

NAPA COUNTY GENERAL PLAN



June 2008

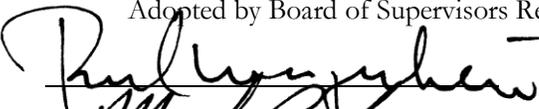
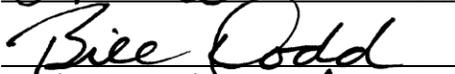
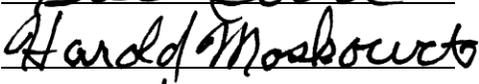
THIS GENERAL PLAN:

- Directs housing and commercial enterprises to the incorporated jurisdictions and designated urbanized areas through the use of maps and policies.
- Protects agriculture and agricultural, watershed, and open space lands by maintaining 40- and 160-acre minimum parcel sizes, limiting uses allowed in agricultural areas, and designating agriculture as our primary land use.
- Provides for additional workforce and affordable housing by identifying necessary sites and programs and by continued collaborations with municipalities.
- Contains policies aimed at preserving the County's irreplaceable biodiversity, protecting significant natural resources and water resources, and improving the ecological health of the Napa River.
- Provides transportation policies aimed at addressing congestion, safety, and accessibility, emphasizing alternatives to the private automobile and limited road improvements.
- Describes a network of bike routes and recreational trails connecting residents to parks and an increasing amount of permanently protected public open space.
- Includes policies aimed at reducing local contributions to global climate change and encouraging sustainable building practices, sustainable vineyard practices, and ecological stewardship.
- Recognizes that protecting the economic viability of agriculture is critical to the County's future and that tourism and supporting industries that are compatible with agriculture also contribute to its viability.

THE 2008 GENERAL PLAN UPDATE reorganized and updated the General Plan, improving its "readability," and making a handful of substantive policy changes which are highlighted in the Vision/Summary section.

NAPA COUNTY GENERAL PLAN

Adopted by Board of Supervisors Resolution 08-86, June 3, 2008

 Brad Wagenknecht, Chair – District 1
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NAPA COUNTY GENERAL PLAN

AMENDMENTS

Resolution Number	Date of Adoption	Amendment(s)
Updated General Plan Adopted June 3, 2008		
08-177, 08-178, 08-179	December 9, 2008	Various amendments to the Land Use Map (General Plan Figure Ag/LU-3) and other maps in the Agricultural Preservation and Land Use Element, as well as text changes reflecting passage of Measure P, November 4, 2008.
09-54	May 5, 2009	<ol style="list-style-type: none"> 1) Remove land in Angwin from the areas designated Urban Residential on the Land Use Map (General Plan Figure Ag/LU-3), by re-designating them as Public-Institutional, Agriculture, Watershed and Open Space or Rural Residential 2) Re-designate Urban Residential lands in the Pope Creek area as Agricultural, Watershed and Open Space 3) Make minor corrections to other figures and text in the General Plan.
09-88	June 23, 2009	<ol style="list-style-type: none"> 1) Replace and supersede the Housing Element of the General Plan with the 2009 Housing Element Update 2) Conforming amendments to other Elements of the General Plan.
2013-60	June 4, 2013	Conforming amendments to the Napa County General Plan concerning the developers revised proposal of the Napa Pipe project, as well as adjusting Urban Residential areas to reflect recent annexations to incorporated cities.



TABLE OF CONTENTS

Note to the Reader: A detailed table of contents is included in each element.

Introduction I-1

Summary and Vision..... SV-1

Agricultural Preservation and Land Use Element.....AG/LU-1

Circulation Element..... CIR-1

Community Character Element..... CC-1

Conservation Element CON-1

Economic Development ElementE-1

Housing Element..... H-1

Recreation and Open Space Element.....ROS-1

Safety Element SAF-1

Implementation Plan IP-1

Glossary..... G-1

Acknowledgements.....A-1

LIST OF FIGURES

Figure AG/LU-1: Hess Vineyards Location AG/LU-23

Figure AG/LU-2: Location of Parcels Subject to Policy AG/LU-45..... AG/LU-26

Figure AG/LU-3: Land Use Map AG/LU-69

Figure AG/LU-3.5: AR and AWOS Lands not Subject to Measure J.....AG/LU-71

Figure AG/LU-4: City of Napa Rural Urban Limit (RUL) LineAG/LU-81

Figure AG/LU-5: City of American Canyon SOI & Growth Boundary AG/LU-83

Figure CIR-1: Circulation Map..... CIR-11

Figure CC-1: Napa County Airport Projected Noise Levels (dBA CNEL) CC-13



TABLE OF CONTENTS

Figure CC-2:	Angwin Airport Projected Noise Levels (dBA CNEL)	CC-14
Figure CC-3:	Scenic Roadways Subject to Viewshed Protection Program.....	CC-19
Figure CON-1:	Major Napa County Watersheds	CON-9
Figure CON-2:	Napa Valley Groundwater Sub-Regions	CON-11
Figure CON-3:	Energy Use in Napa County	CON-14
Figure CON-4:	Countywide Wine Grape Acreage Trend Line (1958-2004) & Forecast (to 2030)	CON-20
Figure ROS-1:	Dedicated Open Space by Agency	ROS-15
Figure ROS-2:	Dedicated Open Space by Level of Public Access	ROS-19
Figure ROS-3:	Time Distance from City Centers.....	ROS-21
Figure ROS-4:	Trail Network—Existing, Proposed, and Potential.....	ROS-27
Figure ROS-5:	San Francisco Bay Trail and Bay Area Ridge Trail Existing and Proposed Routes.....	ROS-29
Figure SAF-1:	Earthquake Faults	SAF-7
Figure SAF-2:	Fire Hazard Severity Map	SAF-9
Figure SAF-3:	Flood Zones.....	SAF-11
Figure SAF-4:	Liquefaction Susceptibility.....	SAF-13
Figure SAF-5:	Napa Dam Inundation Areas	SAF-15



INTRODUCTION



Citizen input from meetings like this one in Angwin in August 2006 is reflected in this General Plan.

BACKGROUND: THE 2007 UPDATE PROCESS

This General Plan represents the product of years of efforts on the part of residents and businesses in the community working to maintain and improve Napa County's superior quality of life.

The first Napa County General Plan was adopted in 1969. Since then, the General Plan has been periodically reviewed and updated to reflect changing conditions and to remain timely and useful. The County adopted a major update to the General Plan in 1983, but it was not until 2005 that another comprehensive update to the General Plan was begun.

AN ERA OF GROWTH AND CHANGE, 1983-2005

Between 1983 and 2005, Napa County had become much more diverse in terms of its demographics. Internal and external forces also changed substantially—in 1983, the personal computer was relatively new, the Internet had just been launched, and the residents of American Canyon had not yet formed their new city. The Bay Area, of which Napa County is a part, grew by more than 1.6 million persons during this same



period (the equivalent of adding more than twice the population of the City of San Francisco), placing increasing development pressure on lands in Napa and other counties.

Recognizing the need to update the General Plan to address the issues now facing the county, the Board of Supervisors embarked on a process that began with the preparation of a comprehensive Baseline Data Report (completed in 2005) and a comprehensive update of the General Plan itself. In the years between 2005 and 2008, all of the General Plan's elements were reviewed and revised except for the Housing Element, which must be updated on a regular cycle determined by state law.

COMMUNITY INVOLVEMENT

Citizen participation played an important role in preparing this General Plan. Because the General Plan needs to reflect community goals and aspirations, citizens were involved throughout the process of updating the 1983 General Plan. One of the most important parts of this process was the General Plan Update Steering Committee, whose 21 members met at least monthly throughout the preparation of the Draft General Plan to bring their own expertise to the process and to hear from members of the public.

A wide variety of civic and professional organizations were consulted during the preparation of this Plan. Numerous public meetings were conducted throughout the county, and additional opportunities for public involvement were available during the public hearing process at Planning Commission and Board of Supervisors meetings. Targeted outreach to leaders and members of the County's large Hispanic community supplemented these efforts.

ROLE OF THE GENERAL PLAN

This General Plan serves as a broad framework for planning the future of Napa County. This General Plan is the official policy statement of the County Board of Supervisors to guide the private and public development of the County.

State law requires that the County's ordinances regulating land use be consistent with the General Plan. The Zoning Code, individual project proposals, and other related plans and ordinances must be consistent with the goals and policies in this General Plan. Because policies in the General Plan reflect a range of competing interests, the decision-makers are allowed to weigh and balance the Plan's policies when applying them, and they have broad discretion to construe the policies in light of the Plan's purposes. Balance does not require equivalence, but rather a weighing of pros and cons to achieve an acceptable mix.

Periodic review and possible amendment of the General Plan to adjust to changing conditions and County priorities is required. This General Plan, while prepared with a time horizon of at least 20 years in mind, is not unchangeable. As circumstances or the County's desires change, this General Plan may be amended by the County Board of Supervisors following review by the Planning Commission. The General Plan may also be amended by the voters of Napa County, and as explained in later sections of the document, there are certain policies and portions of the official Land Use Map that can only be changed by the voters pursuant to Measure J (1990) and Measure P (2008).



EIGHT ELEMENTS OF THIS GENERAL PLAN

Every county and city in California is required by state law to prepare and maintain a General Plan.

State law requires that seven topic areas be addressed in a General Plan: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. This General Plan arranges these topics into the eight main sections, or “Elements,” shown below:

- Agricultural Preservation and Land Use Element
- Community Character Element
- Conservation Element
- Circulation Element
- Economic Development Element
- Housing Element
- Recreation and Open Space Element
- Safety Element

The eight General Plan Elements provide the goals and policies for the long-term development of the County. Each Element provides a brief summary of the topics it covers, with references to the Baseline Data Report and other documents where necessary to help the reader find additional or more detailed information.

As well as the eight elements, this General Plan contains a Summary and Vision section, a chapter on Implementation (which contains all of the action items included in each element and suggests ways to monitor progress towards the Plan goals), and a Glossary.

Note to Reader: Please see “Using and Interpreting this General Plan,” later in this chapter, for notes on identifying and using the Goals, Policies, Objectives, and Action Items in this document.

BASELINE INFORMATION AND ENVIRONMENTAL ANALYSIS

Two important documents support the General Plan. The *Baseline Data Report (BDR)* and the *General Plan Environmental Impact Report (EIR)* are both intended to be used in conjunction with this General Plan and to serve as companions to this policy document.





The BDR comprises a comprehensive data set and computer-generated maps reflecting existing environmental conditions in the County. It also includes several computer models which may be used as tools to evaluate future changes. To provide up-to-date information, the BDR is envisioned as an evolving work product that will be updated as necessary over time to reflect new information, changes in the plans adopted by other agencies, and other new information.

The General Plan EIR assesses the potential implications of the policies in this General Plan in terms of physical environmental impacts. State law requires that the EIR be certified prior to adoption of the General Plan and be used to inform specific findings that are part of the Board's approval action(s). In the years following plan adoption, the assumptions, analyses, conclusions, and recommended mitigation measures inherent in the EIR will be useful in assessing follow-on implementation actions and projects.

Several other documents support the General Plan and are incorporated by reference in appropriate sections. Specifically, the Housing Element cites and incorporates by reference a Housing Needs Assessment which is required as part of any Housing Element Update. The Safety Element incorporates by reference both the Napa Operational Area Hazard Mitigation Plan and the County's Flood Plain Management Ordinance. Copies of all referenced materials are available for review at the Napa County Department of Conservation, Development and Planning.

USING AND INTERPRETING THIS GENERAL PLAN

The General Plan is intended to be used by a broad range of persons, including:

- The Board of Supervisors and Planning Commission in decision-making activities;
- County staff in developing programs and projects;
- The development community in preparing development proposals; and
- Residents and citizens interested in the future of Napa County and the County's policies.

When using this General Plan, the following basic rules should be kept in mind:

- Only those statements specifically listed as "Goal" are to be interpreted as stating the County's goals. Only those statements specifically listed as "Policy," "Objective," or "Action Items" are to be interpreted as statements of County policy. Narrative descriptions and discussions not preceded by a Goal, Policy, Objective, or Action Item designation are provided for information and background only. Narrative and/or discussion items may assist decision-makers with the interpretation of policies but do not themselves establish County policy.
- Unless specifically defined by Policy, the standard definitions of words and terms shall be used. The Glossary to this General Plan provides definitions of many commonly used planning terms; these definitions may be used as a starting point in resolving disputes about the meanings of words in Goals or Policies.
- General plans ordinarily do not state specific mandates or prohibitions. Rather they state policies and set forth goals. The General Plan sets forth two types of policies: guiding policies, which are the County's statement of its goals and philosophy, and implementing policies, which describe actions consistent with these goals with as much specificity as is appropriate given the County's current level of knowledge and agreement on each policy issue. Introductory statements in the General Plan stress the flexibility of the policies described and the ability of decision-makers to balance competing



policies when necessary. Thus the General Plan states that the classifications for development serve as a guide for zoning, and zoning regulations, while they must be consistent with the Plan, need not be identical to it. The policies allow for flexibility and require interpretation by staff and the decision-makers.

- Some information in this General Plan (e.g. population figures) is expected to become outdated in the normal course of events. Where this information is critical to the interpretation of Goals or Policies, the most up-to-date information should be used, including the Baseline Data Report.

The following specific conventions are used in this General Plan:

- Where the word “County” is capitalized, the reference is generally to the County of Napa as a governmental agency, as in “*The County’s offices are located in Napa.*”
- Where the word “county” is lowercase, the reference is generally to the geographic place, as in “*There are five incorporated communities in the county.*”
- References to current facts and figures and ‘existing’ conditions should generally be considered to refer to the years 2006-2007, unless specifically stated otherwise.

AMENDMENTS TO THIS GENERAL PLAN

Recognizing the need for the General Plan to remain up-to-date and reflective of local issues and policies, state law allows the County to amend the General Plan to ensure that it is consistent with the conditions, values, expectations, and needs of the community. The General Plan may be amended only by action of the Board of Supervisors or by voter-approved initiative.

Periodic updates to the Housing Element are required by state law (generally every five years), but there is no required regular update for any other portion of the General Plan.

As provided in Measure J (1990) and Measure P (2008, in effect through 2058), any changes to the Land Use Map which would re-designate land designated as Agricultural Resource or Agriculture Watershed Open Space as of February 1, 1990 requires voter approval. Lands that are re-designated from urban use to agricultural use by the Board of Supervisors are not subject to a vote if such lands are later returned to a non-agricultural land use designation.

IMPLEMENTATION OF THIS GENERAL PLAN

This General Plan is not intended to be a step-by-step guidebook for its own implementation. It is not intended to answer every question which will be faced by the County over the lifetime of the Plan.

Future work will be needed to fully implement this General Plan. This work, shown in the form of “action items,” is listed in each Element and in the Implementation section of this General Plan. Some of these actions may occur in the short term; others will require more time and resources and may not be completed for some time.

Title 18 of Napa County Code (The Napa County Zoning Ordinance or “Zoning Ordinance”) is a key implementation tool for the General Plan. Many of the Goals, Policies, Objectives, and Action Items in this General Plan are achieved through zoning, which regulates public and private development. The County is responsible for ensuring that its Zoning Ordinance and this General Plan are in conformity. In most

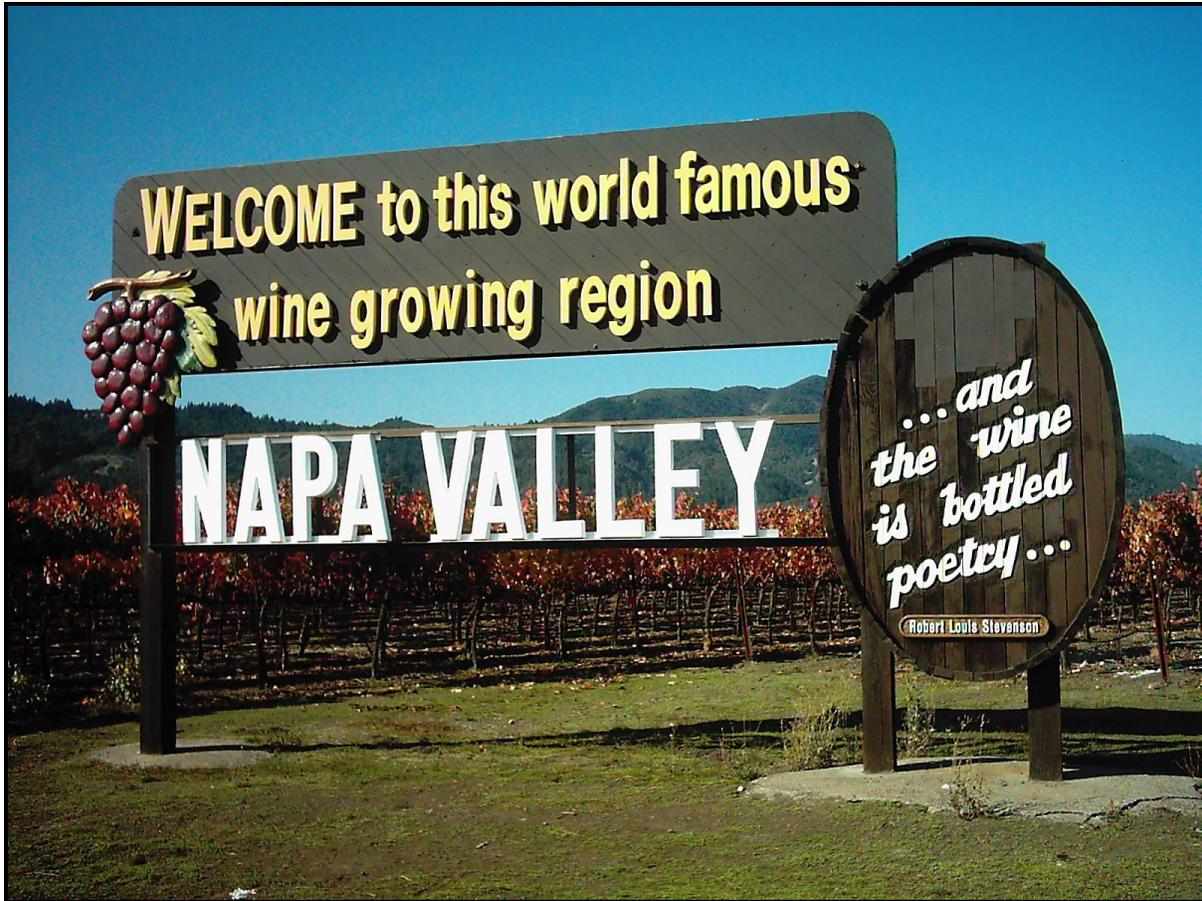


INTRODUCTION

instances, this will mean that land is designated in the General Plan and zoned for similar uses with similar development standards (i.e., similar densities and minimum parcel sizes). Where zoning and General Plan land use designations are not identical, policies of this General Plan should be consulted carefully for guidance.



