construction would be subject to the requirements of the California Building Code (California Code of Regulations, Title 24), including Title 24, Part 6 of the California Code of Regulations. Compliance with the Title 24 lighting and energy requirements would ensure that light from the proposed project would not spill over to adjacent rural properties.	LTS	No mitigation is required.	LTS
3.3 Air Quality			
Impact 3.3-1. Short-term Construction-Generated Emissions of ROG, NO_X, PM_{10} and $PM_{2.5}$. Short-term construction-generated emissions could exceed BAAQMD's significance threshold for criteria air pollutants (e.g., ROG, NO_X, exhaust PM_{10} and $PM_{2.5}$) unless BAAQMD-Best Management Practices for dust control are implemented. Therefore, fugitive dust emissions could contribute to pollutant concentrations that exceed the NAAQS or CAAQS and would be inconsistent with the County's policy (CON-77) requiring consistency with BAAQMD requirements.	S	**Mitigation Measure 3.3-1. Implement Construction-Related Measures to Reduce Impacts from Fugitive Dust Emissions.** The County will require its contractors to comply with the following construction-related measures to reduce impacts from fugitive dust emissions: 〉 All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) will be watered two times per day. 〉 All haul trucks transporting soil, sand, or other loose material off-site will be covered. 〉 All visible mud or dirt track-out onto adjacent public roads will be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited. 〉 All vehicle speeds on unpaved roads will be limited to 15 mph. 〉 All roadways, driveways, and sidewalks to be paved will be completed as soon as possible. Building pads will be laid as soon as possible after grading unless seeding or soil binders	LTS

LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		are used. 〉 Idling times will be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of CCR). Clear signage will be provided for construction workers at all access points. 〉 All construction equipment will be maintained and properly tuned in accordance with manufacturer's specifications. All equipment will be checked by a certified visible emissions evaluator. 〉 Post a publicly visible sign with the telephone number and person to contact at the lead agency regarding dust complaints. This person will respond and take corrective action within 48 hours. The Air District's phone number will also be visible to ensure compliance with applicable regulations. 〉 Building pads shall be laid as soon as possible upon completion of grading, unless seeding or soil binders are used to minimize wind-generated fugitive dust emissions.	
Impact 3.3-2. Long-term Operational-Generated Emissions of ROG, NO_X, PM_{10}, or $PM_{2.5}$. Implementation of the proposed project would not result in long-term operational emissions of ROG, NO_X, PM_{10}, or $PM_{2.5}$ that exceed BAAQMD's thresholds of significance (54 lb/day for ROG and NO_X, 82 lb/day for PM_{10} and 54 lb/day for $PM_{2.5}$ exhaust) or substantially contribute to concentrations that exceed the NAAQS or CAAQS.	LTS	No mitigation is required.	LTS
Impact 3.3-3. Mobile-Source CO Concentrations. Local mobile-source CO emissions near roadway intersections are a direct function of traffic volume, speed, and delay. Short-term, construction-and long-term operation of the proposed project	LTS	No mitigation is required.	LTS

LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
would not result in increases in traffic such that the BAAQMD screening criteria would be triggered. Therefore, the project would not result in increased concentrations of CO that would expose sensitive receptors to unhealthy levels.			
Impact 3.3-4. Exposure of Sensitive Receptors to TACs. Short-term construction activities would not result in substantial emissions of diesel PM, would be relatively temporary (i.e., 24 months for initial construction and 13 months for future expansion), and would not be located in close proximity to off-site sensitive receptors (i.e., Napa State Hospital located approximately 1,300 feet to the north of the project site). TACs associated with long-term operations of the proposed project would be intermittent and also would not be located in close proximity to off-site sensitive receptors. Therefore, levels of TACs from project-related construction and operations would not result in an increase in health risk exposure at off-site sensitive receptors. In addition, inmates and workers at the project site would not be exposed to a level of cancer, chronic, or acute risk from the combination of nearby TAC sources that exceed applicable thresholds.	LTS	No mitigation is required.	LTS
Impact 3.3-5. Exposure of Sensitive Receptors to Odors. The proposed project would not result in any new sources of odor into the area nor are any major odor sources located near the project site. In addition, the nearest off-site sensitive receptor is located over 1,000 feet to the north.	LTS	No mitigation is required.	LTS
3.4 Greenhouse Gas Emissions			
Impact 3.4-1. Generation of Greenhouse Gas Emissions. The proposed project (366 beds or 526 beds) would result in long-term operational emissions from mobile (i.e., employees and visitors) and indirect sources (i.e., electricity consumption) that exceed 1,100 MT CO_2e/year.	S	**Mitigation Measure 3.4-1. Incorporate Design Features into Project to Reduce Project-Related Operational GHG Emissions.** To reduce project-related operational GHG emissions, Napa County shall achieve a 15% or more reduction in energy consumption below Title 24 standards (Green Building Code). Measures implemented to achieve this performance standard may include but shall not be limited to the following:	SU

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		〉 construct all new buildings at the new jail facility to LEED Gold standard; 〉 install enough solar panels on and/or around the new facility to meet the facility's full electricity demand on a year-round basis, provided that the County has the funding to support associated capital costs at the time of building; 〉 install rooftop solar hot water heaters to partially meet the demand for hot water by the facility; 〉 in rooftop areas where solar panels or solar hot water heaters are not installed, incorporate cool roofs using material with a greater than or equal to 30 albedo (i.e., the proportion of the incident light or radiation reflected by a surface); 〉 install smart meters and programmable thermostats into the heating, ventilation, and cooling systems for all buildings; 〉 only include drought tolerant plants in the facility's landscaping; and 〉 install energy-efficient appliances, fixtures, and water-saving plumbing (i.e., low-flow toilets, faucets).	
Impact 3.4-2. Impacts of Climate Change on the Project. Climate change is expected to result in a variety of effects on the project area including changes to timing and intensity of precipitation resulting in increased risk from flood and impacts associated with increased stormwater runoff. Climate change could also result in increased temperatures, leading to increased wildland fire risk and elevated sea levels. However, the proposed project is not located in an area prone to wildland fire and is not located near the California coast such that projected sea level rise would directly affect the project. Additionally, Napa County has various policies in place that would protect development from increased risk of flooding.	LTS	No mitigation is required.	LTS

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
3.5 Hazards and Hazardous Materials			
Impact 3.5-1. Exposure of Construction Workers and the Environment to Hazardous Materials. A 2012 environmental record search identified two addresses associated with the project site on several environmental databases related to historic quarry operations and the use and/or generation of hazardous materials by various site owners and/or tenants over time. Both addresses were listed in the record search under the HAZNET and/or Small Quantity Generator (SQG) database under various business names. Currently, the project site is used for various industrial purposes. Based on prior history of the project site and surrounding area, proposed demolition, excavation, and facility construction activities on the project site could result in the exposure of construction workers and the general public to previously undiscovered hazardous materials contamination.	PS	**Mitigation Measure 3.5-1. Prepare and Implement a Health and Safety Plan.** To avoid health risks to construction workers, the County will prepare a Health and Safety Plan prior to initiating any demolition, grading, or other earthmoving activities. This plan will outline measures that will be employed to protect construction workers and the public from exposure to hazardous materials during demolition and construction activities. These measures could include, but would not be limited to, posting notices, limiting access to the site, air monitoring, watering, and installation of wind fences. Contractors will be required to comply with state health and safety standards for all demolition work. If necessary, this will include compliance with OSHA and Cal-OSHA requirements regarding exposure to asbestos and lead-based paint. In addition, the plan shall include procedures to follow in the event that contaminated soil and/or groundwater or other hazardous materials are generated or encountered during construction. Such procedures could include, but would not be limited to, the following: 〉 all work shall be halted in the affected area and the type and extent of the contamination shall be determined. 〉 the project contractor will notify the Napa County Environmental Health Division if evidence of previously undiscovered soil or groundwater contamination (e.g., stained soil, odorous groundwater) is encountered during excavation. 〉 any contaminated areas will be remediated in accordance with recommendations made by the Napa County Environmental Health Division, SFRWQCB, and DTSC. 〉 remediation activities could include but would not be limited to the excavation of contaminated soil areas and hauling of	LTS

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		contaminated soil materials to an appropriate off-site disposal facility, mixing of on-site soils, and capping (i.e., paving or sealing) of contaminated areas. Before demolition of any structure, or removal of building materials, the County will hire a qualified consultant to investigate whether any building materials to be removed contain lead or asbestos-containing materials that could become friable or mobile during demolition/construction activities. If found, the lead- or asbestos-containing materials will be removed by an accredited inspector in accordance with U.S. EPA and Cal-OSHA standards. In addition, all activities (construction or demolition) in the vicinity of these materials will comply with Cal-OSHA asbestos worker construction standards. The lead- or asbestos-containing materials will be disposed of properly at an appropriate off-site disposal facility.	
Impact 3.5-2. Impacts From Implementation Of Or Physical Interference With An Adopted Emergency Response Plan Or Emergency Evacuation Plan. The specific access and circulation plan for the proposed project is still in the design phase and a site-specific emergency response plan has not been prepared. Therefore, the project's compatibility with implementation of or physical interference with an adopted emergency response plan or emergency evacuation plan is currently unknown.	PS	**Mitigation Measure 3.5-2: Prepare Emergency Response Plan Consistent with the County's OAHMP.** The County will prepare an emergency response plan for the new jail in coordination with first responders and other emergency agencies. The plan will include an evacuation plan for the site that will detail what parties are responsible for specific response actions. The plan will also identify applicable mitigation from the OAHMP; this may include community education programs, post-emergency power generation plans, remote area detection systems, and communication and response systems that contribute to effective emergency response in the County. The emergency response plan for the new jail will be approved by the Napa County PBES and the Napa County Fire Chief prior to issuance of occupancy permits.	LTS
3.6 Hydrology and Water Quality			
Impact 3.6-1. Short-term, Construction-Related Water Quality Degradation. Project construction activities would involve extensive grading and movement of soil, which could result in erosion and sedimentation, and discharge of other nonpoint source pollutants in	LTS	No mitigation is required.	LTS

