

## 5 OTHER CEQA SECTIONS

### 5.1 SIGNIFICANT UNAVOIDABLE IMPACTS

Section 21100(b)(2)(A) of the State CEQA Guidelines provides that an EIR shall include a detailed statement setting forth “in a separate section: any significant effect on the environment that cannot be avoided if the project is implemented.” Accordingly, this section provides a summary of significant environmental impacts of the proposed project that cannot be mitigated to a less-than-significant level.

Chapter 3, “Environmental Setting, Impacts, and Mitigation Measures,” provides a description of the potential environmental impacts of the project and recommends various mitigation measures to reduce impacts, to the extent feasible. Chapter 4, “Cumulative Impacts,” determines whether the incremental effects of this project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects. After implementation of the recommended mitigation measures, most of the impacts associated with development of the proposed project would be reduced to a less-than-significant level. The following impacts are considered significant and unavoidable; that is, no feasible mitigation is available to reduce the project’s impacts to a less-than-significant level.

The significant unavoidable environmental impacts of the proposed project are summarized below.

#### GREENHOUSE GAS EMISSIONS

##### Impact 3.4-1: Generation of Greenhouse Gas Emissions

Implementation of 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 metric tons of carbon dioxide equivalent per year. This would be a significant impact on climate change (Impact 3.4-1). Although mitigation is available to reduce this impact, it would not reduce the impact to a less-than-significant level. Therefore, this impact would remain **significant and unavoidable**.

#### TRANSPORTATION AND TRAFFIC

##### Impact 3.9-1: Existing Plus Project Intersection Level of Service Impacts

With implementation of either the 366-bed or 526-bed project under existing plus project conditions, three intersections (Soscol Avenue/Imola Avenue, State Route [SR] 221/Main Access, and SR 221-Soscol Ferry Road/SR 29) would experience further degradation to existing adverse operating conditions. This would be a significant impact (Impact 3.9-1). Mitigation would reduce this impact to a less-than-significant level at SR 221/Main Access; however, the impact would remain significant and unavoidable at Soscol Avenue/Imola Avenue and SR 221-Soscol Ferry Road/SR 29. Although mitigation is available to reduce this impact, the timing and funding of these improvements are currently uncertain, and are outside the County’s control. Therefore, this impact would remain **significant and unavoidable**.

##### Impact 3.9-2: Future Plus Project Intersection Level of Service Impacts

With implementation of either the 366-bed or 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. This would be a significant impact (Impact 3.9-2). Mitigation would reduce this impact to a less-than-significant level at the following intersections: SR 221/Main Access, SR 221/Magnolia Drive-College Way, and SR 221/Kaiser

Road. The impacts at the remaining three intersections would remain significant and unavoidable. Although mitigation is available to reduce impacts at Soscol Avenue-SR 221/SR 121-Imola Avenue, SR 221-Soscol Ferry Road/SR 29, and Soscol Avenue/Silverado Trail, the timing and funding of these improvements are currently uncertain. Therefore, for these three intersections, this impact would remain **significant and unavoidable**.

Chapter 6, "Alternatives," considers alternatives to the proposed project that may be capable of reducing or avoiding some of these impacts.

## 5.2 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

The State CEQA Guidelines (Section 15126) require a discussion of the significant irreversible environmental changes which would be involved in a project should it be implemented.

The irreversible and irretrievable commitment of resources is the permanent loss of resources for future or alternative purposes. Irreversible and irretrievable resources are those that cannot be recovered or recycled or those that are consumed or reduced to unrecoverable forms. The proposed project would result in the irreversible and irretrievable commitment of energy and material resources during construction and operation, including the following:

- ▲ construction materials, including such resources as soil, rocks, wood, concrete, glass, roof shingles, and steel;
- ▲ land area committed to new project facilities;
- ▲ water supply for project operation; and
- ▲ energy expended in the form of electricity, gasoline, diesel fuel, and oil for equipment and transportation vehicles that would be needed for project construction and operation.