SUMMARY: A VISION FOR NAPA COUNTY

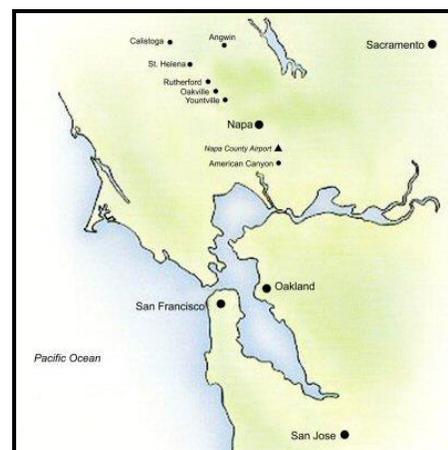


Welcome to Napa County!

This General Plan is intended to ensure the preservation of the qualities and features that make the county a world-renowned place.

TODAY AND IN THE FUTURE, unincorporated Napa County will be home to world-famous wines and a residential population smaller than most Bay Area cities and towns. The County's scenic beauty, valuable agricultural resources, and quality of life are reinforced by longstanding commitments to agricultural preservation, resource conservation, and urban-centered growth. While other Bay Area counties have experienced unprecedented development and urban infrastructure expansion over the last four decades, Napa County's citizens have conscientiously preserved the agricultural lands and rural character that we treasure.

The County has led the nation in innovative agricultural preservation strategies, and it intends to remain a leader in moderating and directing growth in ways that minimize resource consumption and make unincorporated Napa County a



Napa County is part of the larger San Francisco Bay region.



sustainable rural community. Napa will continue to be a place with abundant natural resources, a vibrant agriculture-centric economy, an enviable quality of life, and a responsible and inclusive government.

The goals, policies, and implementation actions of this General Plan are collectively intended to achieve this community vision and guide future decisions related to land use and development. This General Plan ensures that every important land use decision will be scrutinized and assessed for its potential to affect the quality of life, the environment we live in, and the ability to farm, process agricultural products, and get those products to market.

Many issues will become apparent during implementation of this Plan; some can be foreseen now, while others are less clear and will need to be dealt with as part of the ongoing process of implementing the Plan. For example, our efforts to address climate change currently focus on minimizing our contribution to greenhouse gases. As science continues to contribute more to the knowledge about the impacts of climate change, we will need to address impacts that are relevant to Napa County, which may include changes in river levels, water supplies, energy needs, or farming strategies.

In this situation, as in others that may arise, Napa County must respond to change and to internal and external factors in proactive ways, identifying issues before they become crises and developing innovative ways to respond on its own and in cooperation with other local and regional governmental agencies. As a result, this General Plan presents a policy framework that can and should be adjusted or adapted as needed over time.

AGRICULTURAL PRESERVATION AND LAND USE

In 2030, Napa County will remain a world-famous grape-growing and wine-making region, with a viable and sustainable agricultural industry. The Agricultural Preservation and Land Use Element contains goals and policies related to agriculture and agricultural, watershed, and open space lands; urban-centered growth; residential, commercial, industrial, and public-institutional uses; growth management; and interagency cooperation. This element also contains the official Land Use Map of Napa County and text derived from Measure J, the agricultural preservation initiative approved by County voters in 1990. Collectively, the maps, goals, policies, and action items of this element ensure that Napa County will remain a leader in agricultural preservation, maintain a slow growth rate, and direct development to existing urbanized areas.

Descriptions and policies specific to unique geographic areas of the County were added to this element in the 2008 General Plan Update, which also:

- Re-designated about 230 acres of Industrial land immediately south of the City of Napa as a “Study Area,” indicating the need for additional study to determine the appropriateness of the area for non-industrial uses. (Approximately 135 acres were subsequently re-designated Napa Pipe Mixed Use.)
- Depicted a growth boundary for the City of American Canyon for the first time and re-designated the nearby Hess Vineyard from “Industrial” to “Agriculture, Watershed & Open Space.”

The 2008 General Plan Update retained the growth management system derived from Measure A, approved by County voters in 1980 and readopted by the Board of Supervisors in 2004, and also laid the groundwork for future updates to the Housing Element by articulating a variety of land use strategies for meeting the County’s housing needs over time (Policy AG/LU-30).



The Growth Management System (Policy AG/LU-119) was simplified as part of the 2009 Housing Element Update without substantively changing the annual limit on residential building permits.

CIRCULATION

What are Napa County's "existing urbanized areas"?

The General Plan's commitment to urban-centered growth and use of terms like "designated urbanized areas" raises the question—what do we mean by these terms?

The simple answer is that when the General Plan refers to urban or urbanized areas, it is referring to the four cities and one town within the County (City of Napa, City of St. Helena, City of Calistoga, Town of Yountville, and City of American Canyon) plus the non-agricultural areas designated on the official Land Use Map and contained in the Agricultural Preservation and Land Use Element.

In 2030, Napa County will have a rational transportation system that prevents sprawl and its attendant impacts. The Circulation Element contains goals and policies related to the transportation system, including the extent and condition of the roadway system, as well as alternative modes of travel. This element also contains the official Circulation Map, which shows the desired road network within the unincorporated County.

Collectively, the maps, goals, policies, and action items in this element ensure that residents and visitors to Napa County will have transportation choices: roads will provide the highest level of service feasible while maintaining their rural character, transit will serve the general public and special needs populations, and energy-efficient modes such as walking and bicycling will be safe, attractive, and efficient. Transportation decisions will correlate with urban-centered growth policies and seek to reduce the percentage of work-related trips made by commuters driving alone. Specifically, the element:

- Encourages new residential and commercial development to concentrate within existing urbanized areas where sufficient densities can support transit, bicycle, and pedestrian facilities.
- Calls for increasing the safety and attractiveness of alternative transportation modes and development of 40 miles of additional bike lanes.
- Commits the County to becoming a model for local employers by implementing programs to reduce drive-alone commute trips during rush hour.

The 2008 General Plan Update included a new map and list of desired roadway improvements that will be implemented by the County and other agencies as funding becomes available. Capacity increases are proposed only in the southern part of the County where most of the new housing and jobs are anticipated; improvements elsewhere are focused on safety and accessibility, maintaining the County's rural character.

COMMUNITY CHARACTER

In 2030, Napa County will retain its rural character and outstanding quality of life. The Community Character Element contains goals and policies related to aesthetics, views, arts and culture, historic and archaeological resources, noise, odors, and light and glare. Collectively, the goals, policies, and action items ensure that the rural character of Napa County will be retained and enhanced with spectacular views, rehabilitated historic buildings, and a dark nighttime sky. Policies are provided to ensure the compatibility of



land uses, while acknowledging that the sights, sounds, and smells associated with wine-making, agriculture, and agricultural processes are accepted by the community as integral to the County's character.

The 2008 General Plan Update used the old noise element and scenic highways element as a jumping off place, and created this new "character" element to address a much wider array of topics than before. The County's commitment to preserving views from designated scenic roadways was carried forward, and a new policy was added allowing owners of designated historic buildings to propose new commercial uses as long as the buildings are rehabilitated and maintained in accordance with strict historic preservation standards.

CONSERVATION

In the future, the Napa River will be increasingly clean and healthy, native species will thrive, and Napa County's environment will be safeguarded and sustainable. The Conservation Element contains goals and policies related to open space conservation, natural resources, surface and ground water supplies, water quality, climate protection, and sustainable practices for environmental health. Collectively, the goals, policies, and action items of this element ensure that Napa County's abundant natural areas and extraordinarily high biodiversity will be preserved and enhanced, that the County's air, water, and terrestrial habitats will be protected, and that Napa County will do its part to conserve energy and address local contributions to global climate change. The health of the Napa River will be improved through a variety of strategies, including ecological stewardship projects and completion of "Living River" flood control projects. Specifically, the element:

- Confirms that the County will use agricultural zoning, acquisition, and voluntary conservation easements to preserve open space, biodiversity, and continuous habitat in cooperation with local agencies, non-profits, and landowners.
- Prioritizes the use of available groundwater for agricultural and rural residential uses, rather than urban uses.
- Ensures that discretionary projects will be required to assess and mitigate their potential impacts on our natural environment.

The 2008 General Plan Update revised the Conservation Element in several ways, adding important new policies and addressing the new subject of global climate change. Revisions specifically:

- Acknowledge the state's regulatory focus on sediment in the Napa River, adding policies focused on controlling erosion, improving water quality, and encouraging ecological stewardship.
- Mitigate potential losses of significant biological communities and oak woodlands countywide by avoiding their removal or requiring their restoration/replacement, or preservation of like habitat at a 2:1 ratio within Napa County.
- Commit the County to undertake significant monitoring and planning efforts, including development of watershed management plans, basin-level implementation strategies, and periodic updates to the County's groundwater ordinance.
- Address greenhouse gas emissions by requiring development of an emissions inventory and reductions or offsets such that emissions are equivalent to year 1990 levels by the year 2020.
- Promote "green building" and energy conservation practices to the private sector and integrate those same practices into County operations.



ECONOMIC DEVELOPMENT

In the future, Napa County's agricultural economy will continue to thrive. The Economic Development Element contains goals and policies related to the County's agricultural economy, the role of tourism and other business sectors, and the County's labor force. Collectively these goals and policies are intended to preserve the economic viability of agriculture and ensure that tourism and other industries do not compete with agriculture.

The Economic Development Element was added to the General Plan in the 2008 General Plan Update.

HOUSING

In the future, Napa County will be known for its successful strategies aimed at increasing the supply of housing available to people at all income levels. The Housing Element contains a detailed housing needs assessment and goals, policies, objectives, and programs designed to address the housing needs of unincorporated Napa County. The element recognizes that while Napa County's conservative stance on growth prevents housing from sprawling into agricultural areas, it also makes it difficult for the County to meet its housing needs and ensure that housing is affordable to the workforce, and in particular to low-income households and special needs populations such as the elderly, disabled, and homeless.

Unlike the other elements of the General Plan, the Housing Element must be updated on a regular basis and certified by the state. Statutory requirements are detailed and subject to frequent legislative adjustments in Sacramento.

The 2004 Housing Element Update provided the information and analysis required by statute, identified 14 sites that were zoned for high density multi-family housing, and memorialized agreements with the cities of Napa and American Canyon whereby the two cities accepted some of the County's state-mandated housing requirements in exchange for annexations and/or other considerations. The Housing Element was the only element that was not updated in the course of the 2008 General Plan Update, and was instead updated in 2009. The 2009 Housing Element Update eliminated three of the sites identified for high density housing in the prior version, and instead identified 20 acres of the approximately 150-acre Napa Pipe site as a location for high-density housing. Subsequent amendments to the Agricultural Preservation & Land Use Element identified a portion of the Napa Pipe site property as the location for high-density housing consistent with the Napa Pipe Mixed Use designation.

RECREATION AND OPEN SPACE

In the future, Napa County will have an increasing number of trails and a wide variety of recreational opportunities aimed at allowing residents and visitors to experience our world-famous scenic beauty and our natural areas. The Recreation and Open Space Element contains goals and policies related to the protection of open space for recreation and other purposes, with an emphasis on publicly accessible open space. This element was added during the 2008 General Plan Update to address topics that had previously been found within the Land Use and Conservation Elements.

Collectively, the maps, goals, policies, and action items contained within the Recreation and Open Space Element ensure that Napa County's wealth of natural open spaces are increasingly protected and made accessible to residents and visitors, with scenic trails and bikeways connecting population centers to nature-based parks, environmental education facilities, and regional trails. Specifically, the element calls for:



- Increasing the amount of public open space accessible for nature-based recreation and education.
- Planning for and reserving land for recreational facilities, including a list of specific priorities to be further refined in a future Park and Recreation Plan.
- Coordinating the voluntary sale or donation of open space lands or easements by willing owners and partnering with other agencies, including the new Napa County Regional Park and Open Space District.
- Expanding parks and trails into a network of off-road bicycle and pedestrian paths connecting population centers in incorporated and unincorporated areas to parks and regional trails such as the Bay Area Ridge Trail.
- Ensuring that trails are located, maintained, and used in a manner that is compatible with agriculture and private property (Policy ROS-10).

What is “open space”?

Open space is a term that describes lands that support an array of features, activities, and amenities, both measurable and intangible, which derive from and directly depend on the land’s sustainable natural resources. Features and activities associated with open space include agriculture, recreation, scenic views and vistas, natural habitats, archeological sites, and ecological functions related to water quality and air quality. Open spaces can be publicly or privately owned, actively used or maintained as preserves, and temporary or permanently dedicated to a particular use. Different kinds of open space are addressed in various locations in this General Plan. (See the Recreation and Open Space Element for more information.)

SAFETY

In the future, Napa County will maintain its focus on minimizing risk and maximizing preparedness. The Safety Element contains information about potential natural and human-caused hazards, incorporating by reference the County’s Hazard Mitigation Plan. The element contains goals and policies aimed at improving public safety, including policies about preparedness, response, and recovery. Policies highlight the role of outreach, education, and intergovernmental coordination, and articulate strategies for reducing risks associated with earthquakes, floods, fires, and other hazards. The 2008 General Plan Update incorporated policies related to human-caused hazards for the first time.

ACHIEVING THE VISION

This General Plan is intended to express the community’s vision and provide County policy-makers with the guidance they need to make wise decisions in support of that vision and accepted community values.

Ensuring that the vision expressed by this General Plan is achieved will require conscientious effort on the part of citizens and County officials. In order to organize this effort, the General Plan includes an Implementation Plan, which contains action items or “next steps” from every element except the Housing Element, since that element contains its own implementation program and quantified objectives.

Monitoring progress during General Plan implementation will be important if we want to achieve the community’s vision, since the policies and actions in the Plan may have to be adjusted from time to time in order to be effective. As a result, the Plan embraces the concept of “adaptive management,” whereby



monitoring data is collected and used to determine which policies and practices are effective and which policies and practices should be adjusted or abandoned. This continual process of measurement and adjustment is critical to the long-term success of this Plan.

Sustainability is commonly defined as meeting the needs of the present without compromising the ability of future generations to meet their own needs. The principle is often divided into three categories that must each be sustainable in order for a system to be sustainable as a whole: environmental stewardship, economic viability, and social equity (known as the “Three Es” of sustainability). Environmental sustainability in particular has taken on greater urgency as governments have recognized their role in conserving and renewing resources to minimize contributions to climate change and reduce our dependency on limited resources.

How does this General Plan make Napa County more sustainable? The longstanding urban-centered growth and agricultural land preservation traditions of Napa County foreshadowed today’s focus on sustainability and smart growth by over twenty-five years. This General Plan, which derives from those principles, promotes sustainability via policies in every element.

Common Elements of Sustainability	Some of the Supportive General Plan Policies
<p>Environment</p> <ul style="list-style-type: none"> • Produce resources locally to minimize energy loss and transport costs • Efficiently use resources such as water, land, and energy • Use primarily renewable resources such as solar energy and recycled water • Preserve habitat and species diversity 	<p>AG/LU-17: timber harvesting guidelines AG/LU-22-24: urban-centered growth AG/LU-39: reuse of industrial sites AG/LU-36&37: business central, near transportation AG/LU-123: locate schools to minimize busing CIR-1: residential and commercial development supports transit options CIR-3: housing near services CIR-23: parking should minimize excess vehicle trips CIR-26-37: alternative modes of transportation CON-1-33: habitat and resource conservation, stewardship CON-68-74: energy conservation and local production ROS-1: preserve habitat</p>
<p>Economy</p> <ul style="list-style-type: none"> • Support local business to maintain a local economy • Provide a range of employment • Cultivate a skilled workforce • Become aware of the true cost of goods and services, including internalizing the cost of repairing any damage their production has cost to humans or the environment • Support businesses that conserve and renew natural and human resources • Maintain a balance between jobs and housing 	<p>AG/LU-7: promote economic viability of agriculture AG/LU-39: reserve appropriate land for industry AG/LU-42: jobs/affordable housing balance E-8: diverse, well-located, efficient, high paying business E-9: business in remote urban centers E-12: housing, transportation, and economy E-14: workforce education, development E-19: institute local preferences in bidding process</p>
<p>Equity</p> <ul style="list-style-type: none"> • Provide affordable and diverse housing types that allow a range of households and workers to remain local • Treat all people fairly • Ensure spatially equitable access to needs such as parks, schools, grocery stores, and medical services 	<p>AG/LU-30-31: affordable housing AG/LU-106: non-discrimination AG/LU-119: 15% affordable housing minimum E-17: child care in proximity to jobs ROS-25: recreation for all income levels</p>



Where can I learn more about the role of local government in sustainability? Several Internet resources provide perspectives on how local governments can alter their policies to make their jurisdictions and their own operations more sustainable. Here are a few useful resources:

Ahwahnee Principles, The Local Government Commission

<http://www.lgc.org/ahwahnee/principles.html>

Sustainability Guidelines for Mendocino County

<http://www.co.mendocino.ca.us/planningteam/gpu/>

American Planning Association Policy Guide on Planning for Sustainability

<http://www.planning.org/policyguides/sustainability.htm>

Marin Countywide Plan Update 2001 Interim Guiding Principles

<http://www.co.marin.ca.us/depts/CD/main/fm/index.cfm>

Locally, readers are urged to consult the Napa County League of Government's *Principles for Creating a Healthy, Vital and Sustainable Napa County*, adopted by the League's Community Development Strategy Task Force in May 2004.