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
on-site stormwater that could then drain to off-site areas and degrade local water quality. To avoid or minimize the potential for adverse construction-related effects on water quality, the County would be required to comply with its stream setbacks and SFRWQCB regulations that require the preparation of a SWPPP and implementation of BMPs that protect water quality and minimize erosion.			
Impact 3.6-2. Increase in Surface Runoff Potentially Exceeding the Capacity of Existing or Planned Stormwater Drainage Systems. Construction and operation of a new jail and ancillary facilities would add new development at the project site, which could potentially increase surface runoff. This increase in surface runoff could result in an increase in both the total volume and the peak discharge rate of stormwater runoff, and could result in exceeding the capacity of on-site stormwater systems and greater potential for on- and off-site flooding.	PS	**Mitigation Measure 3.6-2a. Complete Final Drainage Plan and Provide Adequate On-site Storm Drainage Facilities.** Prior to final project design, the County will assess drainage patterns and potential downstream flooding impacts including increased flow rates and volume and flood potential. Final project design will include design features to ensure that all runoff from the project site will not exceed pre-project flow rates. As part of the final design process, the County will ensure that the proposed drainage plans are consistent with local requirements. The final drainage plan will include, but not be limited to, the following items: 〉 an accurate calculation of pre-project and post-project runoff scenarios, obtained using appropriate engineering methods that accurately evaluate potential changes to runoff, including increased surface runoff; 〉 installation of a drainage basin, if needed, to accommodate on-site stormwater flows designed to be consistent with the requirements of Napa County and provide enough storage to accommodate the difference between calculated 10-year storm peak run-off of the existing site and the 100-year storm runoff of the developed site; 〉 implementation of appropriate Best Management Practices (BMPs); 〉 a description of any treatments necessary to protect earthen	LTS

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		channels from erosion, and modifications that may be needed to existing underground pipe and culvert capacities; 〉 a description of the proposed maintenance program for the on-site drainage system; and 〉 a description of the project-specific standards for installing drainage systems.	
		Mitigation Measure 3.6-2b. Prepare and Implement a SWPPP. The County will prepare a SWPPP to include the incorporation of source control, site design, and treatment control BMPs to address anticipated and potential pollutants including but not limited to the following: Source Control 〉 All storm drain inlets and catch basins will be stenciled or have a tile placed with prohibitive language and/or graphical icons to discourage illegal dumping. 〉 Waste collection areas will (1) be paved with an impervious surface, designed not to allow runoff from adjoining areas, and screened or walled to prevent off-site transport of trash; and (2) contain attached lids on all trash containers that exclude rain; or (3) contain a roof or awning to minimize direct precipitation. Waste will be collected by a servicing company on a routine basis. This will minimize direct contact of trash and debris with precipitation. 〉 Drought-tolerant native or naturalized landscaping will be used to the maximum extent practicable to reduce the need for pesticides, fertilizers, and irrigation. 〉 Maintenance personnel will be educated on environmentally friendly pesticides and herbicides and will be encouraged to reduce or eliminate the need for pesticides. Personnel will also be required to be familiar with and to apply the principles of integrated pest management.	

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		〉 Maintenance personnel will be educated on effective and efficient use of fertilizers and encouraged to minimize use of their application. 〉 Maintenance personnel will inspect the site routinely for trash and debris to reduce the potential discharge of materials into the storm drain system. Maintenance personnel will also monitor storm drain inlets and catch basins for trash and debris. 〉 Efficient landscape irrigation systems with rain sensors will be used where possible to minimize runoff of excess irrigation water to the stormwater conveyance system. Irrigation systems will be designed to each landscape area's specific water requirements. Flow reducers or shutoff valves triggered by a pressure drop will be used to control water loss in the event of broken sprinkler heads or lines. 〉 Maintenance personnel will be trained to inspect the facilities for signs of plumbing and sewer problems. A routine monitoring schedule will be put in place to check cleanouts and other facility controls for maintenance needs. Site Design 〉 Runoff from roofs will be directed to landscaped areas or infiltration basins to allow for infiltration and reduced runoff to the maximum extent practicable. 〉 Pavers or other porous surfaces such as grass paver systems, gravel paver systems, porous concrete, porous asphalt, or granular surfaces will be used where possible to reduce impervious areas. 〉 The project will maintain existing flow patterns and control runoff from impervious areas, particularly from pavement, by directing flow to an engineered stormwater drain system that will control runoff from the development.	

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		Treatment Control If determined to be needed, the proposed detention basin(s) on-site will be designed with the following general design parameters: 〉 basins must drain within 24 to 72 hours (48-hour optimal drawdown), 〉 inlet/outlet dissipation must be included to reduce velocity, 〉 length to width ratio should be at least 1.5:1 (may use internal baffling or berms), 〉 optimal basin depths range from 2 to 5 feet, and 〉 maintenance access ramp and perimeter access will be provided.	
Impact 3.6-3. Long-Term Water Quality Degradation. The conversion of undeveloped land to urban land uses would alter the types, quantities, and timing of contaminant discharges in stormwater runoff. Overall, the potential for the project to cause or contribute to long-term discharges of urban contaminants (e.g., oil and grease, trace metals and organics, trash) into the stormwater drainage system could increase compared with existing conditions if the system is not properly designed. However, as a public agency, the County would comply with federal and state stormwater management regulations and would incorporate appropriate BMPs into project design to prevent long-term water quality degradation.	LTS	No mitigation is required.	LTS
3.7 Land Use			
Impact 3.7-1. Potential for Division of an Established Community. The project site is not located within or surrounded by an established community. Further, project implementation would not result in any physical barriers that would divide an established community.	LTS	No mitigation is required.	LTS

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
Impact 3.7-2. Conflict with Relevant Plans, Policies, and Zoning Adopted for the Purpose of Avoiding or Mitigating an Environmental Effect. The *Napa County General Plan* (2008) includes policies specific to potential non-industrial use of the project site. These policies require placement and orientation of facilities in a manner that avoids incompatibility with adjacent uses. The proposed project would be designed to provide for sufficient buffering (through distance, screening, and other mitigation) to avoid incompatibility with adjacent uses.	LTS	No mitigation is required.	LTS
3.8 Noise			
Impact 3.8-1. Short-term, Construction-Related Noise and Vibration Effects on Nearby Sensitive Land Uses. Project construction activities would involve the use of heavy construction equipment. The Napa State Hospital is the nearest land use sensitive to elevated noise levels. Noise modeling was conducted for the construction of both project site design options and the results indicate that construction-related noise and vibration would not exceed County noise standards. In addition, the County allows for elevated noise levels for construction, especially during daytime hours. The proposed construction activities would occur within the County's specified daytime hours of construction. The vibration associated with project construction would be hardly perceptible, if perceptible at all, and would not exceed Caltrans' or FTA's specified vibration threshold for structure damage and annoyance (respectively).	LTS	No mitigation is required.	LTS
Impact 3.8-2. Long-term Increase in Noise Levels from Operation of On-Site Stationary Noise Sources. The proposed project includes several stationary features that would generate noise during project operation; these include PA system, heating, ventilation, and air conditioning (HVAC) equipment, emergency back-up generators, among other less noisy features and activities. The results of noise modeling conducted for these individual stationary noise sources	LTS	No mitigation is required.	LTS

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
indicates that resulting noise levels experienced at the adjacent Napa State Hospital (nearest off-site sensitive receptor) would comply with the standards set forth in the Napa County General Plan and the Napa County Code.			
Impact 3.8-3. Project-Related Traffic Noise Increase. Traffic generated by the project (366 beds or 526 beds) would result in less than 1 dB increase in traffic noise on SR 221.	LTS	No mitigation is required.	LTS
Impact 3.8-4. Exposure of a Proposed Noise-Sensitive Land Use to Excessive Noise Levels. Implementation of the proposed project would place new noise sensitive receptors adjacent to the Syar Napa Quarry, where noise-generating activities such as blasting, mining, rock crushing, and asphalt batching take place. Based on estimated noise levels and the relative distances where these activities would take place, and considering typical exterior-to-interior noise reduction, applicable noise standards (i.e., USMRE standards for blasting, Napa County Noise standards for other noise sources), would not be exceeded. Thus, proposed noise sensitive land uses would not be exposed to excessive noise levels.	LTS	No mitigation is required.	LTS
Impact 3.8-5. Exposure of a Proposed Noise-Sensitive Land Use to Excessive Ground Vibration Levels. Implementation of the proposed project would place new vibration sensitive receptors adjacent to the Syar Napa Quarry, where vibration-generating activities such as blasting, mining, rock crushing, and asphalt batching take place. Based on estimated vibration levels and the relative distances where these activities would take place, applicable vibration criteria for structural damage, would not be exceeded. Thus, proposed vibration sensitive land uses would not be exposed to excessive levels of ground vibration.	LTS	No mitigation is required.	LTS
3.9 Transportation and Traffic			
Impact 3.9-1. Existing Plus Project Intersection Level of Service Impacts. With implementation of the 366-bed project under existing plus project conditions, three intersections (Soscol Avenue/Imola	S	**Mitigation Measure 3.9-1a. Soscol Avenue-SR 221/SR 121-Imola Avenue.** The County will pay its proportional share to the City towards potential future improvements at Soscol Avenue-SR 221/SR	SU