The use of these nonrenewable resources is expected to account for a minimal portion of the region's resources and would not affect the availability of these resources for other needs within the region. Construction activities would not result in inefficient use of energy or natural resources. Construction contractors selected would use best available engineering techniques, construction and design practices, and equipment operating procedures. Long-term project operation would not result in substantial long-term consumption of energy and natural resources.

As described in Chapter 2, "Project Description," the County has committed to meeting at least Leadership in Energy and Environmental Design (LEED) Silver, with plans to seek LEED Gold where feasible for the proposed County Jail Project. The design process would operate under the expectation of best long-term cost and environmental value, having a direct connection to the concept of sustainability and a possible result of LEED Gold. As part of this process, efforts would be made to utilize recycled and renewable materials, and the building would be designed using energy efficient technologies. Some nonrenewable resources would still be required. These nonrenewable resources are expected to account for a minimal portion of the region's resources and would not affect the availability of these resources for other needs within the region. Long-term operational energy and natural resource consumption is expected to be less than significant. Construction activities would not result in inefficient use of energy or natural resources. Construction contractors selected would use best available engineering techniques, construction and design practices, and equipment operating procedures. Because the contemplated development would be LEED-certified and use energy efficient materials where appropriate, potential irreversible changes related to long-term consumption of energy and natural resources would be less than significant.

## 5.3 ENERGY CONSERVATION

CEQA requires consideration of potential energy impacts of a proposed project (California Public Resources Code Section 21100[b][3]). Appendix F of the State CEQA Guidelines outlines issues related to energy conservation, and includes potential project description considerations, types of impacts applicable to energy use, and potential mitigation measures to reduce wasteful, inefficient, and unnecessary consumption of energy. According to CEQA, the goal of energy conservation implies wise and efficient use of energy, which can be accomplished by reducing energy consumption (e.g., natural gas and oil) and increasing reliance on renewable energy sources.

Energy used during project construction and operation would be expended in the form of electricity, gasoline, and diesel fuel, which would be used primarily by construction equipment and haul trucks during project construction and operation activities. Mitigation Measure 3.3-5, “Implement Construction-Related Measures to Reduce Impacts from Fugitive Dust Emissions,” includes reducing traffic speeds to 15 miles per hour on unpaved roads, and ensuring that equipment is properly tuned and maintained before and during on-site operation. Energy would be used wisely and efficiently during project construction and operation because air quality impacts would be mitigated to the extent feasible. Furthermore, the selected construction contractors would use the best available engineering techniques, construction and design practices, and equipment operating procedures.

## 5.4 GROWTH-INDUCING IMPACTS

### 5.4.1 CEQA REQUIREMENTS

CEQA specifies that growth-inducing impacts of a project must be addressed in an EIR (CCR Section 21100[b][5]). Specifically, Section 15126.2(d) of the State CEQA Guidelines states that the EIR shall:

Discuss the ways in which the proposed project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Included in this are projects which would remove obstacles to population growth (a major expansion of a wastewater treatment plant might, for example, allow for more construction in service areas). Increases in the population may tax existing community service facilities, requiring construction of new facilities that could cause significant environmental effects. Also, discuss the characteristics of some projects which may encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively. It must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment.

Direct growth inducement would result if a project involved construction of new housing. Indirect growth inducement would result, for instance, if implementing a project resulted in any of the following:

- ▲ substantial new permanent employment opportunities (e.g., commercial, industrial, or governmental enterprises);
- ▲ substantial short-term employment opportunities (e.g., construction employment) that indirectly stimulates the need for additional housing and services to support the new temporary employment demand; and/or
- ▲ removal of an obstacle to additional growth and development, such as removing a constraint on a required public utility or service (e.g., construction of a major sewer line with excess capacity through an undeveloped area).

The State CEQA Guidelines do not distinguish between planned and unplanned growth for purposes of considering whether a project would foster additional growth. Therefore, for purposes of this EIR, to reach the

conclusion that a project is growth inducing as defined by CEQA, the EIR must find that it would foster (i.e., promote or encourage) additional growth in economic activity, population, or housing, regardless of whether the growth is already approved by and consistent with local plans. The conclusion does not determine that induced growth is beneficial or detrimental, consistent with Section 15126.2(d) of the State CEQA Guidelines.