AGRICULTURAL PRESERVATION AND LAND USE



Preservation of Napa County's agricultural industry is a key goal of this General Plan.

INTRODUCTION

In Napa County, preservation of the county's agricultural lands has been the subject of close attention, discussion, and legislation for almost a half century.

Napa County has long been on the forefront of planning for the preservation of agricultural lands and intends to remain in a leadership position with regard to planning for a sustainable future. Napa County has managed to retain its prime vineyard lands in production while vast tracts of farmland in other parts of the Bay Area have been urbanized. The County established the first Agricultural Preserve in California in 1968, and the urban-centered growth (homes and businesses concentrated in incorporated areas to preserve farmland) which has characterized the Napa Valley since well before the turn of the century foreshadowed by decades the "smart growth" movement.



IN THIS ELEMENT

- Introduction (Page AG/LU-1)
 - History of Land Uses (Page AG/LU-3)
- Population Growth in Napa County, 1900-2006 (Page AG/LU-3)
 - Land Use Planning in Napa County (Page AG/LU-4)
 - Agriculture in Napa County (Page AG/LU-4)
 - Issues Facing the County (Page AG/LU-5)
- 2006 Bay Area Median Home Price by County (Page AG/LU-7)
- Employment Projections for Napa County (Including Municipalities) (Page AG/LU-8)
- Historical and Projected Industrial Land Demand for Napa County (Including Municipalities) (Page AG/LU-9)
 - A Plan for the Future (Page AG/LU-11)
- Agricultural Preservation and Land Use Goals (Page AG/LU-12)
- Agricultural Preservation Policies (Page AG/LU-13)
- Other Land Use Policies (Page AG/LU-17)
 - Policies in Support of Urban-Centered Growth (Page AG/LU-17)
 - Residential Land Uses (Page AG/LU-18)
 - Commercial, Industrial, Napa Pipe Mixed Use, and Study Area Land Use Policies (Page AG/LU-21)
 - Public-Institutional Policies (Page AG/LU-29)
 - Prohibited Uses (Page AG/LU-30)
- Policies Specific to Geographic Areas of Napa County (Page AG/LU-31)
 - Areas Designated on the Land Use Map for Non-Agricultural Uses (Page AG/LU-31)
 - Pre-existing Commercial Areas Designated on the Land Use Map for Agricultural Uses (Page AG/LU-31)
 - Angwin (Page AG/LU-32)
 - Berryessa Estates (Page AG/LU-35)
 - Berryessa Highlands (Page AG/LU-37)
 - Big Ranch Road (Page AG/LU-39)
 - Coombsville (Page AG/LU-41)
 - Deer Park (Page AG/LU-43)
 - Lake Berryessa: Moskowite Corners, Pope Creek, and Spanish Flat (Page AG/LU-45)
 - Silverado (Page AG/LU-51)
 - South County Industrial Areas (Page AG/LU-53)
 - Oakville & Rutherford (Page AG/LU-56)
 - Pope Valley (Page AG/LU-58)
 - South St. Helena (Page AG/LU-60)
- Implementation Policies (Page AG/LU-63)
 - Social Equity/Environmental Justice (Page AG/LU-63)
 - Measure J and Measure P (Page AG/LU-64)
 - Land Use Categories, Land Use Map, and Zoning Consistency (Page AG/LU-66)
 - Interagency Cooperation (Page AG/LU-73)
 - Code Enforcement (Page AG/LU-73)
 - Growth Management (Page AG/LU-73)
 - Schools and Churches (Page AG/LU-77)
 - Regional Planning Issues (Page AG/LU-78)
 - Voter Approved Amendments (Page AG/LU-85)
- Figures:
 - Figure AG/LU-1: Hess Vineyards Location (Page AG/LU-23)
 - Figure AG/LU-2: Location of Parcels Subject to Policy AG/LU-45 (Page AG/LU-26)
 - Figure AG/LU-3: Land Use Map (Page AG/LU-69)
 - Figure AG/LU-3.5: AR and AWOS Lands not Subject to Measure J (Page AG/LU-71)
 - Figure AG/LU-4: City of Napa Rural Urban Limit (RUL) Line (Page AG/LU-81)
 - Figure AG/LU-5: City of American Canyon SOI & Growth Boundary (Page AG/LU-83)



The County’s long history of, and close attention to, agricultural preservation and land use planning makes this a critically important Element of this General Plan. In the pages of this Element, you will find the County’s policies on a wide range of issues related to the use of land, the continued viability of agriculture, and coordination with other agencies. For additional policies regarding conservation of natural areas, open space, and recreational uses, see the Conservation and Recreation and Open Space Elements. For discussion of the integration of land use and transportation policies, see the Circulation Element. A map of areas subject to flooding is contained in the Safety Element.

HISTORY OF LAND USES

The modern development of Napa County began even before the formation of the county in 1850 (one of the original California counties). Early developers tried a number of schemes to extract a living from the Napa Valley, including mining and farming. Winemaking was tried only after several other ideas failed to pan out, and the wine industry itself was severely tested, first by an insect that killed almost all of the valley’s vines and then by Prohibition, which eliminated the market for all but a fraction of the county’s wine output (sacramental wines and grape juice production kept a few wineries afloat).

Initially, Napa County contained no incorporated cities—the first city, Napa, incorporated in 1872. St. Helena became a city in 1876, followed by Calistoga in 1886. Almost 80 years would elapse before the next incorporation: Yountville, in 1965. The incorporation of American Canyon in 1992 completed what is likely the last incorporation in the county.

The settlement pattern in Napa County from its earliest days mirrored that of other rural, agricultural counties, with small settlements widely separated. This pattern continued, and modern Napa County remains sparsely settled outside of the incorporated cities and town and a small number of urbanized areas in the unincorporated county.

For most of the county’s history, the amount of development in the unincorporated area exceeded that of the incorporated jurisdictions. The table below shows the history of population growth in the county. In 1900, almost two-thirds of the population lived in the unincorporated area; the remaining one-third lived in the cities that existed at that time. By 1970, the county’s share of residents had declined to 44 percent. As of 2006, the unincorporated area accounted for only 20 percent of the county’s residents.

POPULATION GROWTH IN NAPA COUNTY, 1900-2006

Population												
City/Town (Date Incorporated)	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2006
American Canyon (1992)									5,712	7,706	9,774	14,961
Calistoga (1886)	690	751	850	1,000	1,124	1,418	1,514	1,882	3,879	4,468	5,190	5,258
Napa (1872)	4,036	5,791	6,757	6,437	7,740	13,579	22,170	35,978	50,879	61,842	72,585	76,705
St. Helena (1876)	1,582	1,603	1,346	1,701	1,758	2,297	2,722	3,173	4,898	4,990	5,950	5,989
Yountville (1965)								2,332	2,893	3,259	2,916	3,264
Unincorporated area	10,143	11,655	11,725	13,759	17,881	29,309	39,484	35,775	30,938	28,500	27,864	28,267
Total	16,451	19,800	20,678	22,897	28,503	46,603	65,890	79,140	99,199	110,765	124,279	134,444

Source: Association of Bay Area Governments, 2006



Although the county has grown, it has grown relatively slowly, particularly compared to the other counties in the Bay Area. Napa County remains relatively small in terms of population as compared to other Bay Area counties. The entire population of Napa County in 2006 (about 134,000 persons) is smaller than the population of Santa Rosa (a city of about 156,000 persons in Sonoma County).

LAND USE PLANNING IN NAPA COUNTY

As noted above, Napa County has a long and distinguished history of planning. Key milestones of the past one-and-a-half centuries include:

1850	Napa County is formed (one of the original 27 counties at the time of statehood)
1872	City of Napa incorporates
1876	City of St. Helena incorporates
1886	City of Calistoga incorporates
1955	First County Zoning Map adopted
1965	Town of Yountville incorporates
1968	Agricultural Preserve is established
1969	First “Preliminary General Plan” for Napa County
1973-75	Adoption of Conservation, Open Space, and Seismic Safety Elements of the Napa County General Plan (an almost complete General Plan)
1975	First Napa County General Plan Land Use Element
1977-80	County rezones land to be consistent with the new General Plan
1979	First Napa County Housing Element, outlining housing policies
1980	Growth Management System (“Measure A”) is adopted
1990	Winery Definition Ordinance adopted, placing limits on new wineries and uses including limits on tours and tasting and requiring the production of wines with minimum 75% Napa County grape content
1991	Conservation Regulations adopted
1991	Measure J is enacted, requiring voter approval of conversion of lands designated agricultural in the General Plan to non-agricultural uses
1992	City of American Canyon incorporates
2005	County begins a comprehensive update of the General Plan, beginning with the preparation of a detailed Baseline Data Report

AGRICULTURE IN NAPA COUNTY

Known today throughout the world for its wine industry, Napa County’s first agricultural industry was cattle, grown to support the nearby Sonoma Mission. A combination of drought, floods, and fences combined to all but end the cattle industry by the 1860s, and it was replaced with dairies, horses, chickens, wheat, fruit



orchards, and vineyards. The most popular crop of this period was prunes, and by 1899, prunes were the dominant crop in the county.

Wine grapes caught on quickly, and by the 1880s there were 16,000 acres of vines in the Valley. After an infestation of Phylloxera, a plant pest, grape growers replanted with pest-resistant root stocks, and the industry thrived until the enactment of Prohibition in 1920. Many wineries closed during the dry years, and those that survived did so by making sacramental wine and nonalcoholic grape juice. With the end of prohibition in 1933, growers once again began planting grapes, and by the mid-1930s, the land devoted to vineyards (15,000 acres) had exceeded the historically dominant prune orchards (12,000 acres).

The increase in land devoted to vineyards from about 15,000 acres in the mid-1930s to almost 50,000 acres in 2007 happened gradually at first, with the rate of new vineyard development picking up pace in the 1970s and 1980s. Notable events in this trajectory included the resurgence of hillside vineyards, which today produce a large percentage of Napa County's premium wine grapes, the designation of multiple viticultural areas (AVAs) by the federal government, and the diversification of varieties. As of January 2007, there are 14 separate AVAs located entirely or partially within Napa County. The 2005 County Crop Report indicated that about 42,000 acres were planted in vines that year, with a yield of 42,000 tons of grapes, including some 35 separate varieties, for a total value of approximately \$540 million.

Charles Krug is credited with producing the Valley's first commercial wines in 1858. Soon after, a fledgling industry of some 50 winemakers, including Krug, the Beringer Brothers, John Lewelling, G.B. Crane, and Gustave Niebaum, were making a total of 8,000 gallons of wine per year. Output rapidly increased in the early days, and by 1890, 100 wineries were producing 4 million gallons each year.

Hit hard by Prohibition, Napa County's wine industry did not truly recover until the 1960s. The famous 1976 blind tasting competition in Paris that pitted Napa wines against the best French wines (a competition won by Napa wines) established the county's reputation as a world-class wine region.

The question of what activities and infrastructure are allowed at a winery led to adoption of the Winery Definition Ordinance in 1990, establishing parameters for wine making as a form of agricultural processing within agricultural areas of the County. Today, more than 400 wineries are approved for development in the county; almost 300 brick and mortar wineries are in operation, producing millions of gallons of wine each year. In 2005, 8.5 million cases of wine (more than 20 million gallons) were produced within the County.

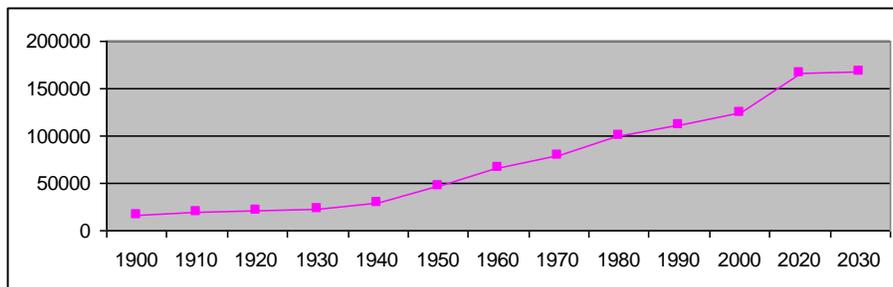
ISSUES FACING THE COUNTY

Looking to the future, there are a number of demographic trends and land use issues that the County will face, not the least of which is the expected growth in population. Based on regional trends, the Association of Bay Area Governments (ABAG) projects that Napa County will add 19,800 new residents between 2005 and 2030, and that 2,700 of those will reside within the unincorporated area (ABAG Projections 2007).¹

Characteristics of these new residents and the population as a whole are discussed further below, along with other land use-related issues facing the county.

¹ More refined local projections completed for the 2008 General Plan Update Final EIR conservatively estimate the potential for 2,935 new dwelling units in the unincorporated County between 2005 and 2030, with around 6,686 new residents. These projections do not represent a plan for growth in the unincorporated county but merely constitute a conservative (high) estimate developed to support the EIR's assessment of potential cumulative impacts.

POPULATION PROJECTIONS FOR NAPA COUNTY



Source: Association of Bay Area Governments, "Projections 2007"

Aging Population

Napa County’s population is aging. Reflecting a nationwide trend, Napa County’s median age has been on the rise for decades, increasing from 32.3 years of age in 1970 to 36.5 years in 2000. In Napa, this trend has been accentuated by the County’s longstanding policy of limited residential growth (which has prevented an influx of large numbers of young families) and the relatively high prices of homes (which tend to favor older homeowners with higher incomes). Since the County’s growth management policies remain the same, and because housing prices are expected to remain high, this trend toward an older population is expected to continue.

The County, both as a land use agency and as a provider of social services, will need to address the issues of an aging population as the population’s median age continues to increase. Examples of potential issues associated with an aging population include a shift in demand for housing (to single-level, smaller, and more easily cared-for units), more demand for medical care and transport, and higher demand for public transit (as people become unable to drive).

Changing School Enrollment Patterns

Reflecting the increasing age of people in the county, Napa’s school population is also changing in terms of age and location. Most of the Napa Valley Unified School District’s current (2006) increase in enrollment is happening at upper grade levels (in particular high-school-age students) and in the City of American Canyon. Planned school construction currently (2006) calls for a new middle school and high school in American Canyon.

At the same time, enrollment in some elementary schools is decreasing as the number of school-age children declines.

This Element expresses the County’s desire to coordinate with the school district on these issues to ensure that all of the county’s residents have access to a high quality education.

Increasing Cultural Diversity and the Need for Social Equity

Napa County has always relied on minorities as a vital part of its culture and economy. Beginning in the early 1800s with Chinese laborers, followed later by Italian immigrants, and most recently Hispanic workers from



Mexico and other Latin American countries, the county has long been a beacon to those willing to travel far from home to find work and a place to live.

Beginning in the 1970s, an increasing number of the county’s farm workers, previously a seasonal population, began to live in the county year round. As of 2006, more than one-fourth of all persons in the county spoke Spanish as their primary language.

As the county’s social makeup continues to change, issues of social equity are becoming more important, and the County will need to work hard to ensure that all members of society are included in decisions about future land uses and other policies. This Element expresses the County’s desire to ensure that all groups are treated fairly and equally without regard to race, age, religion, color, national origin, ancestry, physical or mental disability, medical condition, marital status, gender, self-identified gender or sexual orientation, or economic status.

Housing Availability and the High Cost of Housing

As is the case in most of California—and in particular the Bay Area, of which Napa County is a part—housing costs have risen at rates far exceeding the general rate of inflation. As of 2006, the median price of a home in the unincorporated area of Napa County was approximately \$622,500, well beyond the reach of households earning a moderate income. The median price of a home in the county as a whole was just over \$600,000. The shortage of housing affordable to moderate, low, very low, and extremely low income households makes it difficult for many of the county’s workforce to live in the county, increasing traffic on roads to other counties as these workers commute from less expensive areas. The same shortage makes the ratio of jobs-to-housing a poor indicator of the community’s “balance,” since the ratio of jobs-to-housing or jobs-to-employed-residents can be low while a segment of the county’s workforce still finds it difficult to live here. *(See the Housing and Economic Development Elements for further discussion of the county’s workforce characteristics.)*

2006 BAY AREA MEDIAN HOME PRICE BY COUNTY
(Includes new and resale family homes and condominiums)

County	2006 Median Home Sales Cost*
Alameda County	\$595,000
Contra Costa County	\$575,000
Marin County	\$815,000
Napa County (Total)	\$600,000
Napa County (Unincorporated Only)	\$622,500
San Francisco County	\$762,500
San Mateo County	\$755,000
Santa Clara County	\$680,000
Solano County	\$455,000
Sonoma County	\$545,000
All Bay Area Counties	\$642,500

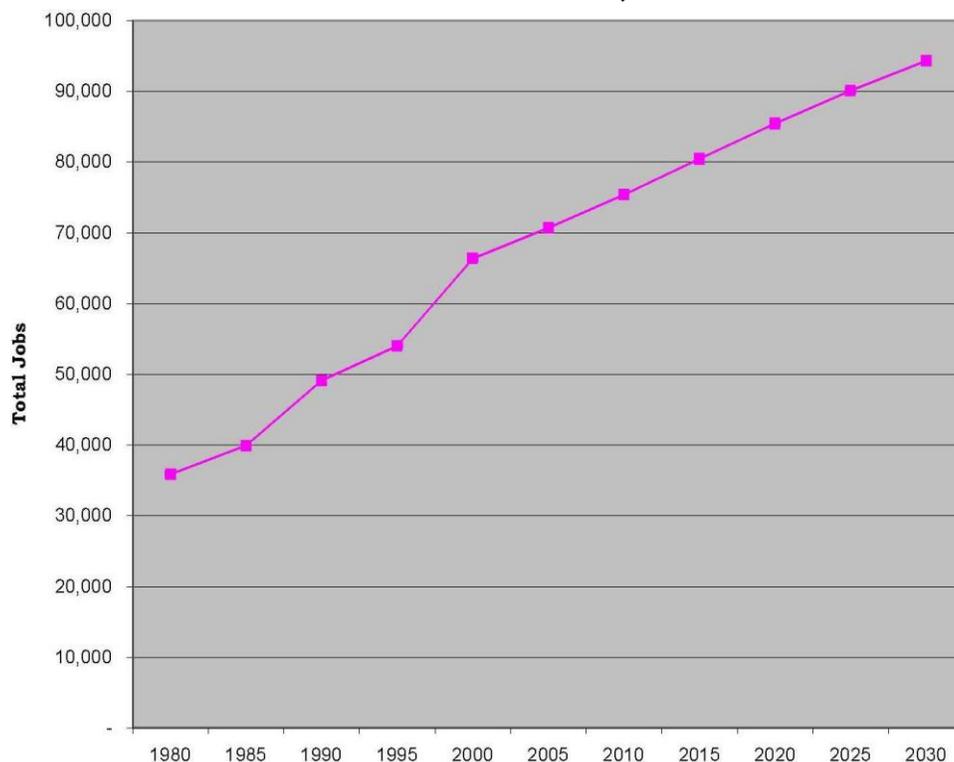
Data Source: DQnews.com California Home Sale Activity by City. Home Sales Recorded in the Year 2006.