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
Avenue, SR 221/Main Access, and SR 221-Soscol Ferry Road/SR 29) would experience further degradation of existing adverse operating conditions. With implementation of the 526-bed project under existing plus project conditions, the same three intersections (Soscol Avenue/Imola Avenue, SR 221/Main Access, and SR 221-Soscol Ferry Road/SR 29) would experience further degradation of existing adverse operating conditions such that the intersection of SR 221/Main Access would experience unacceptable LOS E operation during the p.m. peak period in addition to the a.m. peak period.		121-Imola Avenue, which is calculated as 2.49% for Phase 1(366 beds) and an additional 0.50% (or a total of 2.99%) with the addition of Phase 2 trips (526 beds). As identified in the *Napa Pipe Impact Transportation Analysis Sensitivity Analysis* (Mitchell, Crosley, and Foletta, pers. comm., 2013), the improvements needed to achieve acceptable operation include an additional left-turn lane on the eastbound approach and an exclusive right-turn lane on the westbound approach. Because the intersection is operating at an unacceptable LOS under existing conditions under the applied standards, the County shall pay its proportional share of the construction of these improvements.	
	S	**Mitigation Measure 3.9-1b. SR 221/Main Access.** Prior to occupancy of the site, the County will fund and signalize the intersection of SR 221/Main Access, including providing protected left-turn phasing on southbound SR 221. To eliminate conflicts between the protected southbound left-turn movement and northbound right turns, the free right-turn lane shall be converted to a standard right-turn lane. Similarly, the westbound right-turn lane shall be converted to a standard turn lane to bring this movement under signal control. Right-turn overlap phasing shall be provided between the southbound left turn and westbound right turn. Adequate right-of-way is available to accommodate this improvement and adequate spacing (i.e., more than 2,000 feet) is available between this signal and the nearest signal.	LTS
	S	**Mitigation Measure 3.9-1c. SR 221-Soscol Ferry Road/SR 29.** The County and Caltrans plan to implement a fly-over overpass at the SR 221-Soscol Ferry Road/SR 29 intersection. This improvement has been planned for completion in 2040 and MTC has set aside $5 million in discretionary funds towards the estimated cost of approximately $30 million. The project's proportional share contribution is 1.34% for the traffic associated with Phase 1, and 1.63% for the entire project, or an additional 0.29% for the Phase 2 trips. The County will fund its share of this improvement	SU

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Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
Impact 3.9-2. Future Plus Project Intersection Level of Service Impacts. With implementation of the 366-bed project under future plus project conditions, six intersections (Soscol Avenue-SR 221/SR 121-Imola Avenue, SR 221/Main Access, SR 221-Soscol Ferry Road/SR 29, Soscol Avenue/Silverado Trail, SR 221/Magnolia Drive-College Way, and SR 221/Kaiser Road) would degrade to unacceptable operating conditions and/or further exacerbate existing adverse operating conditions. With implementation of the 526-bed project under future plus project conditions, six intersections (Soscol Avenue-SR 221/SR 121-Imola Avenue, SR 221/Main Access, SR 221-Soscol Ferry Road/SR 29, Soscol Avenue/Silverado Trail, SR 221/Magnolia Drive-College Way, and SR 221/Kaiser Road) would degrade to unacceptable operating conditions and/or further exacerbate existing adverse operating conditions.	S	**Mitigation Measure 3.9-2a. Soscol Avenue-SR 221/SR 121-Imola Avenue.** Implement Mitigation Measure 3.9-1a, above.	SU
	S	**Mitigation Measure 3.9-2b. SR 221/Main Access.** Implement Mitigation Measure 3.9-1b, above.	LTS
	S	**Mitigation Measure 3.9-2c. SR 221-Soscol Ferry Road/SR 29.** Implement Mitigation Measure 3.9-1c, above.	SU
	S	**Mitigation Measure 3.9-2d. Soscol Avenue/Silverado Trail.** The County will pay its proportional share of 7.5% for Phase 1 trips and an additional 1.5% for Phase 2 trips to the City towards the planned future improvements at Soscol Avenue/Silverado Trail. These improvements are described in the City's General Plan to include widening as necessary on southbound Silverado Trail to provide a second left-turn lane together with the right-turn lane. These improvements are anticipated to be implemented by the City, and would be funded through developer fees and proportional share contributions together with other City funding sources. With implementation of the improvements, this intersection would operate at an acceptable LOS under future plus project conditions, based on the City's standards.	SU
	S	**Mitigation Measure 3.9-2e. SR 221/Magnolia Drive-College Way.** At the time the County approves development plans for construction of 366 beds, the County will construct an exclusive left-turn lane to the westbound approach at the SR 221/Magnolia Drive-College Way intersection. There is sufficient right-of-way available for this lane. Additionally, a right-turn overlap phase will be provided between the southbound right turn and eastbound left turn at the intersection of SR 229/Magnolia Drive-College Way. With the added lane and right-turn overlap in place, delay at this intersection would be reduced to levels below existing conditions.	LTS
	S	**Mitigation Measure 3.9-2f. SR 221/Kaiser Road.** The County will fund its proportional share of 2.4% for Phase 1 trips and an additional	LTS

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Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		0.5% for Phase 2 trips towards improvements which include constructing either an additional northbound left-turn lane or extending the existing left-turn lane to 500 feet, installing an additional through lane both northbound and southbound, providing free right-turn movements for the southbound and eastbound approaches, and constructing an additional eastbound left-turn lane.	
Impact 3.9-3. Construction-Related Traffic Impacts. Traffic generated during construction of the project would be attributable to trucks and construction workers' trips to and from the site. These trips could result in one or more of the study area intersections operating unacceptably.	PS	**Mitigation Measure 3.9-3. Construction Management Plan.** The County will prepare a construction TMP in consultation with the applicable transportation entities, including Caltrans for state roadway facilities and the City of Napa. The County will implement the construction TMP during project construction. The TMP will address the following, as needed: 〉 scheduling for oversized material deliveries to the work site and haul routes, including flagging, scheduling off-peak deliveries, etc. ; 〉 the cumulative effect of construction traffic with other concurrent, major construction projects nearby; 〉 daily construction time windows during which construction traffic is restricted; and 〉 other actions to be identified and developed as may be needed by the construction manager/resident engineer to ensure that temporary impacts on transportation facilities are minimized. The TMP will include an updated evaluation of current operational characteristics of the roadways. To minimize potential impacts, the TMP will restrict, to the extent feasible, peak-hour trips entering and exiting the project site to 50 peak hour passenger-car equivalents. The TMP would specify temporary mitigations as needed, including but not limited to temporary operational improvements or limiting the hours or amount of construction trips on affected roadway segments.	LTS

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Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
Impact 3.9-4. Pedestrian, Bicycle, and Transit Facilities Impacts. While the project would not conflict with any of the County's plans to implement pedestrian, bicycle, and/or transit improvements in the project area, there are no existing pedestrian, bicycle, or transit facilities located on or in close proximity (i. e., within reasonable walking distance) to the site such that employees or work-release inmates would have access.	S	**Mitigation Measure 3.9-4a. Construct Pedestrian Facilities Serving the Site and Connecting to Nearby Facilities.** The County will construct pedestrian and bicycle facilities connecting building entrances/parking areas to the nearby River-to-Ridge Trail at SR 221.	LTS
	S	**Mitigation Measure 3.9-4b. Provide Transit Bus Stop and Associated Amenities on the Project Site.** The County will work with NCTPA to ensure transit service to the site prior to building occupancy. Also, to encourage transit usage by employees, visitors and inmates on work-furlough programs, the County will construct a transit stop on the project site within the parking area. The stop shall include amenities such as benches and a shelter. Upon implementation, the site would have transit connectivity to the region via the Soscol Gateway Transit Center.	LTS
Impact 3.9-5. Access and Circulation Impacts. The site circulation would be adequate to accommodate the volumes and types of traffic expected and to meet emergency response needs; however, sight lines could be inadequate if the driveway is located too near either SR 221 or Basalt Road.	S	**Mitigation Measure 3.9-5. Locate Project Driveway as near the Midpoint of Project Access as Feasible.** The project driveway will be located as near the midpoint of Project Access, the roadway connecting SR 221 to Basalt Road, as feasible.	LTS
Impact 3.9-6. Parking Impacts. The project would provide adequate parking areas onsite to accommodate all staff and visitor vehicles for the 366-bed and 526-bed options.	LTS	No mitigation is required.	LTS
Impact 3.9-7. Safety Impacts. The proposed project will be constructed to meet current design standards and criteria, so is not expected to result in any adverse safety impacts from hazardous design features; however, the project could result in conflicts at the intersection of Project Access and Basalt Road due to the movement of large trucks to/from the Syar Napa Quarry and project-related traffic.	S	**Mitigation Measure 3.9-7. Reconfigure the Intersection of Project Access and Basalt Road.** The intersection of Project Access and Basalt Road will be reconfigured to reduce the radius of the right turn from westbound Basalt Road to Project Access.	LTS

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Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
3.10 Utilities and Service Systems			
Impact 3.10-1. Water Supply and Infrastructure Impacts. Total water demand for the new jail and staff-secure facility would be approximately 63 afy at full buildout of the project. This demand would be partially offset by reduced demand at the existing jail. While water would be available to meet this demand during normal and multiple-dry years; based on the City's UWMP, the City faces a near term deficit in water supplies in single-dry years (i.e., if a "single dry year" occurred within the next 20 years). The City has historically accessed "carryover" water and other supplemental supplies to address any one time deficits, and the project would employ the same conservation measures as the rest of the City service area during single-dry years, such that overall, sufficient supplies would be available.	LTS	No mitigation is required.	LTS
Impact 3.10-2. Wastewater Collection, Conveyance, and Treatment Infrastructure. Under the existing conditions, the 66-inch trunk main that would serve the project is at capacity, and the WWTP is nearing capacity. Implementation of the project would require upgrades to the system in order to meet the project's wastewater conveyance demands.	PS	**Mitigation Measure 3.10-2. Coordinate with NSD to Fund and/or Implement I/I Projects to Reduce Wastewater Flow Throughout the System.** In accordance with the Board of Directors of NSD, under Resolution No. 11-025, the County will coordinate funding and/or implement I/I reduction projects to provide sufficient wastewater conveyance capacity to meet the demands of the project. Specifically, the County will contribute funding to Basin L – I/I Reduction Projects (project 1, 2, 3, and/or 4) and/or Basin I/J – I/I Reduction Project 1 as identified in Resolution No. 11-025. The level of funding will be determined in consultation between the County and NSD, at a 2:1 (improvements to impacts) ratio. All necessary agreements between the County and NSD, and all LAFCO actions will be completed before the start of construction of the proposed project.	LTS
Impact 3.10-3. Increased Natural Gas and Electricity Services. Implementation of the proposed project would result in increased demands for electricity and natural gas. While the project would result in improvements to existing on-site electrical and natural gas facilities, proposed improvements would be contained within the	LTS	No mitigation is required.	LTS