If the analysis conducted for the EIR results in a determination that a project is growth inducing, the next question is whether that growth may cause adverse effects on the environment. Environmental effects resulting from induced growth (i.e., growth-induced effects) fit the CEQA definition of “indirect” effects in Section 15358(a)(2) of the State CEQA Guidelines. These indirect or secondary effects of growth may result in significant environmental impacts. CEQA does not require that the EIR speculate unduly about the precise location and site-specific characteristics of significant, indirect effects caused by induced growth, but a good-fail effort is required to disclose what is feasible to assess. Potential secondary effects of growth could include consequences – such as conversion of open space to developed uses, increased demand on community and public services and infrastructure, increased traffic and noise, degradation of air and water quality, or degradation or loss of plant and wildlife habitat – that are the result of growth fostered by the project.

## 5.4.2 GROWTH-INDUCING IMPACTS OF THE PROJECT

Implementation of the proposed project would foster short-term and long-term economic growth associated with construction and operational employment opportunities. Construction would begin in March 2016 and extend for approximately 24 months, ending in March 2018. During construction, the estimated peak level of construction workers at any given time would be 120 workers. Upon initiation of operational activities, the new 526-bed jail would employ approximately 170 people (of which 96 people would be existing County employees and 74 would be new employees), including correctional officers, medical/mental health personnel, vocational and educational staff, facility maintenance personnel, and administrative support staff. Operation of the new jail would foster long-term growth in three ways:

- ▲ direct growth related to employment at the new jail,
- ▲ growth related to induced employment resulting from jobs created to provide goods and services to the employees, and
- ▲ growth resulting from facility expenditures.

It is reasonable to assume that each new position would create some indirect or secondary jobs through payrolls and the purchase of local goods and services. Based on the wide geographic distribution of residences of existing employees of the Napa County Jail, and given that most new jobs generated by the proposed project would require skill levels that could be provided by existing residents of the region (i.e., City of Napa and other nearby cities), induced employment is not anticipated to have a substantial effect on population growth.

Implementation of the proposed project would not substantially increase population growth in the surrounding region because it would not require the construction of new housing. The proposed project would not remove barriers to population growth because no new or expanded (beyond what is currently planned by local jurisdictions) public infrastructure facilities would be installed. The proposed project is unlikely to tax existing local or regional community service facilities based on the anticipated wide geographic distribution of anticipated employees.

Several mitigation measures recommended in Section 3.9, “Transportation and Traffic,” would, if implemented, result in modifications to existing intersections or roadway segments in the County’s transportation network. However, these changes would be made to existing facilities and would not result in the extension of new roadways into undeveloped portions of the County. As a result, they are not expected to induce growth.

Although the proposed project would foster some economic and potentially very minor population growth associated with new employment opportunities at the new jail, this growth would not substantially affect the ability of public service providers to serve their existing customers, nor would it require the construction of new facilities to serve the proposed project. This growth would be widely dispersed throughout the County and would not result in an increased demand for housing in these areas. The population and employment growth expected with project implementation would be minor, and would not exceed the projections of local general plans in the communities surrounding the project site. Additionally, the proposed project would not extend infrastructure and public services to serve areas outside of the project site.

In conclusion, the proposed project has the potential to stimulate the economy both directly (by providing jobs) and indirectly (by creating a demand for local goods and services) in the region. Because of the general availability in the labor market and current unemployment rates, there would be an opportunity to fill some positions with local hires, while other positions would be filled by new employees that would relocate to the region. This in-migration would not substantially affect housing growth because new housing demands generated by the proposed project would account for only a small percentage of existing housing, and the current high number of foreclosures in the region due to current economic conditions may result in decreased demand. Further, the proposed project would not meaningfully affect employment or other growth in the region, given the size of the regional economy. Therefore, the proposed project would not contribute to substantial population growth, and there is no need to analyze impacts of growth beyond those included and evaluated in Chapter 4, "Cumulative Impacts."

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