This Element sets the stage for the cyclical updates to the Housing Element mandated by state law, articulating a variety of strategies for meeting the county’s housing needs. Policies provide for slow growth consistent with the intent of Measure A, adopted by the voters in 1980, recognizing that the attractiveness of Napa County could be self-defeating if it encourages people to move into the area in such numbers or at such a rate that it becomes indistinguishable from myriad other places in the Bay Area. Action items in support of the policies call for development of an ordinance to support workforce housing and actions to prevent residences from becoming short-term commercial guest accommodations.

Development Pressures on Agricultural Land

Affordable housing for the Napa County workforce is just one issue that makes it challenging for County policy-makers to sustain their longstanding commitment to preserving agricultural land. Other pressures include the desire for additional high-wage employment, the need for industrial land to support the agricultural industry, and the potential for continuing annexations by the incorporated cities and town. All of these issues are addressed in the policies included in this Element—policies which are collectively intended to perpetuate a policy framework that sets agricultural preservation as the immovable foundation for sound decision-making within Napa County.

EMPLOYMENT PROJECTIONS FOR NAPA COUNTY (INCLUDING MUNICIPALITIES)



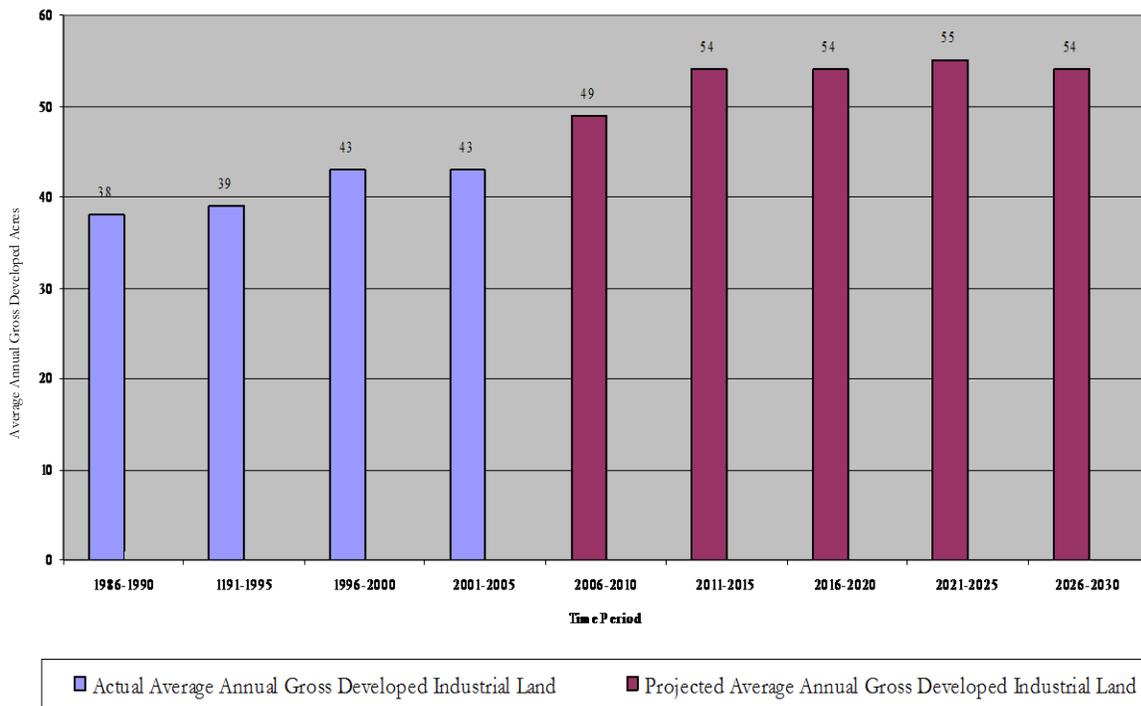
Data Source: Projections 2007 by Association of Bay Area Governments.²

² More refined projections completed for the 2008 General Plan Update Final EIR conservatively estimate the potential for 8,259 new jobs in the unincorporated county between 2005 and 2030. These projections do not represent a plan for



Policies such as those articulating broad housing strategies, establishing transitional or underutilized industrial sites as a “study area,” and addressing specific geographic areas of the County provide a road map for decision-makers that will allow them to address critical social issues without compromising the principles of urban-centered growth and agricultural preservation, and without substantially decreasing the amount of land designated as Agricultural Reserve (AR) or Agriculture, Watershed and Open Space (AWOS) by the General Plan without approval of the voters pursuant to Measure J.

**HISTORICAL AND PROJECTED INDUSTRIAL LAND DEMAND FOR NAPA COUNTY
(INCLUDING MUNICIPALITIES)**



Data Sources: “Napa County Industrial Land Use Study, Napa County, CA,” Keyser Marston Associates, In., May 2006.

The Continued Economic Viability of Agriculture

While the economic impact of Napa County’s wine industry was estimated at over \$9.5 billion in 2005,³ the industry faces ever-increasing competition from other winemaking regions around the world. In addition, changes within the industry, such as consolidation by large ownership interests and increasing competition for a limited number of distributors, necessitate an increasing focus on marketing and direct sales by many wineries. Preserving the economic viability of agriculture by helping to position Napa County to compete globally and by accepting the industry’s need to adapt and change is a goal that is inherent in the policies presented in this Element. The goal is also addressed in the Economic Development Element. Both goals

growth in the unincorporated county, but merely constitute a conservative (high) estimate developed to support the EIR’s assessment of potential cumulative impacts.

³ “Economic Impact of Wine and Vineyards in Napa County,” MKF Research, June 2005.



recognize the historic and ongoing relationship between tourism, the making and marketing of wine, and the value of Napa County agriculture.

The “Right to Farm” is recognized throughout this Plan and is specifically called out in both this Element and in the County Code. “Right to Farm” provisions ensure that agriculture remains the primary land use in Napa County and is not threatened by potentially competing uses or neighbor complaints.

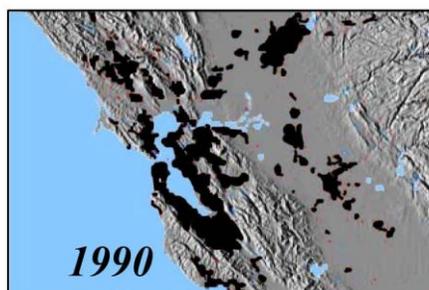
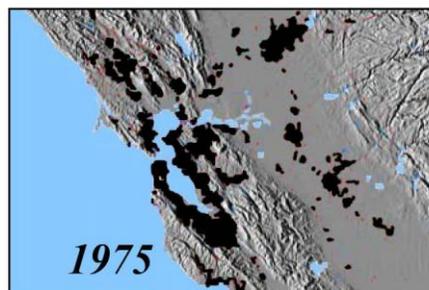
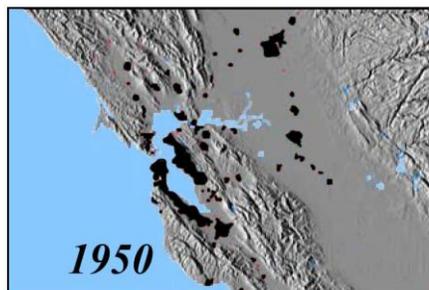
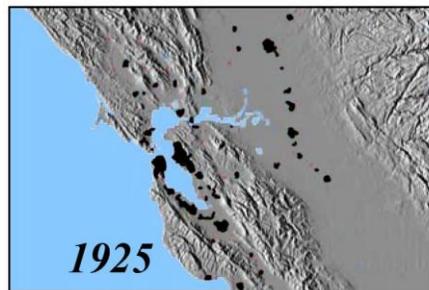
Challenges caused by Pierce’s disease and one of its vectors, the glassy-winged sharpshooter, must also be met, as must challenges associated with soil conservation and water quality and availability. These and other natural resources issues are addressed in the Conservation Element.

Environmental and Climatic Changes

Improving the health of the Napa River has become a community priority in recent years and is now a requirement pursuant to the Regional Water Quality Control Board’s Basin Plan. This Element contains policies to ensure that future land use changes in the Napa River watershed and elsewhere in the county will be extremely modest, environmentally responsible, and supportive of the “living” river and its equilibrium. Policies proactively address a host of environmental issues by emphasizing urban-centered growth and envisioning healthy “walkable” communities within the incorporated cities and town and existing urbanized areas of the county—communities where use of alternative transportation modes will be increasingly effective as densities increase and as jobs and housing are co-located.

“Walkable” communities and the use of alternative transportation modes also conserve energy, responding to concerns about global climate change, which will affect land use decision-making and public investments (infrastructure and facilities) into the future.

Urbanization in the San Francisco Bay Area, 1900-1990



The maps to the right show the history of urban growth in the Bay Area. Napa County, in the upper center of the image (north of San Francisco Bay) shows relatively little development when compared to the Bay Area. *Source: US Geological Survey*



Limited water availability in some areas of the county is likely to limit growth within the timeframe of this General Plan, and policies within this Element and the Conservation Element address opportunities for the use of recycled water and identify a limited number of areas where extension of municipal sewer and water services may be appropriate. Many of the water policies derive from a collaborative planning effort known as the 2050 Napa Valley Water Resources Study (West Yost & Assoc., 2005).

A PLAN FOR THE FUTURE

Well into the future, Napa County will be a place where agriculture is the primary land use, and where a vast majority of the county is open space, and where residential and employment growth is concentrated in the incorporated cities and town and existing urbanized areas of the county. Urban centers will be livable communities with compact forms that maximize the preservation of rural landscapes, and those rural landscapes will be both productive and ecologically diverse, with abundant and healthy natural resources.

This vision will not be achieved by accident, but by the careful application of land use policies contained in this Element, by implementation of action items identified here and elsewhere in the General Plan, and through the continued participation and vigilance of the county's citizens.

Implementation of this General Plan will require cooperation between citizens, industry, environmental organizations, and government, including local, state, and federal agencies.

Four cities and one town are located in Napa County; each is governed by a locally elected city council and has authority over land use planning within its boundaries. These are (in order of their formation):

City of Napa (1872)

Area: 18 square miles
2006 Population: 76,705

City of St. Helena (1876)

Area: 4 square miles
2006 Population: 5,989

City of Calistoga (1886)

Area: 2 square miles
2006 Population: 5,258

Town of Yountville (1965)

Area: 3 square miles
2006 Population: 3,264

City of American Canyon (1992)

Area: 3 square miles
2006 Population: 14,961

Other agencies with land use jurisdiction in various areas of the County include the State Lands Commission (for tidelands and submerged lands) and the Bay Conservation and Development Commission (generally for areas subject to tidal action along the Napa River from the county line to the north end of Bull Island). In addition to these agencies, a number of other local, state, and federal agencies either contribute to local land use policies and/or control large areas of the county. The Local Agency Formation Commission (LAFCO) for Napa County operates consistent with state statutes and has both regulatory (annexation) and planning (sphere of influence) responsibilities. The federal government owns almost 63,000 acres of public lands; the State of California owns more than 42,000. Combined, the 105,000 acres of land owned by state and federal agencies (and not subject to the County's land use controls) comprise more than one-fifth of all land in the county. *(For a complete listing of publicly owned or accessible lands in Napa County, please see the Recreation and Open Space Element.)*

AGRICULTURAL PRESERVATION AND LAND USE GOALS

Goal AG/LU-1: Preserve existing agricultural land uses and plan for agriculture and related activities as the primary land uses in Napa County.

Goal AG/LU-2: Concentrate urban uses in the County's existing cities and town and urbanized areas.

Goal AG/LU-3: Support the economic viability of agriculture, including grape growing, winemaking, other types of agriculture, and supporting industries to ensure the preservation of agricultural lands.

Goal AG/LU-4: Develop and implement planning policies which define a rate of population growth that perpetuates our quality of life.

Goal AG/LU-5: With municipalities, other governmental units, and the private sector, plan for commercial, industrial, residential, recreational, and public land uses in locations that are compatible with adjacent uses and agriculture.

Goal AG/LU-6: Create a stable and predictable regulatory environment that encourages investment by the private sector and balances the rights of individuals with those of the community and the needs of the environment.

Goal AG/LU-7: Plan for demographic changes, environmental or climatic changes, and desired social services when siting public facilities and when considering the design of those facilities.

This Element contains policies in the following general categories to implement these goals.

- Agricultural Preservation Policies
- Land Use Policies
- Policies Specific to Geographic Areas of the County
- Implementation Policies



AGRICULTURAL PRESERVATION POLICIES

This section includes some policies which were incorporated in the General Plan by voter-approved “Measure J” (1990), “Measure P” (2008) and other policies which were adopted by the Napa County Board of Supervisors. Policies derived from Measure J and Measure P (2008) may not be amended or deleted without subsequent voter approval until after December 31, 2058, or after a later date if an extension is approved by the voters.

Policy AG/LU-1: Agriculture and related activities are the primary land uses in Napa County.

Policy AG/LU-2: “Agriculture” is defined as the raising of crops, trees, and livestock; the production and processing of agricultural products; and related marketing, sales and other accessory uses. Agriculture also includes farm management businesses and farm worker housing.

Action Item AG/LU-2.1: Amend County Code to reflect the definition of “agriculture” as set forth within this plan, ensuring that wineries and other production facilities remain as conditional uses except as provided for in Policy AG/LU-16, and that marketing activities and other accessory uses remain incidental and subordinate to the main use.

Policy AG/LU-3: The County’s planning concepts and zoning standards shall be designed to minimize conflicts arising from encroachment of urban uses into agricultural areas. Land in proximity to existing urbanized areas currently in mixed agricultural and rural residential uses will be treated as buffer areas and further parcelization of these areas will be discouraged.

Policy AG/LU-4: The County will reserve agricultural lands for agricultural use including lands used for grazing and watershed/open space, except for those lands which are shown on the Land Use Map as planned for urban development.

Policy AG/LU-5: The County will promote an agricultural support system including physical components (such as farm labor housing, equipment supply and repair) and institutional components (such as 4-H, FFA, agricultural and natural resources education and experimentation).

Policy AG/LU-6: The County will continue to study tax assessment policies which recognize the long-term intent of agricultural zoning and the fact that agricultural land uses require a minimum of public expenditure for protection and servicing.

Policy AG/LU-7: The County will research, evaluate, and pursue new approaches to ensure ever stronger protections for the County’s finite and irreplaceable agricultural resources. Approaches to be evaluated shall include implementation of a “Super Williamson Act” program, a conservation easement program or other permanent protections, and programs promoting the economic viability of agriculture.

Action Item AG/LU-7.1: Work with interested stakeholders to undertake an evaluation of new voluntary approaches to protecting agriculture, including implementation of a “Super Williamson Act” program, a conservation easement program or other permanent protections, and programs promoting the economic viability of agriculture.



Policy AG/LU-8: The County's minimum agricultural parcel sizes shall ensure that agricultural areas can be maintained as economic units.

Policy AG/LU-9: The County shall evaluate discretionary development projects, re-zonings, and public projects to determine their potential for impacts on farmlands mapped by the State Farmland Mapping and Monitoring Program, while recognizing that the state's farmland terminology and definitions are not always the most relevant to Napa County, and shall avoid converting farmland where feasible.

Where conversion of farmlands mapped by the state cannot be avoided, the County shall require long-term preservation of one acre of existing farm land of equal or higher quality for each acre of state-designated farmland that would be converted to non-agricultural uses. This protection may consist of establishment of farmland easements or other similar mechanism, and the farmland to be preserved shall be located within the County and preserved prior to the proposed conversion. The County shall recommend this measure for implementation by the cities and town and LAFCO as part of annexations involving state-designated farmlands.

Policy AG/LU-10: New wineries and other agricultural processing facilities as well as expansions of existing wineries and facilities in agricultural areas should be designed to convey their permanence and attractiveness.

Action Item AG/LU-10.1: Maintain a data base of all wineries including their production capacity, marketing events and other characteristics that could influence analysis of cumulative effects or the winery's effect on neighbors.

Policy AG/LU-11: Agricultural employee housing shall be permitted in agricultural zoning districts in conformance with state law. Seasonal farm labor housing may be provided in agricultural areas without regard to the location of farm employment in Napa County when the housing is under local public agency ownership or control.

Policy AG/LU-12: No new non-agricultural use or development of a parcel located in an agricultural area shall be permitted unless it is needed for the agricultural use of the parcel, except as provided in Policies AG/LU-2, AG/LU-5, AG/LU-26, AG/LU-44, AG/LU-45, and ROS-1.

Policy AG/LU-13: The 1990 Winery Definition Ordinance, recognized certain pre-existing wineries and winery uses as well as new wineries. For wineries approved after the effective date of that ordinance, agricultural processing includes tours and tastings by appointment only, retail sales of wine produced by or for the winery partially or totally from Napa County grapes, retail sale of wine-related items, activities for the education and development of consumers and members of the wine trade with respect to wine produced by or at the winery, and limited non-commercial food service. The later activity may include wine-food pairings. All tours and tastings, retail sales, marketing activities, and non-commercial food service must be accessory to the principal use of the facility as an agricultural processing facility. Nothing in this policy shall alter the definition of "agriculture" set forth in Policy AG/LU-2.