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Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
developed footprint of the project site and no off-site infrastructure would be required. Further, PG&E staff has indicated that it would be able to adequately serve the project site (Owens, pers. comm., 2013a).			
Impact 3.10-4. Increased Solid Waste Generation. Implementation of the proposed project would result in the generation of approximately 0.78 ton of solid waste per day at full buildout. The Devlin Road Transfer Station and the Keller Canyon Landfill have adequate capacity to handle the project's solid waste collection and disposal demands, and the County would comply with all laws and regulations associated with the collection, transport, and disposal of solid waste.	LTS	No mitigation is required.	LTS
Mitigation Measures from Initial Study			
Biological Resources: Bat Roosts. Numerous vacant buildings in the study area could provide day roosts, maternity colony roosts, and/or hibernation roosts for several bat species. Common bats with potential to roost on the project site include Yuma myotis, Mexican free-tailed bat, California myotis, and big brown and little brown bats. Special-status bats that could roost on-site include pallid and Townsend's big-eared bat. These species of bats are known to roost in abandoned or little-used structures in wall sections, behind fascia, in spaces between vaulted interior ceiling and roofing materials, and in similar enclosed spaces that provide thermal protection. Day roosts are used throughout the spring and summer, and maternity colony roosts can be active from early April until mid-October. Demolition of buildings, sealing of openings or cracks, or other construction activities that cause noise, vibration, or physical disturbance, could affect the survival of adult or young bats.	S	**Mitigation Measure BIO-2: Bat Roosts.** Surveys for roosting bats on the project site will be conducted by a qualified biologist. Surveys will consist of a daytime pedestrian survey looking for evidence of bat use (e.g., guano) and/or an evening emergence survey to note the presence or absence of bats. The type of survey will depend on the condition of the buildings. If no bat roosts are found, then no further study is required. If evidence of bat use is observed, the number and species of bats using the roost will be determined. If bat roosts are determined to be present in buildings to be removed or disturbed, the bats will be excluded from the roosting site before the activity. A program addressing compensation, exclusion methods, and roost removal procedures will be developed in consultation with CDFW before implementation. Exclusion methods may include use of one-way doors at roost entrances (bats may leave but not reenter), or sealing roost entrances when the site can be confirmed to contain no bats. Exclusion efforts may be restricted during periods of sensitive activity (e.g., during hibernation or while females in maternity colonies are nursing young). The loss of each roost (if any) will be replaced in consultation with CDFW and may include construction and installation of bat boxes suitable to the bat species	LTS

LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		and colony size excluded from the original roosting site. Roost replacement will be implemented before bats are excluded from the original roost sites. Once the replacement roosts are constructed and it is confirmed that bats are not present in the original roost site, the structures may be removed or sealed.	
Biological Resources: Nesting Raptors. Although no trees would be removed for the proposed project, the trees in the woodlands immediately adjacent to the study area provide potential nesting sites for white-tailed kite, which is Fully Protected under the Fish and Game Code; and common raptors such as red-tailed hawk, red-shouldered hawk, and great horned owl, which are protected under Section 3503.5 of the Fish and Game Code. An active osprey nest was observed on a light pole on the Pacific Coast parcel in March 2013. Demolition of structures could result in mortality of eggs and chicks if an active nest were present. In addition, project construction could disturb active nests in trees near the study area, potentially resulting in nest abandonment by the adults and mortality of chicks and eggs.	PS	**Mitigation Measure BIO-2: Nesting Raptors.** 〉 If construction activities would occur between February 15 and August 31 (typically nesting season), a qualified biologist will conduct preconstruction surveys for nesting raptors to identify active nests on and within legally accessible or visible suitable habitat within 300 feet of area that would be disturbed by project activities. The surveys will be conducted no more than 30 days before the beginning of construction activities that could remove nesting structures or otherwise disturb nesting raptors. 〉 If active nests are found, impacts on nesting raptors will be avoided by establishing a 300-foot buffer around the nests. No development activity will commence within the buffer area until a qualified biologist confirms that any young have fledged and the nest is no longer active. The size of the buffer may be adjusted if a qualified biologist, in consultation with CDFW, determines that such an adjustment would not be likely to adversely affect the nest. Monitoring of the nest by a qualified biologist will be required if the activity has potential to adversely affect the nest.	LTS
Biological Resources: Wetlands and Other Federally Protected Waters. The intermittent stream in the study area would not be affected because project activities would be set back from the riparian vegetation and bank. A potential ditch was observed on the Boca parcel from examining aerial photography. Because site access was restricted, we do not know if this potential feature meets the	S	**Mitigation Measure BIO-3: Wetlands and Other Federally Protected Waters.** 〉 The County will have a reconnaissance survey conducted of the Boca parcel if this site is selected for development. If potential wetlands are present, a wetland delineation report will be prepared and submitted to USACE. Based on the	LTS

LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
parameters required to qualify as wetlands as defined by USACE, if it would be considered waters of the state, or both. If the ditch qualifies as a water of the U.S. or water of the state, development of the project on the Boca parcel could result in fill of wetlands and other waters.		jurisdictional determination, the County will determine the exact acreage of waters of the U.S. and waters of the state would be filled as a result of project implementation. 〉 The County will obtain a USACE Section 404 permit and RWQCB Section 401 certification before any groundbreaking activity within 50 feet of or discharge of fill or dredge material into any water of the U.S. The County will implement all permit conditions. The County may qualify for a Section 404 Nationwide Permit (NWP) for this project under NWP 39 for commercial and institutional developments if the discharge will not cause the loss of greater than 0.5-acre of non-tidal waters of the United States, including the loss of no more than 300 linear feet of stream bed. 〉 The County will commit to replace or restore on a "no net loss" basis (in accordance with USACE and/or RWQCB) the acreage and function of all wetlands and other waters that would be removed, lost, or degraded as a result of project implementation. Wetland habitat will be restored or replaced at an acreage and location and by methods agreeable to USACE and the San Francisco Bay RWQCB, as appropriate, depending on agency jurisdiction, and as determined during the Section 401 and Section 404 permitting processes.	
Cultural Resources. The proposed project site has been heavily modified for industrial uses; therefore, historic, archaeological, paleontological resources, or human remains are not anticipated to be present. However, the presence of undiscovered or undocumented resources may exist within the project area that have the potential to be impacted through ground disturbing activities.	PS	**Mitigation Measure CUL-1.** 〉 In accordance with CEQA Subsection 15064.5(f), should any previously unknown historic or prehistoric resources, including but not limited to charcoal, obsidian or chert flakes, grinding bowls, shell fragments, bone, pockets of dark, friable solids, glass, metal, ceramics, wood or similar debris, be discovered during grading, trenching or other on-site excavation(s), earth work within 100-feet of these	LTS

LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
		materials will be stopped until a professional archaeologist certified by the Registry of Professional Archaeologists (RPA) has had an opportunity to evaluate the significance of the find and suggest appropriate mitigation(s), as determined necessary. 〉 In the event that paleontological resources are discovered, all construction activity will be halted within 10 feet of the discovery. Notification procedures provided during the preconstruction meeting(s) will be followed. The decision to conduct paleontological salvage operations will be determined by the paleontologist in consultation with County staff and project management. If deemed significant, the paleontological finds will be salvaged in accordance with professional paleontological standards. This will include removal of identifiable paleontological remains, fossil preparation and subsequent curation of these remains at a recognized repository such as the University of California, Museum of Paleontology. 〉 If human remains are encountered the Napa County Coroner will be informed to determine if an investigation of the cause of death is required and/or if the remains are of Native American origin. Pursuant to Public Resources Code Section 5097.98, if such remains are of Native American origin the nearest tribal relatives as determined by the State Native American Heritage Commission will be contacted to obtain recommendations for treating or removal of such remains, including grave goods, with appropriate dignity. 〉 All persons working on-site will be bound by contract and instructed in the field to adhere to these provisions and restrictions.	

LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

Table ES-1 Summary of Environmental Impacts and Mitigation Measures

Impact	Significance before Mitigation	Mitigation Measure	Significance after Mitigation
Geology and Soils. The project site is currently developed with industrial buildings and maintenance and equipment storage yards. These parcels are relatively level, except for the easternmost area, which slopes up to the adjacent rock quarry. While no specific soil or geologic hazards have been identified on the site, the Napa area is susceptible to ground shaking.	PS	**Mitigation Measure GEO-1.** To lessen potential damage from strong or violent ground shaking from seismic hazards, prior to the issuance of permits for the construction of infrastructure and buildings, the County's geotechnical engineer will prepare geotechnical reports incorporating the specific mitigation of seismic hazards pursuant to State law, as detailed in the California Building Code, and as required by the County of Napa to ensure that structures and infrastructure can withstand ground accelerations expected from seismic activity. The improvement plans will incorporate all design and construction criteria specific in the report(s). The geotechnical engineer will sign the improvement plans and approve them as conforming to their recommendations prior to approval. The project geotechnical engineer will provide geotechnical observations during the construction, which will allow the geotechnical engineer to compare the actual with the anticipated soil conditions and to check that the contractor's work conforms to the geotechnical aspects of the plans and specifications. The geotechnical engineer of record will prepare letters and as-built documents, to be submitted to the County, to document their observances during construction and to document that the work performed is in accordance with the project plans and specifications.	LTS

LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

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LTS = Less than significant, PS = Potentially significant, S = Significant, and SU = Significant and unavoidable

1 INTRODUCTION

This draft environmental impact report (DEIR) evaluates the potential environmental impacts of the proposed Napa County Jail Project. Napa County (County) proposes to acquire property and construct a new jail on approximately 15 to 20 acres in unincorporated Napa County. The jail would be designed with an initial capacity of 366 beds, but would include core support facilities designed for occupancy of up to 526 beds in the event the County needs to add bed capacity at some point in the future. 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. This DEIR evaluates the environmental impacts of development of a 366-bed jail facility, with possible expansion to a 526-bed jail facility. The DEIR also evaluates alternatives to the project and includes mitigation to reduce, minimize, or avoid any significant adverse impacts.

This DEIR has been prepared under the County's direction in accordance with the requirements of the California Environmental Quality Act (CEQA) (Public Resources Code [PRC] Section 21000 et seq.), the State CEQA Guidelines, and Napa County's local CEQA Guidelines.

1.1 PURPOSE AND INTENDED USES OF THIS DEIR

According to the State CEQA Guidelines (14 California Code of Regulations [CCR] Section 15064[f][1]), preparation of an EIR is required whenever a project may result in a significant environmental impact. An EIR is an informational document used to inform public agency decision makers and the general public of the significant environmental effects of a project, identify possible ways to mitigate or avoid the significant effects, and describe a range of reasonable alternatives to the project that could feasibly attain most of the basic objectives of the project while substantially lessening or avoiding any of the significant environmental impacts. Public agencies are required to consider the information presented in the EIR when determining whether to approve a project.

CEQA requires that state and local government agencies consider the environmental effects of projects over which they have discretionary authority before taking action on those projects (PRC Section 21000 et seq.). CEQA also requires that each public agency avoid or mitigate to less-than-significant levels, wherever feasible, the significant environmental effects of projects it approves or implements. If a project would result in significant and unavoidable environmental impacts that cannot be feasibly mitigated to less-than-significant levels, the project can still be approved, but the lead agency's decision makers must prepare findings and issue a "statement of overriding considerations" explaining in writing the specific economic, social, or other considerations that they believe, based on substantial evidence, make those significant effects acceptable (PRC Section 21002; CCR Section 15093).

Because they have the principal authority over approval of the project, Napa County is the lead agency, as defined by CEQA, for this EIR. Other public agencies with jurisdiction over the project are listed below in Section 1.3, "Agency Roles and Responsibilities."

1.2 SCOPE OF ENVIRONMENTAL ANALYSIS

Pursuant to CEQA and the State CEQA Guidelines (CCR Section 15064), the discussion of potential effects on the environment in this DEIR is focused on those impacts that the County has determined may be potentially significant.

A determination of which impacts would be potentially significant was made for this project based on review of comments received as part of the public review process for the project (Appendix A), and additional research and analysis of relevant project data during preparation of this DEIR.

This DEIR includes an evaluation of nine environmental issue areas and other CEQA-mandated issues (e.g., cumulative impacts and growth-inducing impacts). The nine environmental issue areas are as follows:

- Aesthetics
- Air Quality
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology/Water Quality
- Land Use/Planning
- Noise
- Transportation/Traffic
- Utilities/Service Systems

1.2.1 EFFECTS FOUND NOT TO BE SIGNIFICANT

Pursuant to CEQA, the discussion of potential effects on the physical environment is focused on those impacts that may be significant or potentially significant. CEQA allows a lead agency to limit the detail of discussion of the environmental effects that are not considered potentially significant (PRC Section 21100, CCR Sections 15126.2[a] and 15128). CEQA requires that the discussion of any significant effect on the environment be limited to substantial, or potentially substantial, adverse changes in physical conditions that exist within the affected area, as defined in PRC Section 21060.5 (statutory definition of "environment"). Effects dismissed in an Initial Study as clearly insignificant and unlikely to occur need not be discussed further in the EIR unless the Lead Agency subsequently receives information inconsistent with the finding in the Initial Study (CCR Section 15143).

The Initial Study determined that implementation of the proposed County Jail Project would result in no impacts or less-than-significant environmental impacts (with or without mitigation) related to the following resources; therefore, these environmental issues are not discussed further in this DEIR.

- Agriculture and Forest Resources
- Biological Resources
- Cultural Resources
- Geology/Soils
- Mineral Resources
- Population/Housing
- Public Services
- Recreation

1.3 AGENCY ROLES AND RESPONSIBILITIES

This DEIR will be used by the County and CEQA responsible and trustee agencies to ensure that they have met their requirements under CEQA before deciding whether to approve or permit project elements over which they have jurisdiction. It may also be used by other state and local agencies, which may have an interest in resources that could be affected by the project, or that have jurisdiction over portions of the project.

1.3.1 LEAD AGENCY

Napa County is the lead agency for CEQA compliance.

1.3.2 RESPONSIBLE AND TRUSTEE AGENCIES

Under CEQA, a responsible agency is a public agency, other than the lead agency, that has responsibility to carry out or approve a project (PRC Section 21069). A trustee agency is a state agency that has jurisdiction by law over natural resources that are held in trust for the people of the State of California (PRC Section 21070).

The following state agencies may serve as responsible and trustee agencies:

- Bay Area Air Quality Management District
- Board of State and Community Corrections
- California Department of Transportation, District 4
- San Francisco Bay Regional Water Quality Control Board

The following regional and local agencies may serve as responsible agencies:

- City of Napa
- Napa County Local Agency Formation Commission
- Napa Sanitation District

1.4 CEQA PUBLIC REVIEW PROCESS

1.4.1 NOP AND INITIAL STUDY

In accordance with PRC Section 21092 and CCR Section 15082, the County issued a notice of preparation (NOP) and Initial Study on January 29, 2013 to inform agencies and the general public that an EIR was being prepared and to invite comments on the scope and content of the document (Appendix A). The NOP and Initial Study were submitted to the State Clearinghouse (SCH #2013012072); posted on the County's website (http://www.countyofnapa.org/pbes/jailEIR/); advertised in the *Napa Valley Register*; available at the Napa County Planning, Building, and Environmental Services Department as well as the Napa Main Library; and distributed directly to public agencies (including potential responsible and trustee agencies), interested parties, and organizations. The NOP and Initial Study were circulated for 30 days, through February 27, 2013.

In accordance with PRC Section 21083.9 and CCR Section 15082(c), a noticed scoping meeting for the EIR occurred on February 20, 2013 at 6:00 p.m. at the Napa Library Community Room, 580 Coombs Street, Napa.

Appendix A contains the comment letters submitted during the public comment period as well as the Scoping Meeting Summary, which summarizes the comments received during the scoping meeting.

1.4.2 PUBLIC REVIEW OF DEIR

This DEIR is being circulated for public review and comment for a period of 45 days, from **August 16 to September 30, 2013**.

A public hearing will be held on the DEIR on **September 18, 2013** to receive input from agencies and the public on the DEIR.

In addition, written comments from the public as well as organizations and agencies will be accepted throughout the public comment period. Because of time limits mandated by State law, comments should be provided no later than 5:00 p.m. on **September 30, 2013**. Please send all comments to:

Napa County Planning, Building, and Environmental Services Department
1195 Third Street, Suite 210
Napa, CA 94559
Attention: Brian Bordona, Supervising Planner
Telephone: (707) 259-5935 Fax: (707) 299-4028
Email: jailproject@countyofnapa.org

Agencies that will need to use the EIR when considering permits or other approvals for the proposed project should provide the name of a contact person, phone number, and email address. Comments provided by email should include the name and physical address of the commenter.

Copies of this DEIR are available for public review at the following locations:

- Napa County Planning, Building, and Environmental Services Department at 1195 Third Street, Suite 210, Napa; and
- Napa Main Library at 580 Coombs Street, Napa.

The DEIR is also available for public review online at: http://www.countyofnapa.org/pbes/jailEIR/.

1.4.3 FINAL EIR

Following public review of the DEIR, a Final EIR (FEIR) will be prepared that will include both written and oral comments on the DEIR received during the public review period, responses to those comments, and any revisions to the DEIR. The DEIR and the FEIR will comprise the EIR for the County Jail Project.

Before approving the County Jail Project, the lead agency is required to certify that the EIR has been completed in compliance with CEQA, that the decision-making body reviewed and considered the information in the EIR, and that the EIR reflects the independent judgment of the lead agency.

1.5 ORGANIZATION OF THIS DEIR

This DEIR is organized as follows:

Executive Summary: This chapter introduces the proposed County Jail Project; provides a summary of the environmental review process, effects found not to be significant, and key environmental issues; and lists significant environmental impacts and mitigation measures to reduce significant impacts to a less-than-significant level.

Chapter 1, Introduction: This chapter provides a description of the lead and responsible agencies, the legal authority and purpose of the EIR, the public review process, and organization of the EIR.

Chapter 2, Project Description: This chapter begins by describing the project background, objectives, and location. The proposed County Jail Project is described in detail.

Chapter 3, Environmental Setting, Impacts, and Mitigation Measures: The resource sections within this chapter evaluate the expected environmental impacts generated by the proposed County Jail Project. Within each subsection of Chapter 3, the regulatory background, existing environmental setting, the significance criteria, and the analysis methodology and assumptions are described. The anticipated changes to the existing environmental conditions after development of the proposed project are then evaluated for each resource. For any significant or potentially significant impact that would result from project implementation, mitigation measures are presented along with the remaining level of significance. Environmental impacts are numbered sequentially throughout the

sections of Chapter 3 (e.g., Impact 3.2-1, Impact 3.2-2, etc.). Any required mitigation measures are numbered to correspond to the impact numbering; therefore, the mitigation measure for Impact 3.2-1 would be Mitigation Measure 3.2-1.