Policy AG/LU-14: The same location, design, and other considerations applied to wineries shall apply to all other food processing businesses or industrial uses located in agricultural areas.

Policy AG/LU-15: The County affirms and shall protect the right of agricultural operators in designated agricultural areas to commence and continue their agricultural practices (a “right to farm”), even though established urban uses in the general area may foster complaints against those agricultural practices. The “right to farm” shall encompass the processing of agricultural products and other activities inherent in the definition of agriculture provided in Policy AG/LU-2, above.

The existence of this “Right to Farm” policy shall be indicated on all parcel maps approved for locations in or adjacent to designated agricultural areas and shall be a required disclosure to buyers of property in Napa County.

Policy AG/LU-15.5: Where proposed residential, commercial or industrial development abuts lands devoted to agriculture production, the non-agricultural uses shall be required to incorporate buffer areas to mitigate potential land use conflicts as conditions of approval for subdivision or use permit. The type and width of buffer areas shall be determined based on the character, intensity and sensitivity of the abutting land uses.

Action Item AG/LU-15.5.1: The County will prepare and adopt guidelines and regulations to assist in the determination of the appropriate type and scope of agricultural buffer areas needed in circumstances that warrant the creation of such buffer.

Policy AG/LU-16: In recognition of their limited impacts, the County will consider affording small wineries a streamlined permitting process. For purposes of this policy, small wineries are those that produce a small quantity of wine using grapes mostly grown on site and host a limited number of small marketing events each year.

Action Item AG/LU-16.1: Consider amendments to the Zoning Ordinance defining “small wineries,” a “small quantity of wine,” “small marketing events,” and “mostly grown on site,” and establishing a streamlined permitting process for small wineries which retains the requirement for a use permit when the winery is in proximity to urban areas.

Policy AG/LU-17: The County encourages active, sustainable forest management practices, including timely harvesting to preserve existing forests, retaining their health, product, and value. The County also encourages timber plantations for fuel wood and lumber production. (For more policies related to the managed production of resources and forest management practices, please see the Conservation Element.)

Policy AG/LU-18: Timber production areas in the County shall be considered to be those defined in the most recent adopted mapping available from CAL FIRE unless local areas are defined through a public planning process.

Policy AG/LU-19: The County recognizes that increasing local food production in Napa County and increasing local food purchases by County residents and institutions such as the jail,

schools, and hospitals will contribute to greater food security, increase agricultural diversity, and create a reliable market for small-scale farmers.

Policy AG/LU-20: The following standards shall apply to lands designated as Agriculture, Watershed, and Open Space on the Land Use Map of this General Plan.

Intent: To provide areas where the predominant use is agriculturally oriented; where watersheds are protected and enhanced; where reservoirs, floodplain tributaries, geologic hazards, soil conditions, and other constraints make the land relatively unsuitable for urban development; where urban development would adversely impact all such uses; and where the protection of agriculture, watersheds, and floodplain tributaries from fire, pollution, and erosion is essential to the general health, safety, and welfare.

General Uses: Agriculture, processing of agricultural products, single-family dwellings.

Minimum Parcel Size: 160 acres, except that parcels with a minimum size of 2 acres may be created for the sole purpose of developing farm labor camps by a local government agency authorized to own or operate farm labor camps, so long as the division is accomplished by securing the written consent of a local government agency authorized to own or operate farm labor camps that it will accept a conveyance of the fee interest of the parcel to be created and thereafter conveying the fee interest of such parcel directly to said local government agency, or entering into a long-term lease of such parcels directly with said local government agency.

Every lease or deed creating such parcels must contain language ensuring that if the parcel is not used as a farm labor camp within three years of the conveyance or lease being executed or permanently ceases to be used as a farm labor camp by a local government agency authorized to develop farm labor camps, the parcel will automatically revert to, and merge into, the original parent parcel.

Maximum Building Intensity: One dwelling per parcel (except as specified in the Housing Element). Nonresidential building intensity is non-applicable.

Pursuant to Measure Z (1996), the sale to the public of agricultural produce, fruits, vegetables, and Christmas trees, grown on or off premises, and items related thereto, as well as the recreation and educational uses by children of animals, such as children's pony rides and petting zoos, and construction of buildings to accommodate such sales and animals shall be permitted on any parcel designated as agricultural produce stand combination district. (See Policy AG/LU-132.)

Policy AG/LU-20.5: New public safety facilities shall be located within existing urbanized (i.e. non-agricultural) areas of the County and the County shall require site-specific analysis of new public safety facilities prior to their construction.

Policy AG/LU-21: The following standards shall apply to lands designated as Agricultural Resource on the Land Use Map of this General Plan.

Intent: To identify areas in the fertile valley and foothill areas of the county in which agriculture is and should continue to be the predominant land use, where uses



incompatible with agriculture should be precluded, and where the development of urban type uses would be detrimental to the continuance of agriculture and the maintenance of open space which are economic and aesthetic attributes and assets of the County of Napa.

General Uses: Agriculture, processing of agricultural products, single-family dwellings.

Minimum Parcel Size: 40 acres, except that parcels with a minimum size of 2 acres may be created for the sole purpose of developing farm labor camps by a local government agency authorized to own or operate farm labor camps, so long as the division is accomplished by securing the written consent of a local government agency authorized to own or operate farm labor camps that it will accept a conveyance of the fee interest of the parcel to be created and thereafter conveying the fee interest of such parcel directly to said local government agency, or entering into a long-term lease of such parcels directly with said local government agency.

Every lease or deed creating such parcels must contain language ensuring that if the parcel is not used as a farm labor camp within three years of the conveyance or lease being executed or permanently ceases to be used as a farm labor camp by a local government agency authorized to develop farm labor camps, the parcel will automatically revert to, and merge into, the original parent parcel.

Maximum Building Intensity: One dwelling per parcel (except as specified in the Housing Element). Nonresidential building intensity is non-applicable, but where practical, buildings will be located off prime soils.

OTHER LAND USE POLICIES

Policies in this section address the following topics:

- Policies in Support of Urban-Centered Growth (Page AG/LU-17)
- Residential Land Uses (Page AG/LU-18)
- Commercial, Industrial, and Study Area Land Use Policies (Page AG/LU-21)
- Public-Institutional Policies (Page AG/LU-28)
- Prohibited Uses (Page AG/LU-29)

POLICIES IN SUPPORT OF URBAN-CENTERED GROWTH

Policy AG/LU-22: Urban uses shall be concentrated in the incorporated cities and town and designated urbanized areas of the unincorporated County in order to preserve agriculture and open space, encourage transit-oriented development, conserve energy, and provide for healthy, “walkable” communities.

Policy AG/LU-23: Consistent with longstanding practice and “smart growth” principles, the County will enact and enforce regulations that will encourage the concentration of residential growth

within the County's existing cities and town and urbanized areas designated on the Land Use Map.

Policy AG/LU-24: Commercial uses will be grouped in areas outside of those designated for agricultural uses in the General Plan (subject to exceptions contained in Policies AG/LU-43 through 45 of this General Plan).

Policy AG/LU-25: The County opposes the creation of new special districts planned to accommodate new residential developments outside existing urbanized areas, except as specified in the Housing Element or as permitted within the Napa Pipe Mixed Use designation.

Policy AG/LU-26: The County will discourage proposed urban developments which require urban services outside of existing urbanized areas. However, nothing in this Agricultural Preservation and Land Use Element is intended to preclude the construction of a single-family residence, on an existing, vacant, legal parcel of land in compliance with adopted County ordinances and other applicable regulations, except on designated park land. Pursuant to State law, small child care centers are considered residential uses. Where maximum dwelling unit densities are specified in this General Plan, the population density is determined by multiplying the allowable number of dwelling units times the average persons per household in the unincorporated County as determined by the most recent U.S. Census.

Policy AG/LU-27: For the purposes of this General Plan, the terms "urbanized" or "urbanizing" shall include the subdivision, use, or development of any parcel of land for non-agricultural purposes. Engaging in nature-based recreation or agriculturally compatible uses that are permitted in the applicable zoning district without the issuance of a use permit, such as development of one single-family house and/or second unit on an existing legal lot, shall not be considered urbanizing.

Policy AG/LU-28: Consistent with the County's longstanding commitment to urban-centered growth, new multi-family housing and other urban uses shall be directed to the incorporated cities and town and urbanized areas of Napa County.

Policy AG/LU-29: Governmental uses and public utility uses shall be permitted in appropriate locations. Only those new governmental and public utility uses which specifically implement programs mandated by the state or federal government shall be permitted in non-urban areas. On parcels which are designated Agricultural Resource or Agriculture, Watershed and Open Space on the Napa County Land Use Map, governmental uses and public utility uses existing as of 1983 shall be allowed to continue to operate and to use the existing buildings and/or facilities but shall be allowed to expand in size and volume of business only for the purpose of modernizing the facilities and meeting additional demonstrated public needs to the extent permitted by law.

RESIDENTIAL LAND USES

Policy AG/LU-30: The County shall use a variety of strategies to address its long-term housing needs and to meet the state and regional housing requirements in its cyclical updates of the Housing Element. In addition to working with the state and ABAG to reduce the County's regional allocation, these strategies shall include:



- Consider re-use of former industrial sites designated as Study Area on the Land Use Map to provide for a mix of uses, including affordable and market rate work force housing as appropriate.
- Use of overlay designations to permit/facilitate multi-family housing on specific sites within designated urbanized areas shown on the Land Use Map.
- Collection and disbursement of housing impact fees to subsidize construction of affordable housing.
- Cooperative agreements with incorporated agencies within the County where these jurisdictions are able to accept additional housing requirements in exchange for other considerations.
- Actions that provide housing to farm workers and their families.
- Use of County-owned land for affordable housing where this land is no longer needed to meet the County's operational requirements and would be appropriate for housing.
- Other policies and programs which address the need for workforce housing.

Action Item AG/LU-30.1: Develop a Workforce Housing Ordinance, including revisions to the current Inclusionary Housing Ordinance, to define workforce housing and establish additional workforce and inclusionary housing requirements for all multi-family housing proposals consisting of eight or more units constructed in the unincorporated County. Such an ordinance could also require on-site workforce housing in place of in-lieu fees for any large commercial or institutional projects constructed outside of areas where housing would be inconsistent with the applicable airport land use compatibility plan.

Policy AG/LU-31: The County will work with the cities and town to see that low and moderate cost housing is provided to address the needs of low and moderate income households in Napa County. In addition, the County will accept responsibility for meeting its fair share of the housing needs, including a predominant percentage generated by any new employment in unincorporated areas.

Policy AG/LU-32: The County will maintain and improve the safety and adequacy of the existing housing stock in the County through application of applicable building and housing codes and related enforcement programs.

Note to the Reader: Please refer to the Housing Element of this General Plan for additional goals, policies, and programs related to affordable housing.

Policy AG/LU-33: The County will promote development concepts that create flexibility, economy, and variety in housing without resulting in significant environmental impacts and without allowing residences to become timeshares, resorts, hotels, or similar tourist-type accommodations.

Action Item AG/LU-33.1: Adopt local guidelines or zoning code definitions to clarify the distinction between single-family residences and commercial short-term guest accommodations, specifying the uses and ownership or rental arrangements associated with each. Also, analyze the prevalence of extremely large residences, and determine whether single family residences above a certain size should require environmental analysis.

Policy AG/LU-34: The following standards shall apply to lands designated as Urban Residential on the Land Use Map of this General Plan.

Intent: Provide, in identified urban areas, for development of a full range of urban housing opportunities, such as detached or attached single-family dwellings, multiple dwellings, townhouses, row houses, condominiums, live/work lofts, and cluster housing, in a desirable relationship to planned common use space, limited commercial, institutional, educational, child care, cultural, recreational, and other uses, while at the same time preserving the quality of urban areas.

General Uses: Single-family dwellings, multiple dwellings, mobile home parks, child care centers, limited commercial and institutional uses (denser uses subject to specified conditions).

Minimum Parcel Size: Between 0.0625 acre and 1 acre.

Maximum Dwelling Density: One dwelling per parcel except as specified in the Housing Element. Other residential, commercial, educational, and recreational facilities subject to specified conditions related to the adequacy of utilities and normal municipal services.

Policy AG/LU-35: The following standards shall apply to lands designated as Rural Residential on the Land Use Map of this General Plan.

Intent: Provide for low density residential use in neighborhoods that are in proximity to existing urbanized areas but that are currently in agriculture or where further parcelization will be discouraged. On some lands suitable for increased population density near major medical care facilities, large residential care homes may be permitted. Other land near major public recreational areas which, because of its location in relation to existing or future community services, facilities, and access roads, and because of underlying soil and geological characteristics, land slope, and minimum fire hazard, is suitable for low density residential or mixed-use development, tourist-serving commercial development, and resident-serving commercial development.

General Uses: Single-family dwellings, day care centers, large residential care homes, existing major medical care facilities (facilities licensed with a minimum of 100 beds), private schools, agriculture, stables (and others under specified conditions). In Capell Valley and Berryessa Areas, tourist-serving commercial uses and mixed uses will also be allowed.

Minimum Parcel Size: 10 acres, except:



- All permitted commercial development, and legal residential structures in Deer Park existing on December 31, 1994, and master planned as part of St. Helena Hospital may be allowed on smaller parcels, depending on the type of facility, services available, and surroundings.
- APN 049-161-009 in the Monticello Road area may be subdivided into parcels with a minimum size of $\frac{3}{4}$ acre, and the number of total parcels after the subdivision shall not exceed four.

Maximum Dwelling Density: One dwelling per parcel (except as specified in the Housing Element).

COMMERCIAL, INDUSTRIAL, NAPA PIPE MIXED USE, AND STUDY AREA LAND USE POLICIES

Policy AG/LU-36: The central business district of each urban center will be recognized as the dominant commercial and financial center for the surrounding trade area.

Policy AG/LU-37: The County will locate industrial areas adjacent to major transportation facilities. Necessary utilities and services, including child care centers, will be planned to meet the needs of the industrially zoned areas.

Policy AG/LU-38: The Airport Industrial Area Specific Plan (AIASP) was adopted in 1986 to set forth detailed land use and circulation standards, capital improvement requirements, associated financing, and improvement sequencing measures, as well as necessary supporting policies and regulatory procedures for the industrial area near Napa County Airport. The AIASP, as amended, implements the General Plan in the Airport Industrial Area.

Policy AG/LU-39: The County will plan for the reservation of sufficient industrial property to satisfy future demands for orderly growth and economic development of the County. Non-agriculturally oriented industry shall not be located on productive agricultural lands, but should be located in areas more suitable for industrial purposes.

Policy AG/LU-40: The properties known as the “Hess Vineyards” shall be designated Agriculture, Watershed & Open Space, but shall be considered for redesignation to an Industrial designation if Flosden/Newell Road is ever extended north of Green Island Road, through the property.

Policy AG/LU-41: Notwithstanding any other standard to the contrary, the following standards shall apply to lands designated as Napa Pipe Mixed Use on the Land Use Map of this General Plan. Lands designated Napa Pipe Mixed Use are identified as Assessor’s Parcel Numbers 046-400-030 and 046-412-005, with the exception of a 19 acre area within Assessor's Parcel Number 046-400-030, which is designated Study Area.

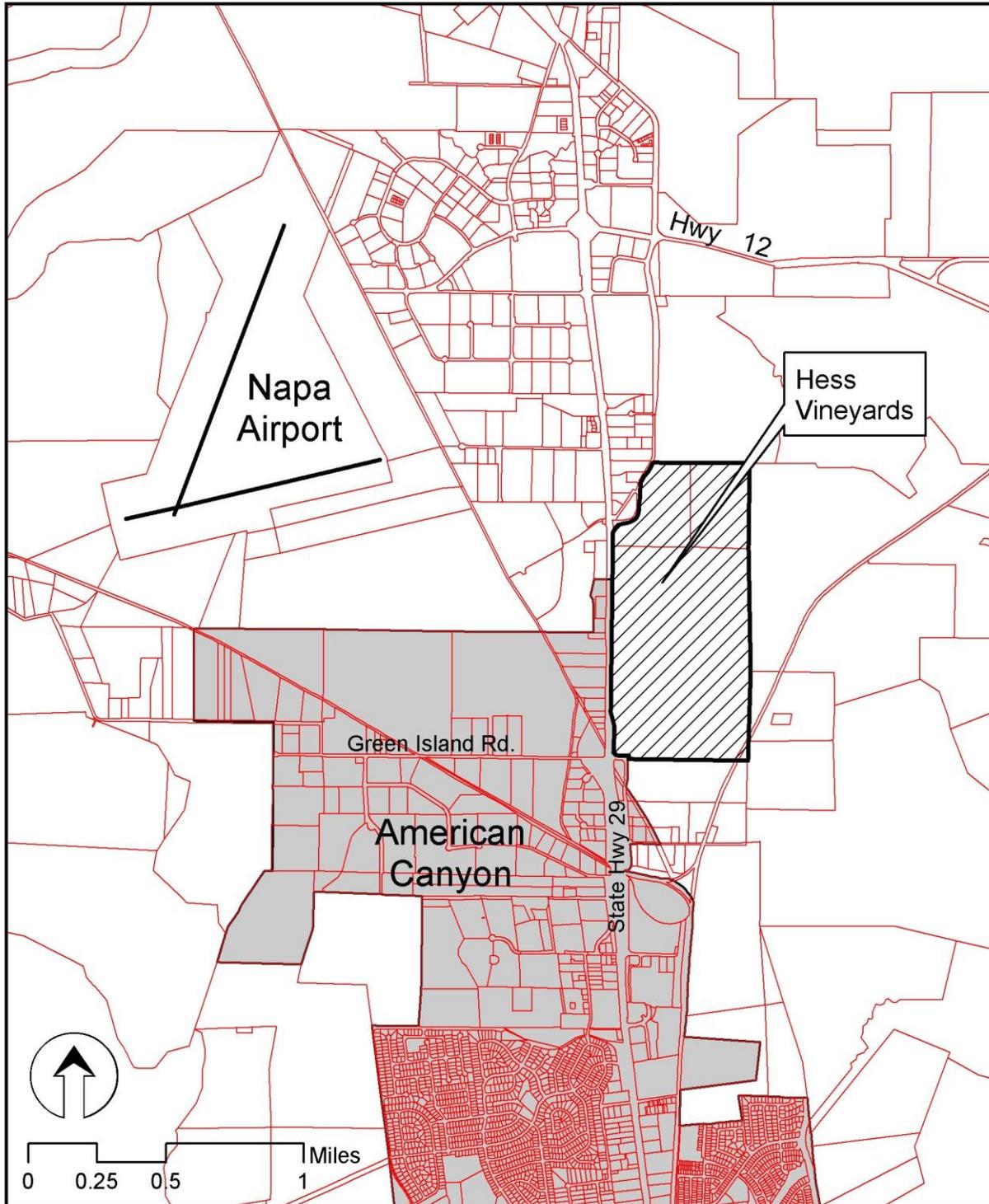
- a) Intent: The designation provides for flexibility in the development of land, allowing either industrial, or commercial and residential uses. This designation is intended to be applied only to the Napa Pipe site in the unincorporated area

south of the city of Napa where sufficient infrastructure may be available or readily constructed to support this type of development.