Chapter 4, Cumulative Impacts: This chapter provides information regarding the potential cumulative impacts that would result from implementation of the proposed County Jail Project together with other past, present, and probable future projects.

Chapter 5, Other CEQA Sections: This chapter provides a discussion of potential significant and unavoidable impacts, significant and irreversible commitment of resources, energy conservation, and growth-inducing impacts.

Chapter 6, Alternatives: This chapter provides a discussion of alternatives to the proposed County Jail Project, including the No Project Alternative, alternatives considered but removed from further consideration, and the environmentally superior alternative.

Chapter 7, List of Preparers: This chapter identifies the lead and responsible agency contacts as well as the preparers of this DEIR.

Chapter 8, References: This chapter identifies the organizations and persons consulted during preparation of this DEIR and the documents used as sources for the analysis.

Chapter 9, Acronyms and Abbreviations: This chapter defines the acronyms and abbreviations used throughout this DEIR.

1.6 STANDARD TERMINOLOGY

This DEIR uses the following standard terminology:

No Impact means no change from existing conditions (no mitigation is required).

Less-than-Significant Impact means no substantial adverse change in the physical environment (no mitigation is required).

Potentially Significant Impact or **Significant Impact** means an impact that might or would cause a substantial adverse change in the physical environment (mitigation is recommended where feasible).

Significant and Unavoidable Impact means an impact that would cause a substantial adverse change in the physical environment and that cannot be avoided, even with the implementation of all feasible mitigation.

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2 PROJECT DESCRIPTION

This chapter presents a detailed description of the proposed County Jail Project (proposed project), including project location, proposed staffing, and the anticipated schedule for project construction. Napa County (County) proposes to acquire property and construct a new jail on approximately 15 to 20 acres in unincorporated Napa County. The jail would be designed with an initial capacity of 366 beds, but would include 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. 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. The project would involve a General Plan amendment and project-specific approvals, as identified in Sections 2.3.2 and 2.5, respectively.

2.1 PROJECT BACKGROUND

The Napa County Department of Corrections (Corrections) has jurisdiction over the existing County Jail, which houses both sentenced and pre-sentenced inmates. Corrections is responsible for the coordination of all programs and services related to the institutional sentencing, care, treatment, and rehabilitation of adult offenders including intake screening, diagnosis, classification, and programs that deal with sentencing alternatives. The following sections discuss the existing Napa County Jail, including its location and current usage, as well as the physical and functional deficiencies that the proposed project seeks to improve.

2.1.1 DESCRIPTION OF EXISTING JAIL

The 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.

Today, the Napa County Jail shares a 5.23-acre block with the Napa County Administration Building (assessor's parcel number [APN] 003-216-010, 1.13 acres), Criminal Court facility (APN 003-216-011, 0.7 acre), the Hall of Justice and Jail (APN 003-261-014, 1.03 acres), and the 5th Street parking garage (APN 003-272-013, 2.37 acres). This block is bounded to the north by Third Street, to the east by Main Street, to the south by Fifth Street, and to the west by Coombs Street.

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.

Cell types in the Jail Annex include single-, double-, and multiple-occupancy cells on the second and third floors, and secure dormitories in the basement. As noted above, the Napa County Jail maintains a rated capacity of 264 beds, not including beds within inmate processing areas, transfer holding bunks, and non-rated beds assigned to disciplinary isolations and to medical and mental health services. Capacity rating standards are established by the Board of State and Community Corrections (BSCC), a division of the California Department of Corrections and Rehabilitation (CDCR). The rated capacity beds are classified as shown in Table 2-1.

Table 2-1 Rated Capacity by Type of Bed (Permanent Housing Only)					
Inmate Type	Single-Occupancy Beds	Double/Multiple-Occupancy Beds	Dormitory Beds	Total Beds	Distribution Percentage
Maximum Security	44	0	0	44	17%
Medium Security	0	114	0	114	43%
Minimum Security	0	0	106	106	40%
Total	**44**	**114**	**106**	**264**	**100%**
Source: Napa County 2007					

In addition to inmate beds, the existing jail also includes space for inmate processing, indoor/outdoor recreation, inmate programming, food preparation and dining, laundry services, personal property storage, medical and mental health services, and maintenance and storage.

2.1.2 ADULT CORRECTIONAL SYSTEM MASTER PLAN

In November 2004, the Napa County Board of Supervisors (Board) directed staff to initiate a process to develop an Adult Correctional System Master Plan to identify and address the County's jail and other adult correctional system needs over the next 20 years. In initiating this planning process, the Board acknowledged the limitations of the existing facility and recognized that the use of secure custody for pre-and post-sentenced inmates was in part driven by factors outside the County's control, like changes in population and crime rates, and in part was a result of the complex way in which the local criminal justice system policies, procedures, and practices interact. Thus, 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. If additional beds were needed, the key questions were: how many, for what type(s) of inmates, and were there any conditions or changes that might mitigate these findings. The Board's direction to staff was to involve all local criminal justice agencies to work toward addressing these questions, and to return to the Board with conclusions and recommendations.

A Criminal Justice Committee was formed consisting of the appointed and elected department heads of the County criminal justice and health and human services agencies, Superior Court judges and executives, and the City of Napa Police Department. The group was initially charged with identifying strategies to alleviate the impact of system practices on the jail. Subsequently, it was determined that in addition to assisting in the development of an Adult Correctional System Master Plan, there was an on-going need to have a more formalized group that could work to examine all of the functions and activities of the local criminal justice system to determine what improvements could be made, including better communication and coordination among the various agencies that would increase the efficiency and effectiveness of the criminal justice system.

The culmination of activities by the Committee as well as various consultants led to the County Executive Office's preparation of the following reports, which are incorporated by reference into this EIR:

- *Napa County Adult Correctional System Master Plan Phase 1 Final Report* (Napa County 2007),
- *Napa County Adult Correctional System Master Plan Phase 2 Final Report* (Napa County 2008a), and
- *Napa County Adult Correctional System Master Plan Phase 3 Final Report* (Napa County 2010).

These reports identified deficiencies in programs, practices, and capacity. Recommendations were made, including means by which capacity additions could be delayed (although these recommendations may or may not be feasible).

2.1.3 PHYSICAL AND FUNCTIONAL DEFICIENCIES OF THE EXISTING JAIL

The existing jail is antiquated and is not designed to operate according to correctional best practices. Specifically, and according to findings presented in the *Napa County Adult Correctional System Master Plan Phase 1 Final Report* (Napa County 2007), the existing jail has physical and functional deficiencies in the following areas:

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

2.1.4 2011 PUBLIC SAFETY REALIGNMENT

The 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 system, 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.

AB 109, the 2011 Public Safety Realignment Act, was signed into law on April 4, 2011, in an effort to address overcrowding in California's prisons and assist in alleviating the state's financial crisis. The law transfers to counties the responsibility for supervising some "lower-level" offenders, both in custody and those returning from the CDCR. Some Napa County offenders who before realignment would have been sentenced to State prison will now be sentenced to County custody, and some offenders being released from prison will be released to County custody for "post-release community supervision," rather than be placed on State parole. Implementation began on October 1, 2011.

In 2007 (before Realignment took effect), Carter Global Lee Companies (CGL), who was tasked with assisting the County in developing the Adult Correctional System Master Plan, identified the need for a 366-bed jail by 2025. These projections were revised in the summer of 2011 (before Realignment was actually implemented) to reflect the potential effect of 2011 Public Safety Realignment on the jail's population. Those revised projections yielded a need for 416 rated beds and 448 total beds by 2025.

In November 2012, the County once again revised the 2007 projections to factor in the impact of 8 months of actual experience with Realignment as well as the impact of other factors on the jail population since 2007. The County prepared projections of Average Daily Population (ADP) and needed jail beds (both rated and unrated) through 2030 (five years further than the 2007 and 2011 projections) under three different scenarios, which yielded a total (rated and unrated) bed capacity requirement of 302 to 438 beds by 2025, and 334 to 470 beds by 2030.

The County determined to proceed with jail planning based on the mid-range scenario (366 beds by 2025 and 398 beds by 2030); however, central facilities are planned to be built to accommodate a larger jail (526 beds) so that expansion could occur by adding housing units. The County is using the 2025 projection because of the inherent uncertainty involved in making projections about jail bed needs beyond that timeframe and because of

the substantial construction and operational costs that can be incurred in "over-building." This is particularly true now, not only because Realignment is relatively new, but because the County is still developing new alternative programs – including potentially an alternative custody facility – and does not yet know what impact those new programs will have on the jail's population.

The uncertainty still surrounding Realignment and the possibility of additional phases of Realignment in the future require the County to think strategically about the type of facility that will be required in the long run. Although all the Criminal Justice partners in the County have worked diligently to ensure there is a comprehensive and evidence-based approach to managing the correctional population, it is inevitable that the jail population will increase over time. The development of a jail with core facilities that can accommodate up to 526 inmates allows the County to ensure the significant capital investment of constructing a jail will provide sufficient facilities beyond a 10 to 15 year horizon.

2.2 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;
- address 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 correction partnership plan; and
- ensure the jail is compatible with its neighborhood context and incorporates sustainable design features to the maximum extent feasible.

2.3 PROJECT LOCATION

2.3.1 SITE DESCRIPTION

The project site is located in unincorporated Napa County, approximately two miles from downtown Napa (Exhibit 2-1). Approximately 15 to 20 acres are needed for jail construction and would be located on one of two contiguous parcels that are currently privately owned and zoned for industrial use. The two parcels encompass a total of approximately 82 acres. The eastern parcel (referred to herein as the "Boca parcel") is owned by Boca Company and is currently for lease; the Boca parcel encompasses approximately 55 acres. The western parcel (referred to herein as the "Pacific Coast parcel") is owned by Whal Properties, LP and is currently used for retail and wholesale of building materials; the Pacific Coast parcel encompasses approximately 27 acres. Access to both parcels 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 DEIR evaluates two possible site development layouts and assesses impacts associated with development of one or both parcels.

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 eastern parcel is dominated by a large, oblong warehouse. The western parcel contains a complex of eight abandoned, industrial buildings; two small modern buildings; and a rectangular, open bay, partitioned sand/gravel storage area. The parcels have little or no groundcover due in part to the development and disturbance associated with the industrial and commercial

activities onsite. There are, however, interspersed patches of native and introduced plant species at the northeast corner of the property, adjacent to the River to Ridge Trail and the Syar Napa Quarry. The site is relatively level, except for the easternmost area, which slopes up to the adjacent rock quarry. The majority of the site has been previously graded, graveled, and paved.

2.3.2 LAND USE DESIGNATION

The project site is designated as "Study Area" in the *Napa County General Plan* (Napa County 2008b:AG/LU-67). According to General Plan Policy AG/LU-52,

> this [Study Area] designation allows industrial uses to continue pursuant to existing zoning, but signals the need for further site- or area-specific planning to assess the potential for a mix of uses in this area. The Study Area designation is intended to be applied only to the portion of the Napa Pipe site that is not designated as Napa Pipe Mixed Use and to the Boca/Pacific Coast parcels in the unincorporated area south of the City of Napa, where sufficient infrastructure may be available to support mixed-use development. (Napa County 2008b:AG/LU-28)

The proposed project includes a General Plan amendment to re-designate the project site from "Study Area" to "Public-Institutional." Rezoning would not be required because the County-owned facility would be consistent with the Public-Institutional land use category, no matter what zoning district the project site is in.

According to General Plan Policy AG/LU-53, the intent of the "Public-Institutional" land use designation is,

> To indicate those lands set aside for those existing and future uses of a governmental, public use, or public utility nature such as a public hospital, public use airport, sanitation district facilities, government equipment yard, state or federal administrative offices, recycling-composting facilities, or any other facilities for which the determinations set forth, pertaining to criteria for eminent domain in the California Code of Civil Procedures Section 1245.230(c)(1) through (3), can be made.[1]

As part of the proposed project, the County would amend the relevant General Plan text and land use map.

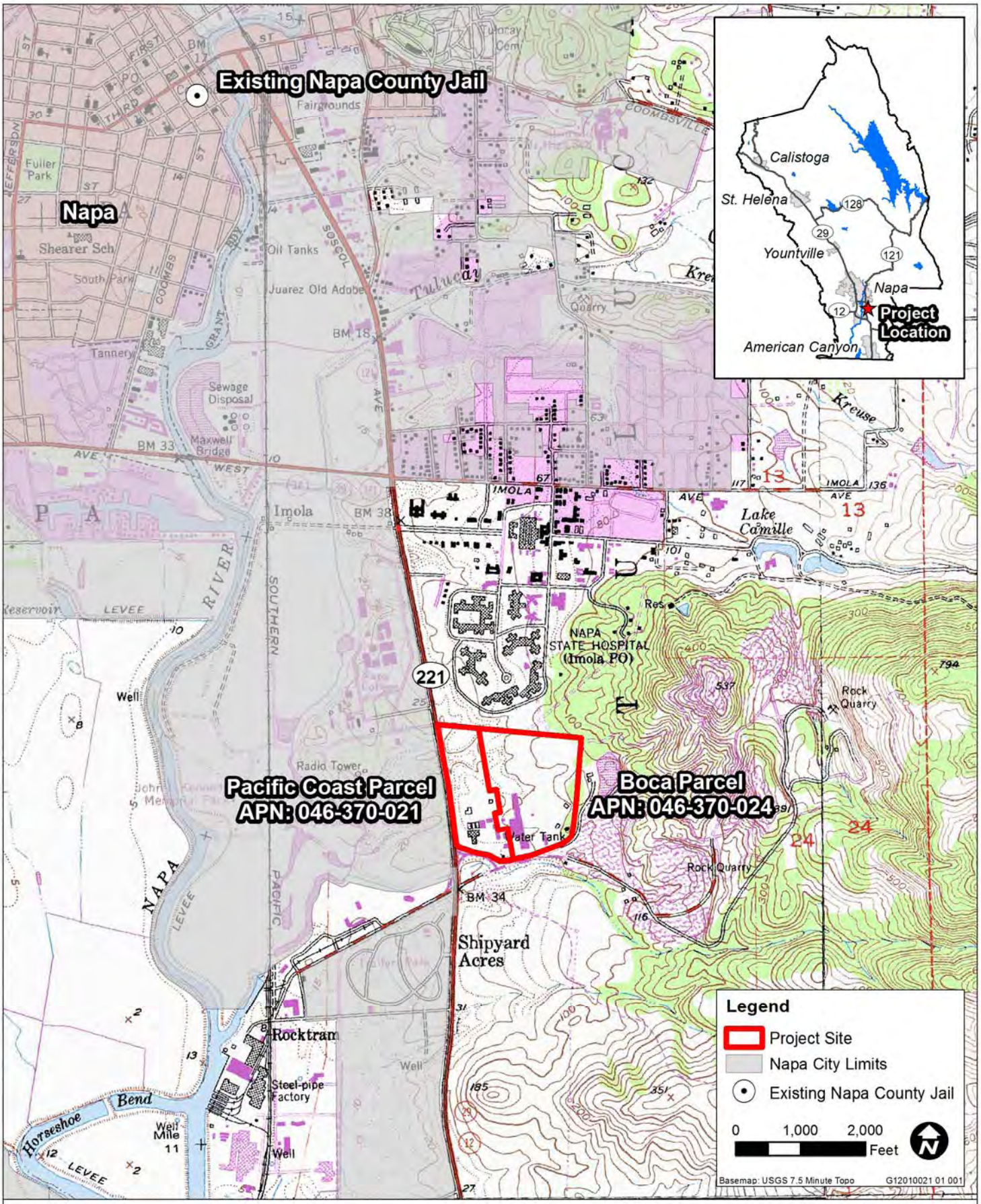
2.3.3 SURROUNDING USES

Exhibit 2-2 shows the project site and vicinity, including various surrounding land uses.

The Syar Napa Quarry, which is owned and operated by Syar Industries, Inc. (Syar), is located immediately adjacent to the project site. Syar also owns and maintains a private driveway directly across from Basalt Road, which provides access to the quarry as well as to the project site[2]. The quarry is the most significant quarry in Napa County, producing mineral aggregate that is processed and sold as a variety of building and highway construction materials. The quarry operations closest to the project site include the main aggregate processing plant, two hot mix asphalt manufacturing plants, and the primary customer load out area. A proposed expansion at the Syar Napa Quarry is currently undergoing environmental review, with an EIR scheduled to be released to the public in summer 2013.

[1] Determinations cited include: (1) The public interest and necessity require the proposed project. (2) The proposed project is planned or located in the manner that will be most compatible with the greatest public good and the least private injury. (3) The property described in the resolution is necessary for the proposed project. (Napa County 2008b:AG/LU-28).

[2] Both the Pacific Coast and Boca parcels have access easements for use of this entrance road.



Source: Data downloaded from Napa County in 2013; Adapted by Ascent Environmental in 2013

Exhibit 2-1 Regional Location

Source: Data downloaded from Napa County in 2013; Adapted by Ascent Environmental in 2013

Exhibit 2-2

Project Site and Vicinity

Other surrounding uses include vineyards to the south; recreation (River to Ridge Trail) and public institutional (Napa State Hospital) to the north; SR 221 and recreation (Napa Municipal Golf Course at John F. Kennedy Memorial Park) to the west; educational (Napa Valley Community College) to the northwest; and a cemetery (Napa Valley Memorial Park Mortuary) and office/industrial (Napa Valley Corporate Center) to the southwest. The closest residential areas are located north of the Napa State Hospital (Terrace-Shurtleff area), and west of SR 221 and east of the Napa River (River East area).

2.4 DESCRIPTION OF THE PROPOSED PROJECT

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, visiting areas, 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.

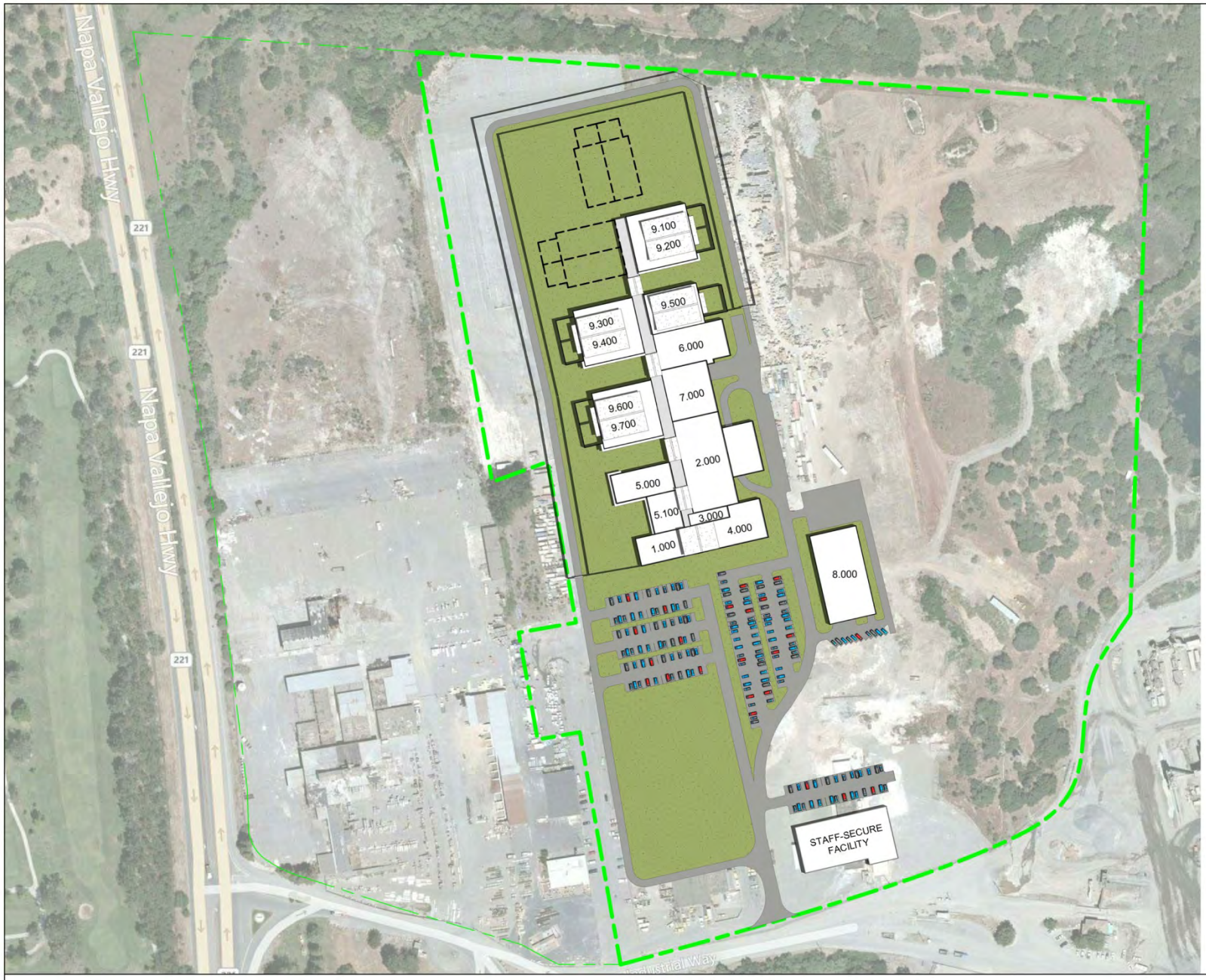
A detailed description of these components is provided below.