- b) General Uses: Uses allowed in the Urban Residential, Commercial, and Industrial land use categories may be permitted. Office, open space and recreational uses may also be permitted as principal uses.
- c) Minimum Parcel Size: Parcel sizes shall be as set forth in an approved development plan for the Napa Pipe Mixed Use designation, provided that the County shall allow 202 owner-occupied or rental units by right pursuant to Housing Element Program H-4e.
- d) Maximum Residential Density: No more than 700 total dwelling units (945 with state required density bonus) shall be allowed within the Napa Pipe Mixed Use designation, with an estimated population of 1,540 (or 2,079) persons.
- e) Maximum Non-Residential Building Density: No more than a total gross floor area of 319,000 gross square feet of enclosed non-residential uses shall be allowed east of the railroad track within the Napa Pipe Mixed Use designation. No more than 50,000 square feet of enclosed non-residential uses shall be allowed west of the railroad track within the Napa Pipe Mixed Use designation. In addition, on the parcel west of the railroad track, one hotel with no more than 150 suites and associated uses such as meeting space and spa, and up to 150 total units within continuing care retirement and assisted living or similar special use facilities for seniors shall be permitted, and shall not be included in the calculation of total gross floor area or total dwelling units.



FIGURE AG/LU-1: HESS VINEYARDS LOCATION



Source: Napa County 2007



Policy AG/LU-42: County review of non-residential development proposals shall address the balance of job creation and the availability of affordable housing.

Policy AG/LU-43: Lands along the west bank of the Napa River south of the City of Napa and specific urban areas within four miles of the high water mark of Lake Berryessa are appropriate areas for marine commercial zoning and development.

Action Item AG/LU 43.1: Consider amendments to the Zoning Code to allow additional commercial, residential, and mixed uses in the areas currently zoned for commercial use in the Spanish Flat, Moskowite Corners, and southern Pope Creek areas in order to complement recreation activities at Lake Berryessa.

Policy AG/LU-44: For parcels fronting upon the west side of the Napa River south of the City of Napa which are designated Agriculture, Watershed, and Open Space or Agricultural Resource on the Land Use Map of this General Plan which have commercial zoning, additional commercial development will be allowed as follows:

- All existing commercial establishments that are currently located within a commercial zoning district shall be allowed to continue to operate and use the existing buildings and/or facilities.
- Additional commercial uses which are permitted by the existing commercial zoning of the parcel shall be permitted on that portion of the parcel zoned commercial.

Policy AG/LU-45: All existing commercial establishments that are currently located within a commercial zoning district shall be allowed to continue to operate and use the existing buildings and/or facilities. Additional commercial uses and mixed residential-commercial uses which are permitted by the existing commercial zoning of the parcel shall be permitted on that portion of the parcel zoned commercial. With respect to Policies AG/LU-44 and 45, due to the small numbers of such parcels, their limited capacity for commercially-viable agriculture due to pre-existing uses and/or size, location and lot configuration, and the minimal impact such commercial operations and expansions will have on adjacent agriculture or open space activities or the agricultural and open space character of the surrounding area, such limited development will not be detrimental to Agriculture, Watershed or Open Space policies of the General Plan. Therefore such development is consistent with all of the goals and policies of the General Plan.

Pursuant to Measure D (1998), existing restaurants qualifying under this policy that are currently located within a commercial zoning district shall be allowed to increase the number of seats accommodated within existing buildings and/or facilities on any parcel designated as a historic restaurant combination zoning district. Due to the small number of such restaurants, limited seating expansions within existing commercial buildings and facilities will not be detrimental to the Agricultural, Watershed and Open Space policies of the General Plan. (See Policy AG/LU-133)

Pursuant to Measure K (2008), a parcel which is zoned as an agricultural produce stand may be allowed to establish accessory delicatessen, outdoor barbeque and wine tasting uses. (See Policy AG/LU-136)



Action Item AG/LU 45.1: Review and revise sections of the Napa County Code that provide the list of land uses permitted on existing commercially zoned parcels to encourage neighborhood-serving commercial uses and new limited accessory dwellings where appropriate.

Policy AG/LU-46: All existing and legally established nonconforming uses shall be allowed to continue to operate and to use existing buildings and/or facilities provided they are not determined to be a public nuisance or voluntarily abandoned as defined by the zoning ordinance. Legal nonconforming buildings and facilities may be rehabilitated or rearranged, as long as there is no increase in the intensity of use.

Policy AG/LU-47: Legal structures and uses destroyed by fire or natural disaster may be rebuilt within the time period established by the zoning ordinance or as otherwise approved by the County, whether or not they conformed to the zoning ordinance at the time of the fire/disaster.

Policy AG/LU-48: In recognition of the limited services and employment opportunities available within rural areas, the County shall allow home occupations in circumstances where those occupations do not change the outward appearance of the home or impact surrounding residents or other land uses.

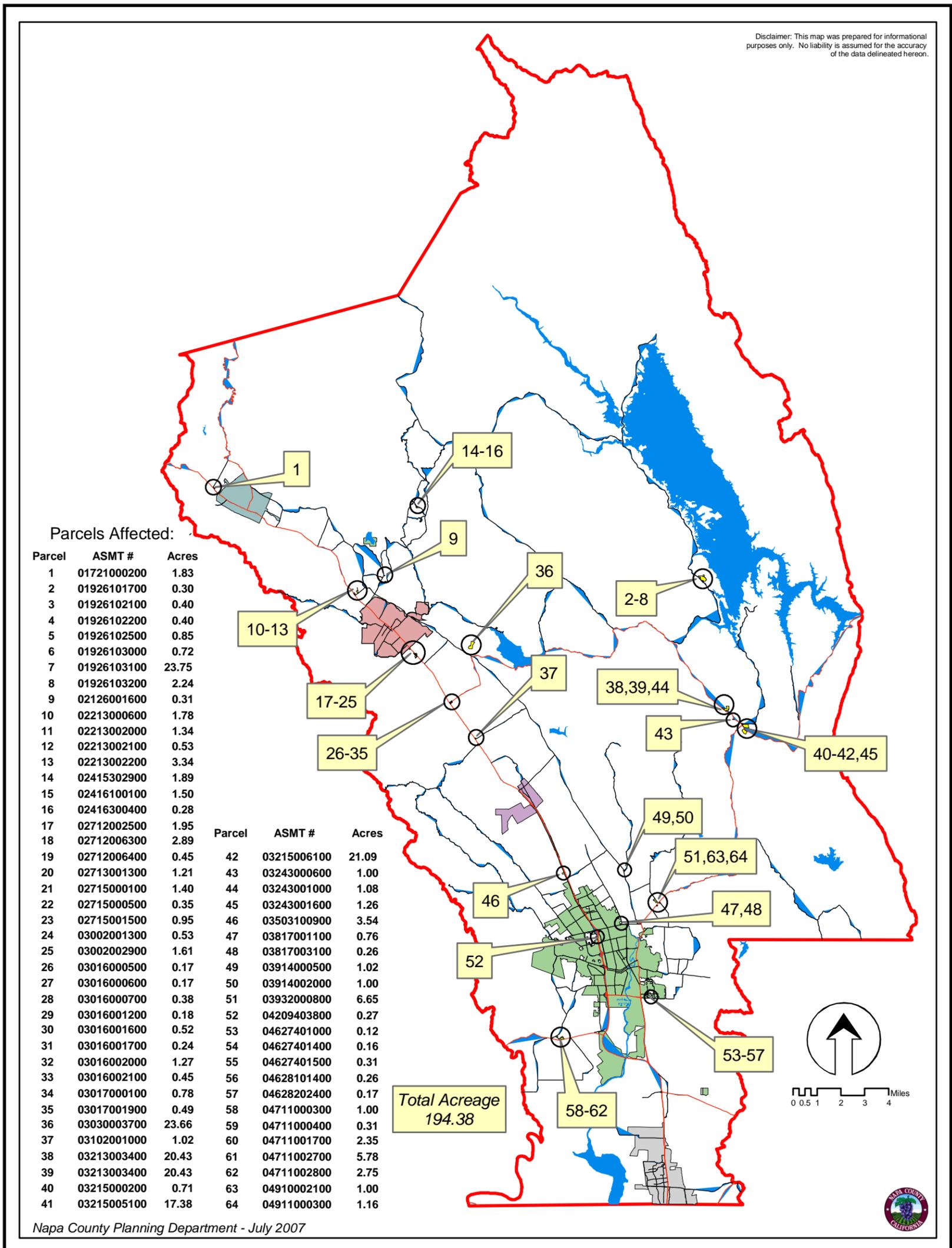
Action Item AG/LU 48.1: Review zoning code requirements for Home Occupation permits, and update those requirements to provide greater flexibility in situations where there will be no off-site impacts. For example, consider situations in which the use of legal, accessory structures could be permitted or where home occupations could employ workers other than a single owner/proprietor.

Policy AG/LU-49: The County shall use zoning to ensure that land uses in airport approach zones comply with applicable Airport Land Use Compatibility policies. If necessary, the County shall acquire development rights in airport approach zones. This policy shall apply to the Napa County Airport and Angwin Airport (Parrett Field).

Action Item AG/LU 49.1: Refer General Plan land use changes, proposed rezonings, and proposed developments in Airport Approach Zones to the Napa County Airport Land Use Commission for review and comment.



FIGURE AG/LU-2: LOCATION OF PARCELS SUBJECT TO POLICY AG/LU-45



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Policy AG/LU-50: The following standards shall apply to lands designated as Commercial on the Land Use Map of this General Plan.⁴

Intent:

- 1) Provide areas where residents of the unincorporated area of the County may obtain commercial services for day-to-day needs in surrounding land uses. The area and location of such districts shall be determined largely by the urban nature and extent of the local trade area to be served. Other criteria which will figure significantly in the choice of parcels deemed suitable for classification include availability of public service, public utilities, traffic safety, character of the site and surrounding area. The central business district of each incorporated city shall be recognized as the dominant commercial and financial center for the surrounding unincorporated area of the County.
- 2) Provide areas consistent with the General Plan in which the principal use of land is devoted to general commercial uses in non-marine urban areas, limited commercial facilities essential to the needs of residents in residential neighborhood areas, limited commercial facilities oriented to the needs of recreational users in marine areas, and limited commercial facilities serving the needs of travelers in locations in proximity to primary transportation corridors which provide access to areas where tourist-oriented uses predominate.

General Uses: Neighborhood, tourist, and other limited commercial uses; subject to specified conditions.

Minimum Parcel Size: 1 acre; 1/2 acre where public water and sewer are available.

Maximum Building Density: 50% coverage

Policy AG/LU-51: The following standards shall apply to lands designated as Industrial on the Land Use Map of this General Plan.

Intent: To provide an environment exclusively for and conducive to the development and protection of a variety of industrial uses such as warehouses, manufacturing, wineries and food processing facilities that are industrial in character, and research and development. Administrative facilities, research institutions, limited office and commercial uses and related facilities which are ancillary to the primary industrial uses may also be accommodated.

General Uses: Industry, limited commercial and related facilities which are ancillary to the primary industrial uses, agriculture, wineries. No residential uses.

Minimum Parcel Size: 1/2 acre to 40 acres depending on proximity and access to utilities, airport, highways, rail service and service roads.

⁴ Please note, the Land Use Map adopted with the 2008 General Plan Update does not designate lands as Commercial. Policies AG/LU-44 through 46 establish parameters (location and building intensity) for commercial uses.



Maximum Building Density: 50% coverage

Policy AG/LU-52: The following standards shall apply to lands designated as Study Area on the Land Use Map of this General Plan.

Intent: This 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 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.

General Uses: All uses allowed in the Industrial land use category may be permitted.

Minimum Parcel Size: Parcel sizes shall be as established for the Industrial designation.

Maximum Building Density: Maximum building intensity shall be as established for the Industrial designation.

PUBLIC-INSTITUTIONAL POLICIES

Policy AG/LU-53: The following standards shall apply to lands designated as Public-Institutional on the Land Use Map of this General Plan.

Intent: 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.⁵

Consistent with Policy AG/LU-64, in Angwin, the intent of the Public-Institutional designation is to acknowledge the presence of Pacific Union College and lands appropriate for college uses and facilities consistent with Angwin's rural character. Uses allowed include agriculture (including research), classrooms and other educational uses (including to serve pre-K, elementary and secondary students), meeting rooms, offices, maintenance and utility facilities, and residences for use by students, faculty and staff of the College, the Angwin Airport (Parrett Field) and limited commercial, community-service, medical, cultural, religious, recreational, and accessory uses essential to the needs of students, faculty or staff.

⁵ 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.

Minimum Parcel Size: Not applicable. In Angwin, further parcelization is permitted to support the college's educational mission and reconfiguration of existing parcels is permitted to comply with Policy AG/LU-66.

Maximum Building Density: 50% coverage and buildings/facilities necessary to support a student population of approximately 2,300.

PROHIBITED USES

Policy AG/LU-54: To the maximum extent permitted by law, casinos and gambling operations of any type are specifically prohibited in the unincorporated areas of Napa County.

Policy AG/LU-54.5: Formula businesses are generally viewed as incompatible with Napa County's rural character and shall be discouraged in areas adjacent to incorporated jurisdictions which limit such uses.

Action Item AG/LU 54.5.1: Develop a definition of 'formula businesses' and amend County Code to ensure compatibility with ordinances related to this issue in Calistoga and St. Helena.



POLICIES SPECIFIC TO GEOGRAPHIC AREAS OF NAPA COUNTY

The following discussions address some specific geographic areas of the County in recognition of their unique character. In general, areas designated for agricultural use on the County's Land Use Map are not described here, since they are the subject of the agricultural preservation policies provided earlier (Policies AG/LU-1 through 21).

The areas described on the following pages are in two general categories:

- 1) Areas designated on the Land Use Map for non-agricultural uses, and
- 2) Pre-existing commercial areas designated on the Land Use Map for agricultural uses.

AREAS DESIGNATED ON THE LAND USE MAP FOR NON-AGRICULTURAL USES

- Angwin (Page AG/LU-31)
- Berryessa Estates (Page AG/LU-34)
- Berryessa Highlands (Page AG/LU-36)
- Big Ranch Road (Page AG/LU-38)
- Coombsville (Page AG/LU-40)
- Deer Park (Page AG/LU-42)
- Lake Berryessa: Moskowite Corners, Pope Creek, and Spanish Flat (Page AG/LU-44)
- Silverado (Page AG/LU-50)
- South County Industrial Areas (Page AG/LU-52)

PRE-EXISTING COMMERCIAL AREAS DESIGNATED ON THE LAND USE MAP FOR AGRICULTURAL USES

- Oakville & Rutherford (Page AG/LU-55)
- Pope Valley (Page AG/LU-57)
- South St. Helena (Page AG/LU-59)

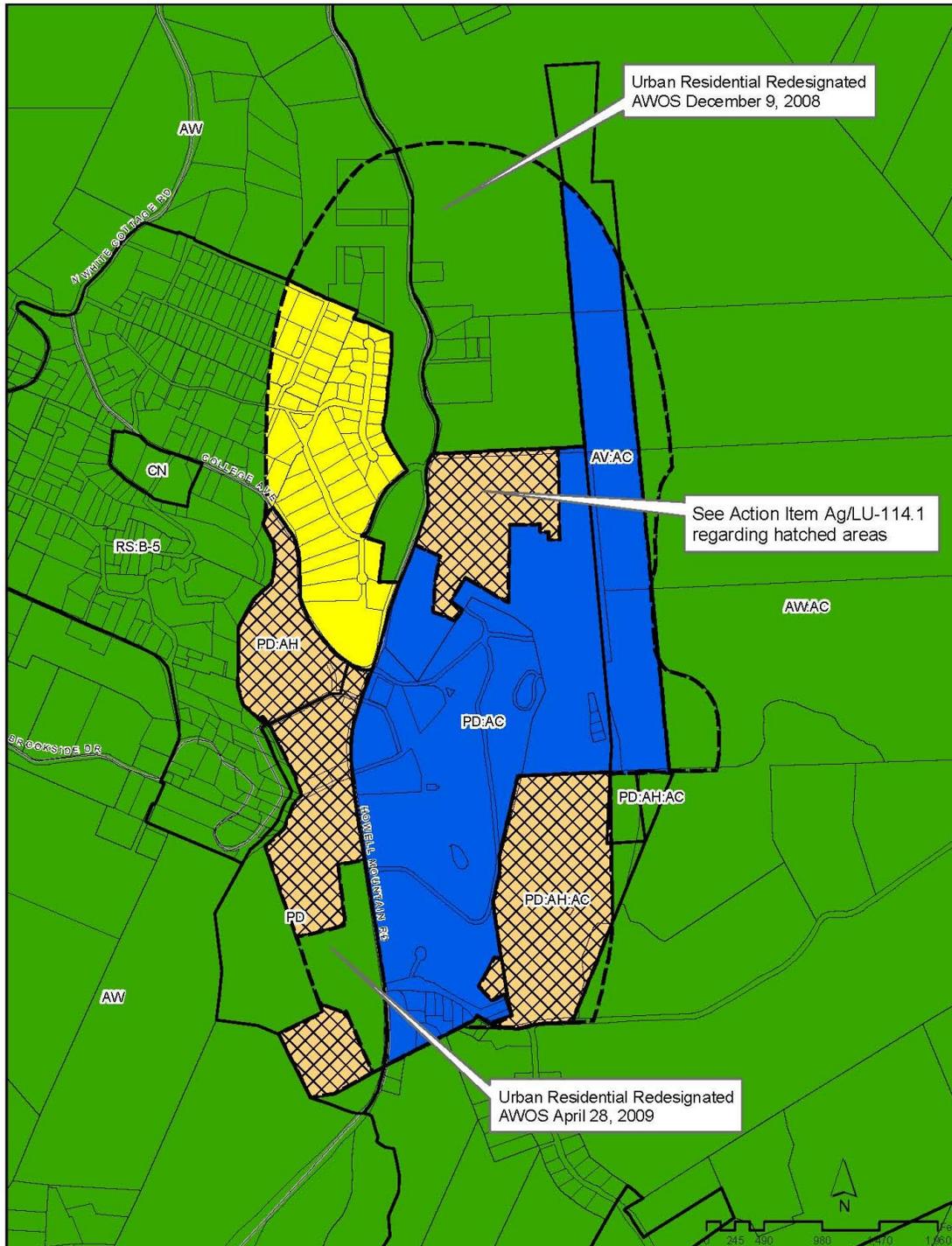
The discussions below include a brief description of each geographic area, including any specific community characteristics or features which are of particular importance in the area.