2.4.1 NEW JAIL

The new jail would be designed to hold 366 beds with build-out potential of up to 526 beds. The 366-bed capacity of the new jail is expected to provide the County with sufficient beds to meet their inmate population needs through 2025. If needed, the jail could be expanded in the future to hold up to 526 inmates. In addition to inmate housing, the new jail would include ancillary facilities such as a storage and maintenance unit, administrative offices, food services, laundry, medical and mental health units, programming rooms, and inmate intake and release.

The new, 366-bed jail would consist of a two-story building measuring approximately 24 feet tall and occupying approximately 204,000 square feet. Facility design would be similar to other contemporary jail facilities, with a floor mezzanine housing type that would allow for greater visibility by fewer staff, thus reducing operation costs and improving security. “Floor-mezzanine” is an industry term for housing units which are single level in the common areas with sleeping units stacked, generally on the exterior walls to economize on overall ground floor area. Inmates would be transported from the new jail to the existing jail facility for court appointments and hearings. There will be no overnight accommodations in the existing jail.

At this time, the County is considering two conceptual layout options for the new jail: one on the Boca parcel (Exhibits 2-3 and 2-4) and the other on the Pacific Coast parcel (Exhibits 2-5 and 2-6). Both site layout options are evaluated at an equal level of detail in this DEIR. Further, the County could ultimately decide on an alternate layout that extends across both sites. Therefore, the site constraints for each parcel are evaluated throughout the DEIR. Exhibits 2-7 and 2-8 show the proposed conceptual design of the new jail’s interiors.



Area Legend	
Program Number	**Program Name**
1.000	PUBLIC ACCESS AND FACILITY ADMINISTRATION
2.000	INTAKE-TRANSFER-RELEASE
3.000	SECURITY OPERATIONS
4.000	STAFF SERVICES
5.000	PROGRAMS AND SERVICES
5.100	VISITATION
6.000	FOOD SERVICES
7.000	MEDICAL SERVICES
8.000	FACILITY SERVICES
9.100	Male Minimum Custody Dormitory - 64-bed Unit
9.200	Male Low-Medium Custody Dormitory - 64-bed Unit
9.300	Male Medium Custody Double Cells - 64-bed Unit
9.400	Male Maximum Custody Single Cells - 32-bed Unit
9.500	Women's All Custody Housing Unit - 64-bed Unit
9.600	Mental Health Housing - 32-bed Unit
9.700	Special Management Housing - 32-bed Unit

X12010021 01 001

Source: Received from CGL in 2013; adapted by Ascent Environmental in 2013

Exhibit 2-3

Boca Parcel Conceptual Site Plan Layout

Source: Received from CGL in 2013; adapted by Ascent Environmental in 2013

Exhibit 2-4 Boca Parcel Conceptual Site Plan Simulations

Area Legend	
Program Number	Program Name
1.000	PUBLIC ACCESS AND FACILITY ADMINISTRATION
2.000	INTAKE-TRANSFER-RELEASE
3.000	SECURITY OPERATIONS
4.000	STAFF SERVICES
5.000	PROGRAMS AND SERVICES
5.100	VISITATION
6.000	FOOD SERVICES
7.000	MEDICAL SERVICES
8.000	FACILITY SERVICES
9.100	Male Minimum Custody Dormitory - 64-bed Unit
9.200	Male Low-Medium Custody Dormitory - 64-bed Unit
9.300	Male Medium Custody Double Cells - 64-bed Unit
9.400	Male Maximum Custody Single Cells - 32-bed Unit
9.500	Women's All Custody Housing Unit - 64-bed Unit
9.600	Mental Health Housing - 32-bed Unit
9.700	Special Management Housing - 32-bed Unit

X12010021 01 003

Source: Received from CGL in 2013; adapted by Ascent Environmental in 2013

Exhibit 2-5

Pacific Coast Parcel Conceptual Site Plan Layout

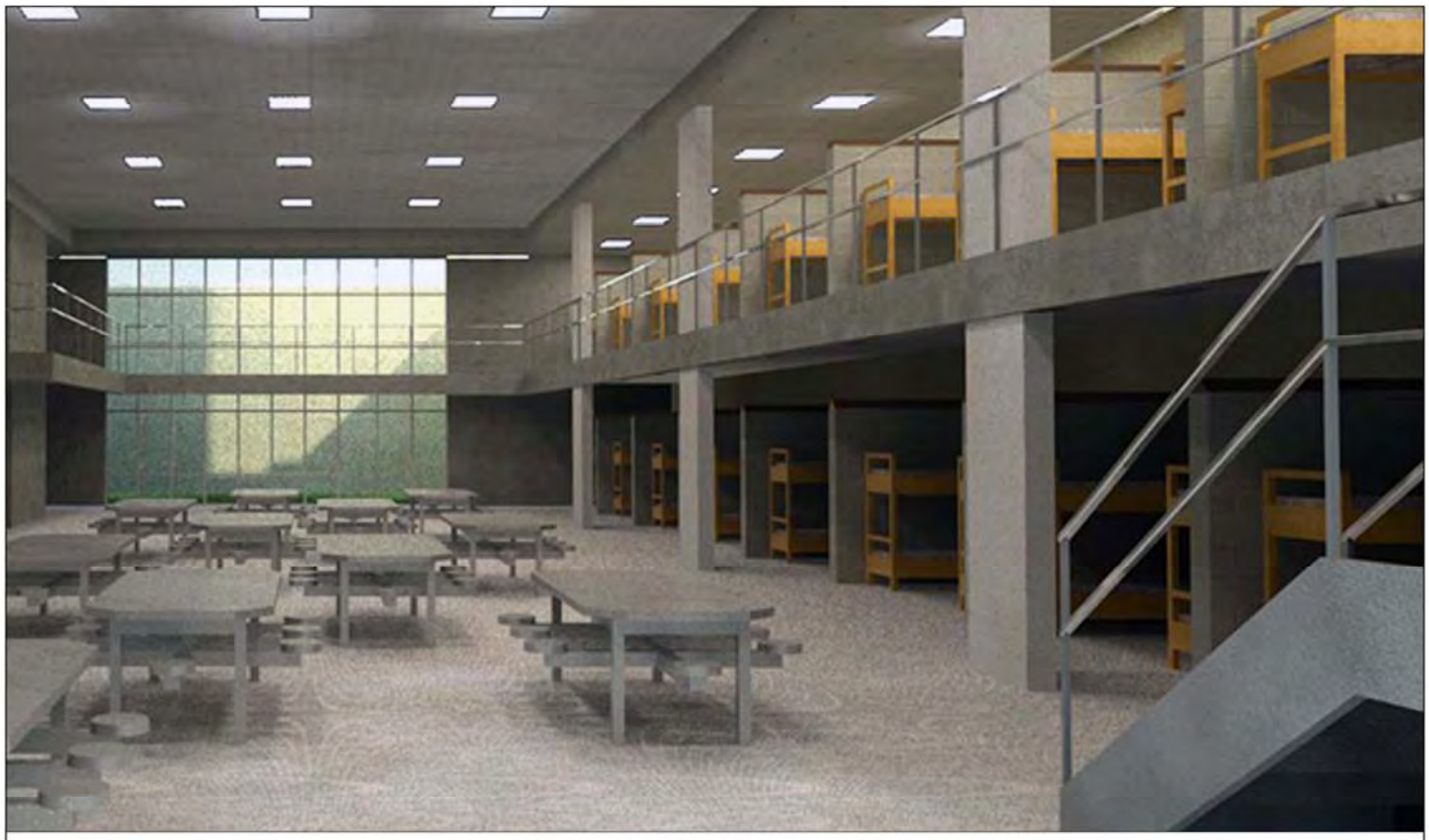
Source: Received from CGL in 2013; adapted by Ascent Environmental in 2013

Exhibit 2-6 Pacific Coast Parcel Conceptual Site Plan Simulations

X12010021 01 005

Source: Received from CGL in 2013; adapted by Ascent Environmental in 2013

Exhibit 2-7 Interior Simulations



Source: Received from CGL in 2013; adapted by Ascent Environmental in 2013

Exhibit 2-8 Interior Simulations