The following general policy applies to all geographic areas:

Policy AG/LU-55: The County shall ensure that the special features in each geographic area shown in this General Plan shall be retained or enhanced and shall consider these features in its review of any proposed development project.

Policy AG/LU-56: The policies set forth for each geographic area are extensions or refinements of County-wide policy. The role of these local policies is to identify more specific land uses and local conditions within the general parameters established by the County-wide goals and policies.

ANGWIN



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area.



Description & History: Angwin is a small rural enclave located on Howell Mountain, between the Napa Valley on the west and Pope Valley on the east. Surrounded by forest and vineyards, Angwin includes residences, the Pacific Union College campus, and a small commercial/retail center. The community's overall "sense of place" and character is largely derived from its agrarian and forested environment. Conn Creek flows across the Angwin basin and cascades off the Linda Falls before flowing into Lake Hennessey Reservoir.

College and Community: The first Howell Mountain vineyard was planted in 1876, and several historic stone wineries in the Angwin area date to the 1880s. Since 1909, Angwin has been home to the Seventh-day Adventist Pacific Union College. Originally founded in 1882 and moved to Angwin 27 years later, the college is the oldest college in Napa County. Enrollment at the college is currently (2006) about 1,550 students.



The largest concentration of residences in Angwin lies west of the college campus, where parcel sizes are relatively small, averaging about $\frac{3}{4}$ of an acre. Several small businesses, a fire station, and a school are also located in this village-like enclave.

In the past, most of Angwin's residents were associated with the college, the church, or both. Many residents continue to work for the college, although in recent years an influx of new residents has resulted in a more diverse mix. Drawn by housing opportunities and the area's village character, and a rich viticultural history of the Howell Mountain Appellation, new Angwin residents share with longtime residents a desire to retain the area's natural beauty and rural character.

Issues and Constraints: Pacific Union College is the largest land holder in Angwin with the main campus, the airport, campus housing and a large parcel of land used as open space. The college's Planned Development zoning was created in order for the college to provide necessary services to its students and ensure that the college would be able to grow should the student body increase in size.

Part of Pacific Union College is the Angwin Airport, second largest in the county and important due to its elevation above the fog that occasionally halts operations at Napa County Airport. The County is currently (2007) investigating purchasing the airport from the College and seeks to preserve the long-term viability of the airport whether it remains in private ownership or not.

In recent years, vineyard development has expanded considerably in Angwin, which lies in the Howell Mountain Appellation area. A number of new vineyards and wineries have been developed, and more are likely, in accordance with the General Plan agricultural land use designations for the Angwin area.

Narrow, winding roads affect travel to and from Angwin, and public concerns have been expressed about water quality and groundwater supplies. Also, Angwin was one of several locations in the county identified in the 2004 Housing Element as having the potential to support the development of affordable housing. Two locations in Angwin were identified, with a potential for up to 191 residential units.

Policies:

Policy AG/LU-57: The County shall seek to maintain Angwin's rural setting and character while providing opportunities for limited commercial services focused on the Angwin community.

Policy AG/LU-58: The “urbanized” area of Angwin shown on the County’s land use map and zoned Planned Development shall contain institutional uses (i.e., the college), residential uses, and limited neighborhood-serving non-residential uses. (Also see Policy AG/LU-53.)

Policy AG/LU-59: [Reserved]

Policy AG/LU-60: The existing density of development in the Angwin area and the County’s desire to be protective of water quality precludes future subdivision activity based on septic tanks. Also the County shall encourage replacement of existing septic systems that may impact surface or ground water with sewer services or alternative wastewater treatment systems.

Policy AG/LU-61: The existing density of development in the Angwin area and the County’s desire to be protective of groundwater supplies precludes future subdivision activity that relies on net increases in groundwater use within the Conn-Creek-Upper Reach Local Drainage.

Policy AG/LU-62: [Reserved]

Policy AG/LU-63: The County recognizes the historical significance of Pacific Union College in the Angwin community and will continue to support this time-honored institution and employer in its educational mission.

Policy AG/LU-64: To maintain the rural atmosphere of the Angwin community, the County will not promote policies that encourage land uses that are incompatible with or out of character with the area, recognizing that a large part of the community’s character is derived from its wooded setting.

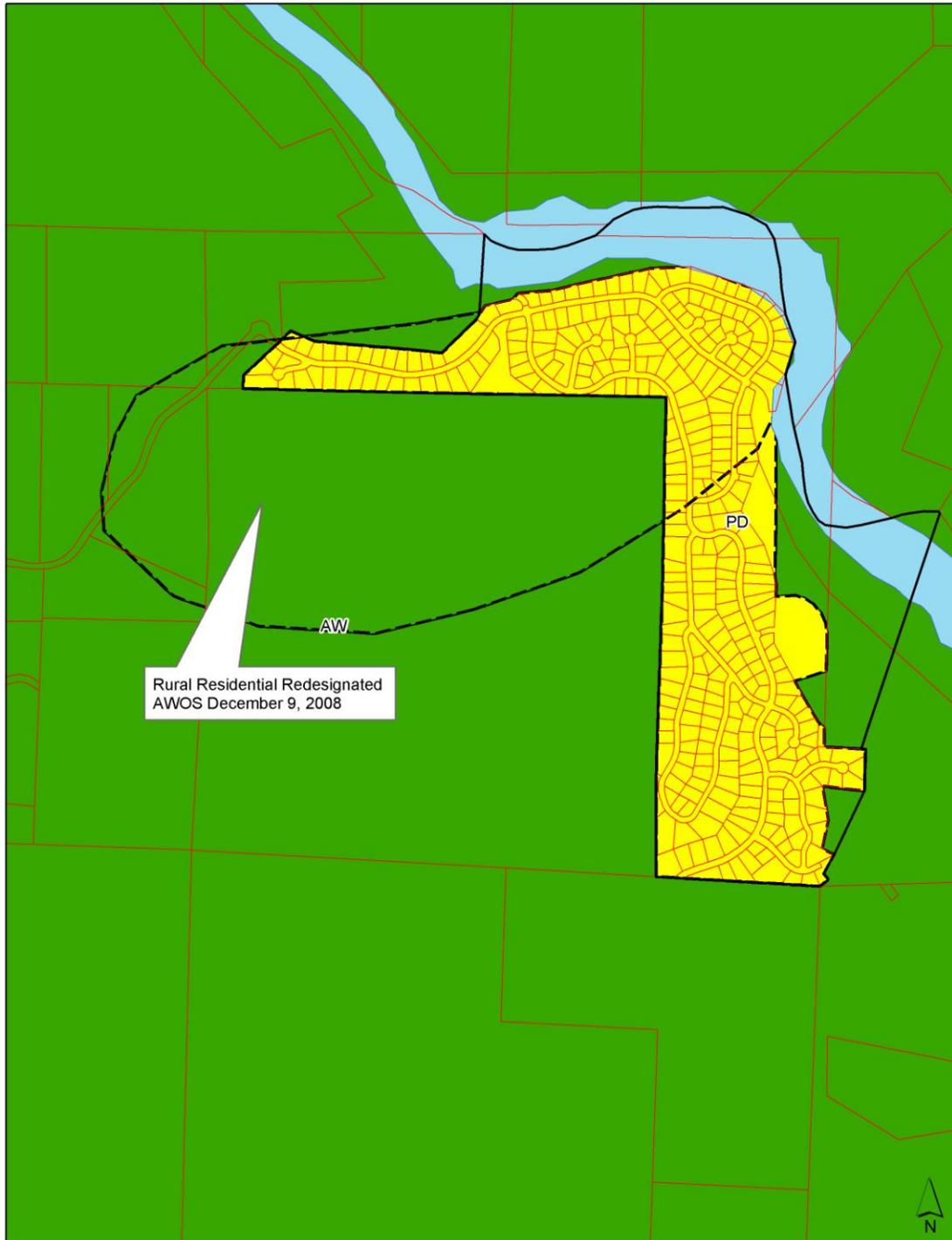
Policy AG/LU-65: The Angwin area should retain a variety of housing types to support residents, students, and employees of Pacific Union College and St. Helena Hospital.

Policy AG/LU-66: The County supports the ongoing operation of Angwin Airport (Parrett Field), including any improvements approved by the Federal Aviation Administration within the AV zoning district.

Policy AG/LU-67: The County will continue to maintain a road network to service the needs of Angwin residents and provide accessibility to emergency vehicles.



BERRYESSA ESTATES



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.



Description: Located in northern Napa County, the Berryessa Estates subdivision dates from the late 1970s and is in a remote, hilly area. About 200 homes have been built in the Estates, which also includes a small general store. Street names (and some of the homes) reflect a Western theme, with names such as Deputy Drive and Stallion Court. Residents have private access to Putah Creek; water and sewer services are provided by the Lake Berryessa Resort Improvement District.

Single-family residential is the primary use, but only a portion of the subdivision lies within the area designated by the General Plan Land Use Map for rural residential uses. Approximately one-quarter of the rural residential General Plan designation coincides with the Planned Development zoning. The remainder of the land within the rural residential designation is open space.

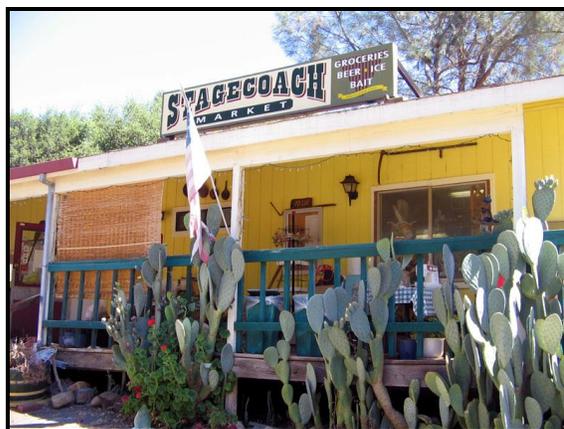
Berryessa Estates includes about 283 acres of sparsely developed property. A majority of the land has steep slopes and is not accessible by developed roads. There is a lack of general services in the vicinity, including schools. These constraints suggest that this area is not a good location for intensified use due to lack of services and distance from major employment opportunities.

Policies:

Policy AG/LU-68: The County shall recognize the character of this community and the quality of the environment in the review of future development projects in the Berryessa Estates area. All new subdivisions, use permits, and other discretionary actions shall conform to the General Plan Land Use Map and be reviewed to determine impacts and mitigations related to water quality, water availability, habitat protection, and other environmental issues.



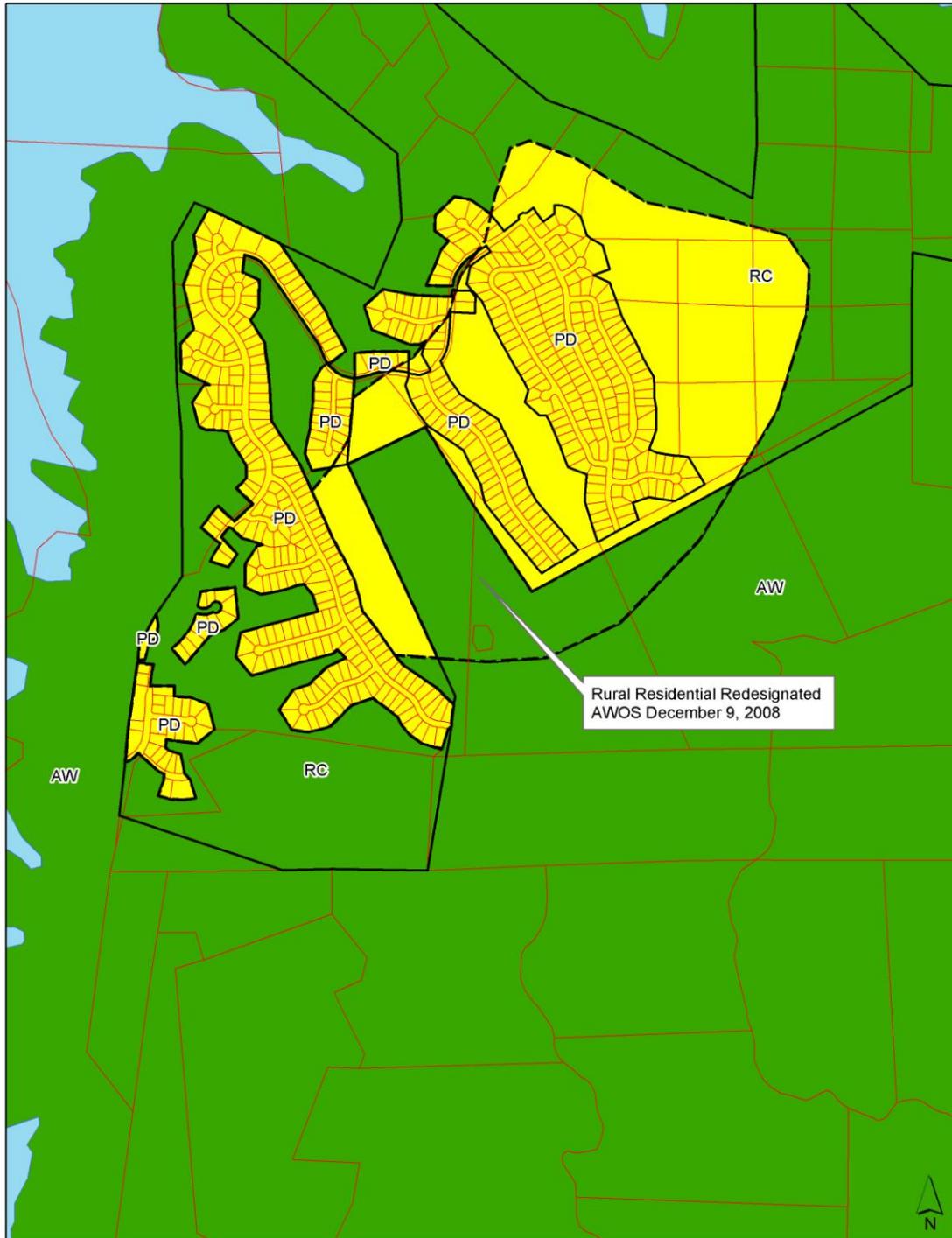
Typical home in the Berryessa Estates subdivision. Many of the homes are located on steep hillsides.



The Stagecoach Market in Berryessa Estates provides much-needed local commercial services.



BERRYESSA HIGHLANDS



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.



Description: Berryessa Highlands is a large residential subdivision dating from the 1970s and has been only partially developed. A variety of housing styles pepper the hillside above the lake in an area that goes from rolling hills to steep slopes. The zoning is a combination of Planned Development (PD) and Residential Country (RC). Water and sewer services are provided by the Napa Berryessa Resort Improvement District.

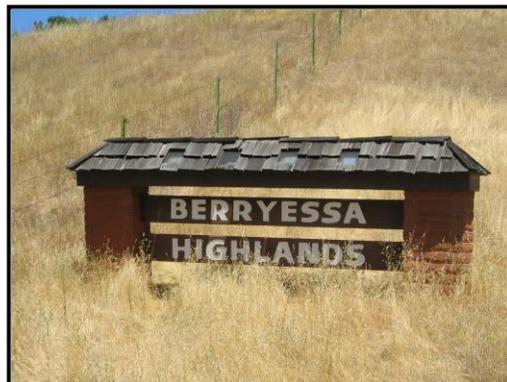
The area designated for rural residential uses in this area is comprised of approximately 275 acres and encompasses only a small portion of the potential residential land per the zoning designation.

There are a number of undeveloped lots within the Highlands subdivision. Many building lots in the subdivision have portions of the property that are basically unusable due to slopes over 30%, but have a nice view of the lake. A blanket variance to setback requirements was given to minimize front yard setbacks and allow more lots to be developed. Areas with zoning that would allow additional residential development north of the Highlands subdivision are remote with limited access. Again, steep slopes have prevented more intense development.

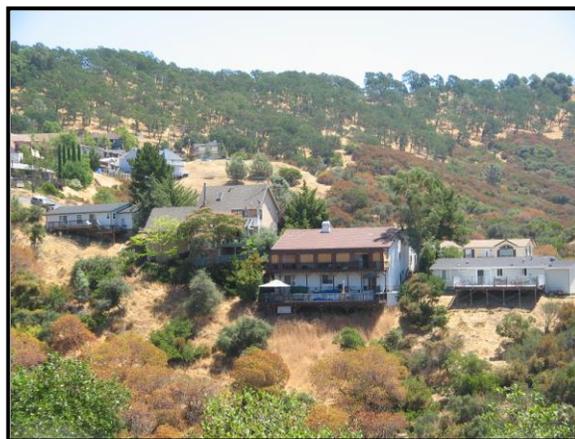
Policies:

Policy AG/LU-69: Recognize the character of this community and the quality of the environment in the review of future development projects in the Berryessa Highlands area. All new subdivisions, use permits, and other discretionary actions shall conform to the General Plan Land Use Map and be reviewed to determine impacts and mitigations related to water quality, water availability, slope stability, habitat protection, and other environmental issues.

Policy AG/LU-70: The importance of views to residents shall be considered in the review and approval of new development. Where possible, existing views—particularly of Lake Berryessa—should be preserved.



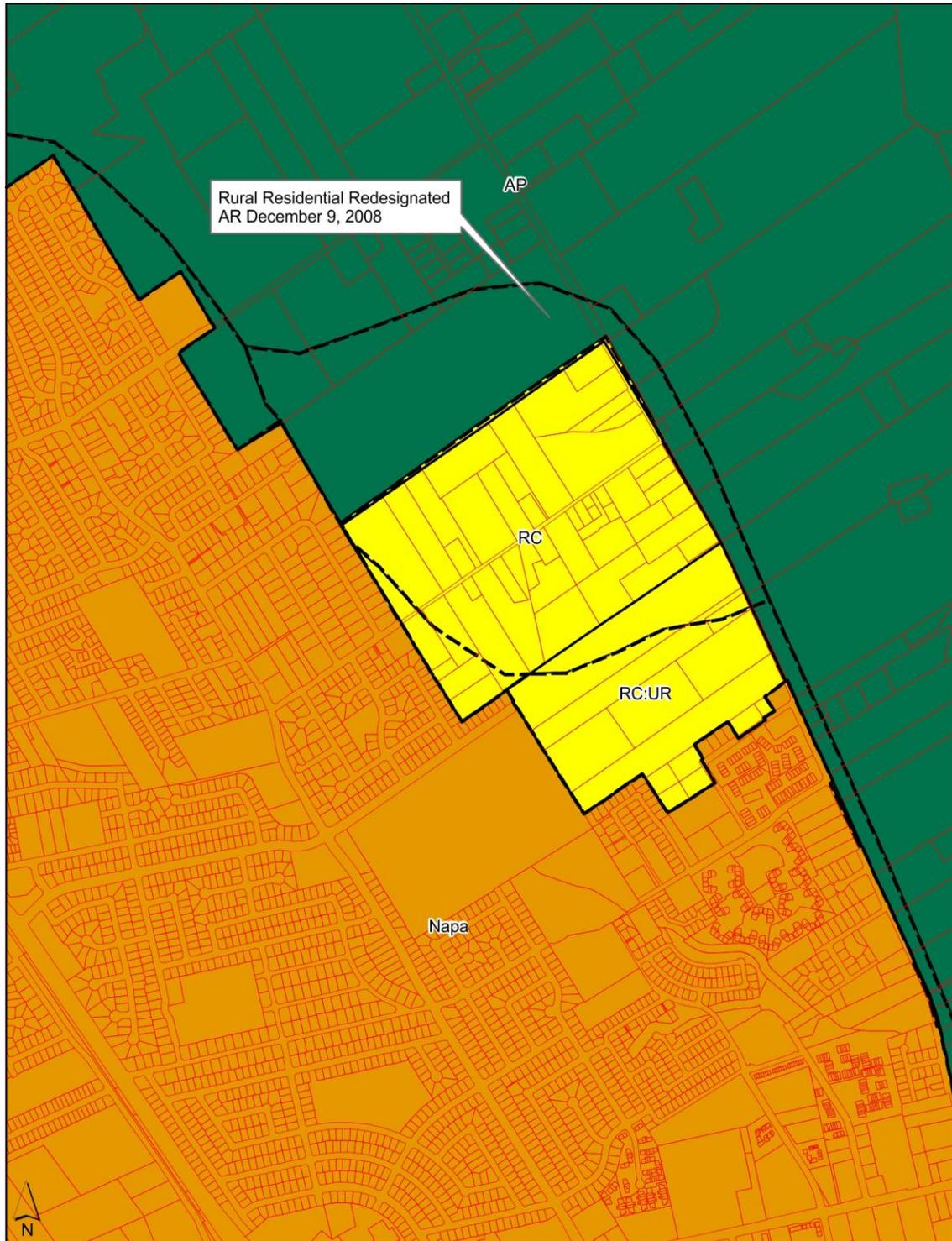
Entrance to the Berryessa Highlands residential area.



Hillside homes typical of Berryessa Highlands. Many homes have views of Lake Berryessa.



BIG RANCH ROAD



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.



AGRICULTURAL PRESERVATION AND LAND USE

Description: Comprised of just over 200 acres, the Big Ranch Road area is designated Rural Residential and lies adjacent to a large subdivision in the City of Napa; it is located on both the north and south sides of El Centro Avenue. Parcels in the Big Ranch Road area range in size from 8,500 square feet to over 10 acres. Current uses include residential and agricultural uses.

The land in the Big Ranch Road area is relatively flat. Due to the agricultural nature of this area, most of the properties are minimally developed.

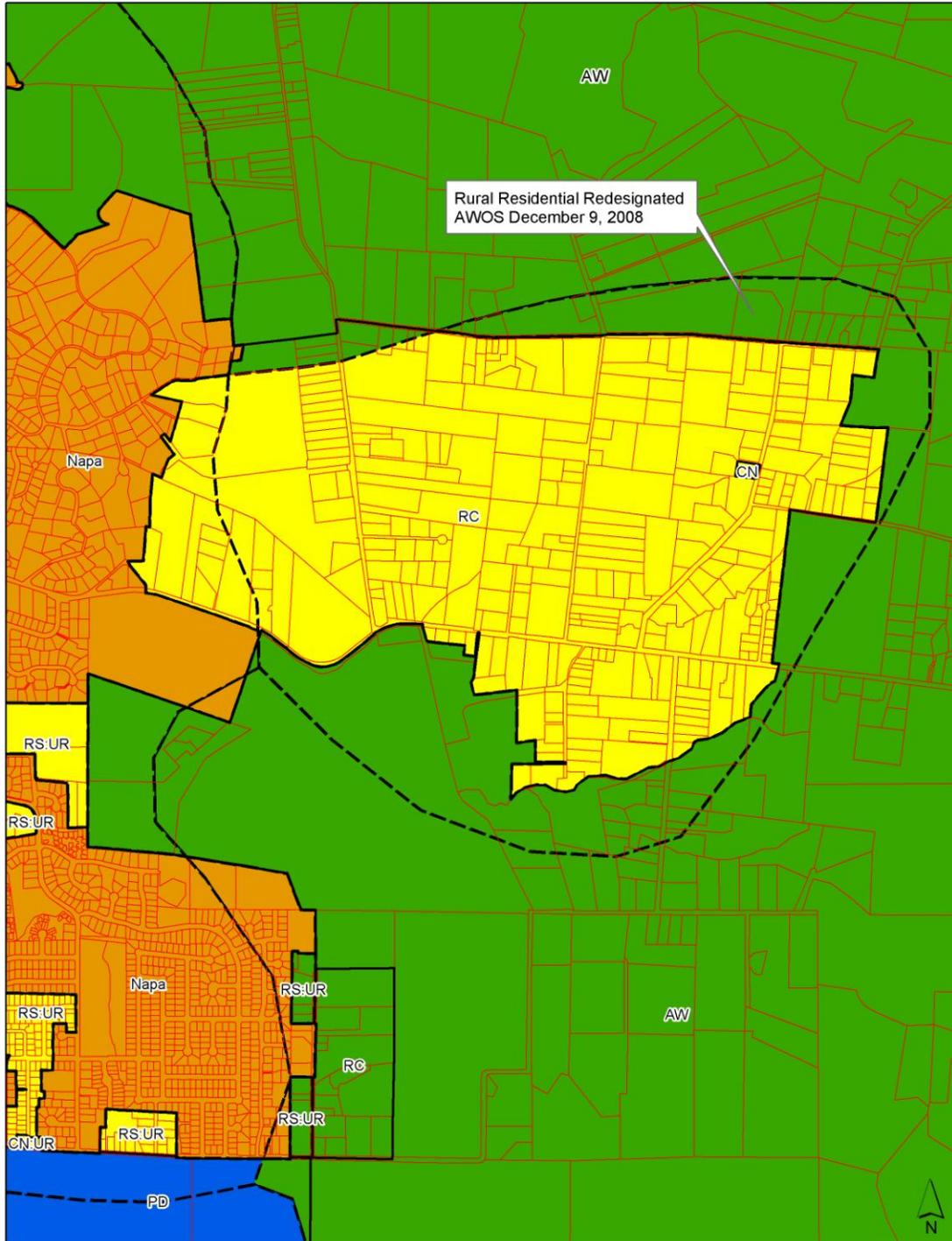
Policies:

Policy AG/LU-71: Recognize the character of this community and the quality of the environment in the review of future development projects in the Big Ranch Road area. All new development, including subdivisions, use permits, and other discretionary actions, shall conform to the General Plan Land Use Map and be reviewed to determine impacts and mitigations related to water quality, water availability, slope stability, habitat protection, and other environmental issues.





COOMBSVILLE



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.



AGRICULTURAL PRESERVATION AND LAND USE

Description: The Coombsville area is currently (2006) in transition. Older homes and ranchettes with horses and cattle are being replaced by new, larger homes with vineyards. As far as size, the Coombsville urban designation encompasses more than 750 acres with the majority of parcels in the one- to three-acre range. Parcels are as small as 7,000 square feet and greater than 10 acres, often next to each other. The General Plan Land Use Map's designation for this area generally corresponds with the area's Residential zoning.



Parcels in the Coombsville area are located in the Milliken-Sarco-Tulocay (MST) groundwater deficient basin. In a 2003 study, the USGS found that this basin is in continued decline (groundwater is being used faster than it is being replaced). The Napa Sanitation District has been working to bring reclaimed water out to the Coombsville area for irrigation purposes which may decrease the amount of groundwater used by residents and allow the recharge of the water resources throughout the MST. The Coombsville area is outside the City of Napa's Sphere of Influence (SOI) for water service.

Recent (as of 2006) studies have also identified potential pollution issues related to failing private septic systems in the Coombsville area. These issues can be corrected through the installation of new septic systems or, where this is not possible, the installation of domestic (municipal) sewer service.

Policies:

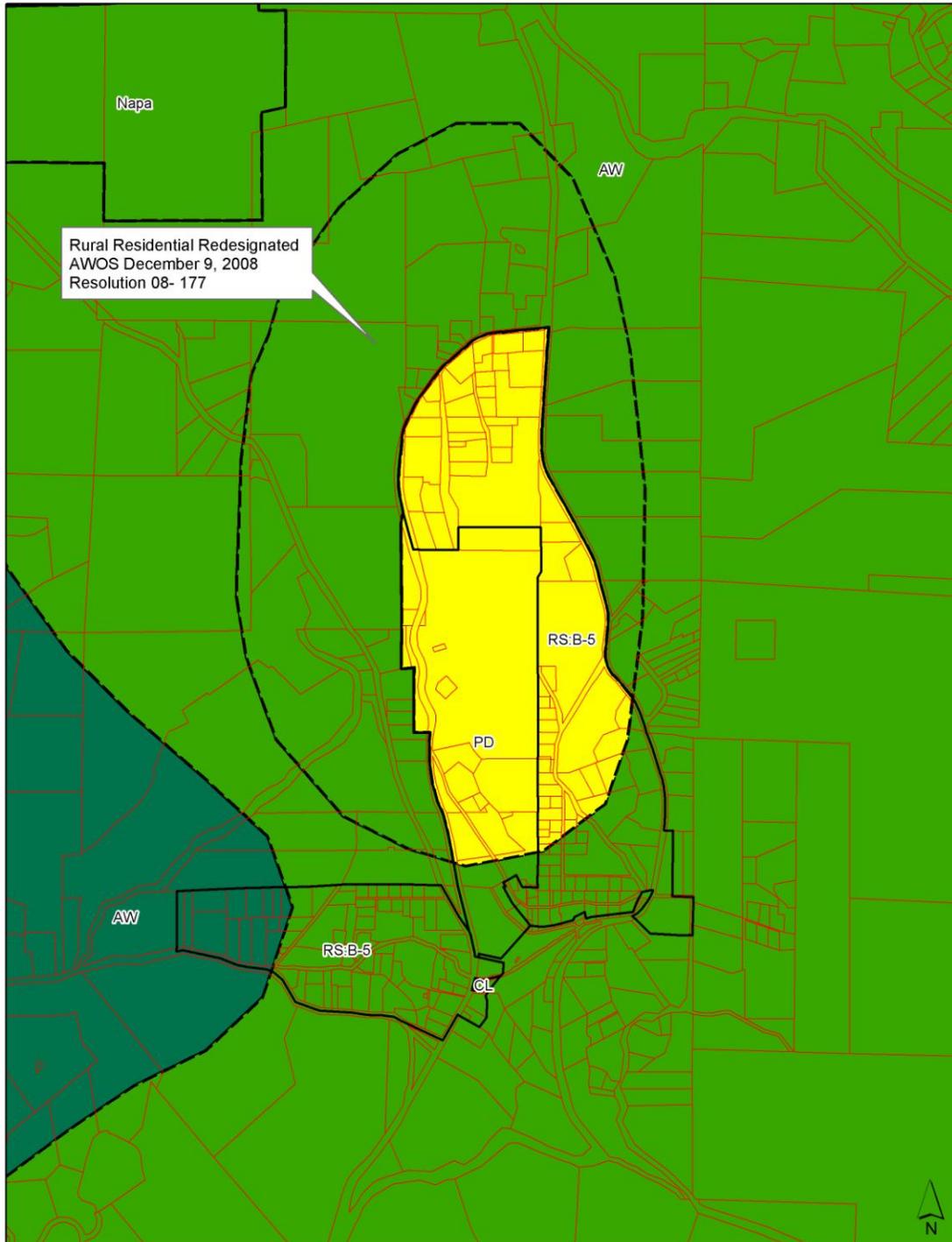
Policy AG/LU-72: Recognize the character of this community and the quality of the environment in the review of future development projects in the Coombsville area. All new development, including subdivisions, use permits, and other discretionary actions, shall conform with the General Plan Land Use Map and be reviewed to determine impacts and mitigations related to water quality, water availability, slope stability, habitat protection, and other environmental issues.

Policy AG/LU-73: Notwithstanding Policy AG/LU-25, the County supports the extension of public sewer service or use of alternative approaches to address water quality concerns where private septic systems are in proximity to Murphy Creek and may be impacting surface and groundwater, provided that any municipal services are sized to accommodate only the development permitted by this General Plan.

Policy AG/LU-74: Notwithstanding AG/LU-25, the County supports the extension of recycled water to the Coombsville area to reduce reliance on groundwater in the Milliken-Sarco-Tulocay (MST) area.



DEER PARK



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.

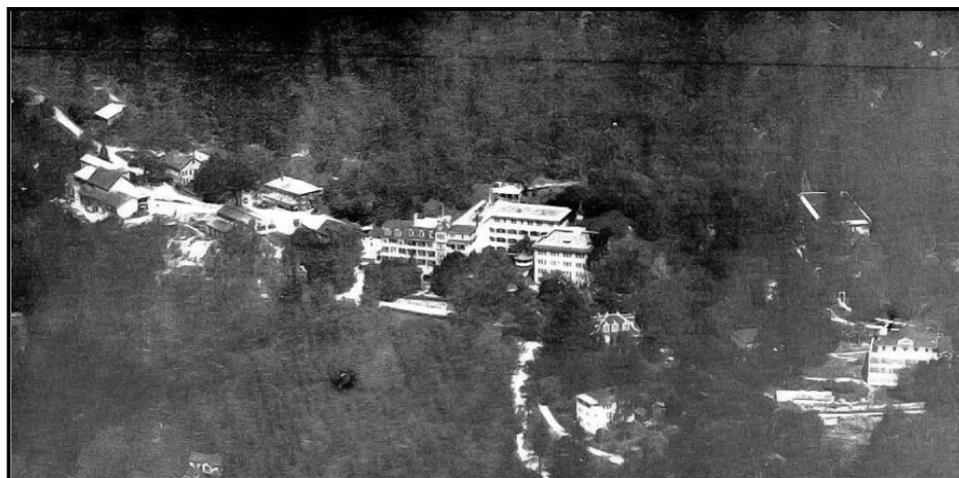
Description: Often considered a part of Angwin, Deer Park is located in the valley adjacent to and on the hillside above St. Helena. Current land uses include a variety of residential uses, St. Helena Hospital, vineyards/wineries, and a small commercial node on Sanitarium Road. Much of the housing stock is older and dates back to a time when the hospital also served as a retreat and cottages were constructed as second homes. Deer Park consists of a little over 400 acres.

Policies:

Policy AG/LU-75: The existing density of development in the Deer Park area and the County’s desire to be protective of water quality requires that future subdivision activity based on septic tanks be shown to avoid contamination of groundwater.

Policy AG/LU-76: The County supports the continued operation of the St. Helena Hospital and recognizes the importance of the hospital’s role in providing in- and out-patient services and employment for Napa County residents.

Policy AG/LU-77: Recognize the character of this community and the quality of the environment in the review of future development projects in the Deer Park area. All new development, including subdivisions, use permits, and other discretionary actions, shall conform to the General Plan Land Use Map and be reviewed to determine impacts and mitigations related to water quality, water availability, slope stability, habitat protection, and other environmental issues.

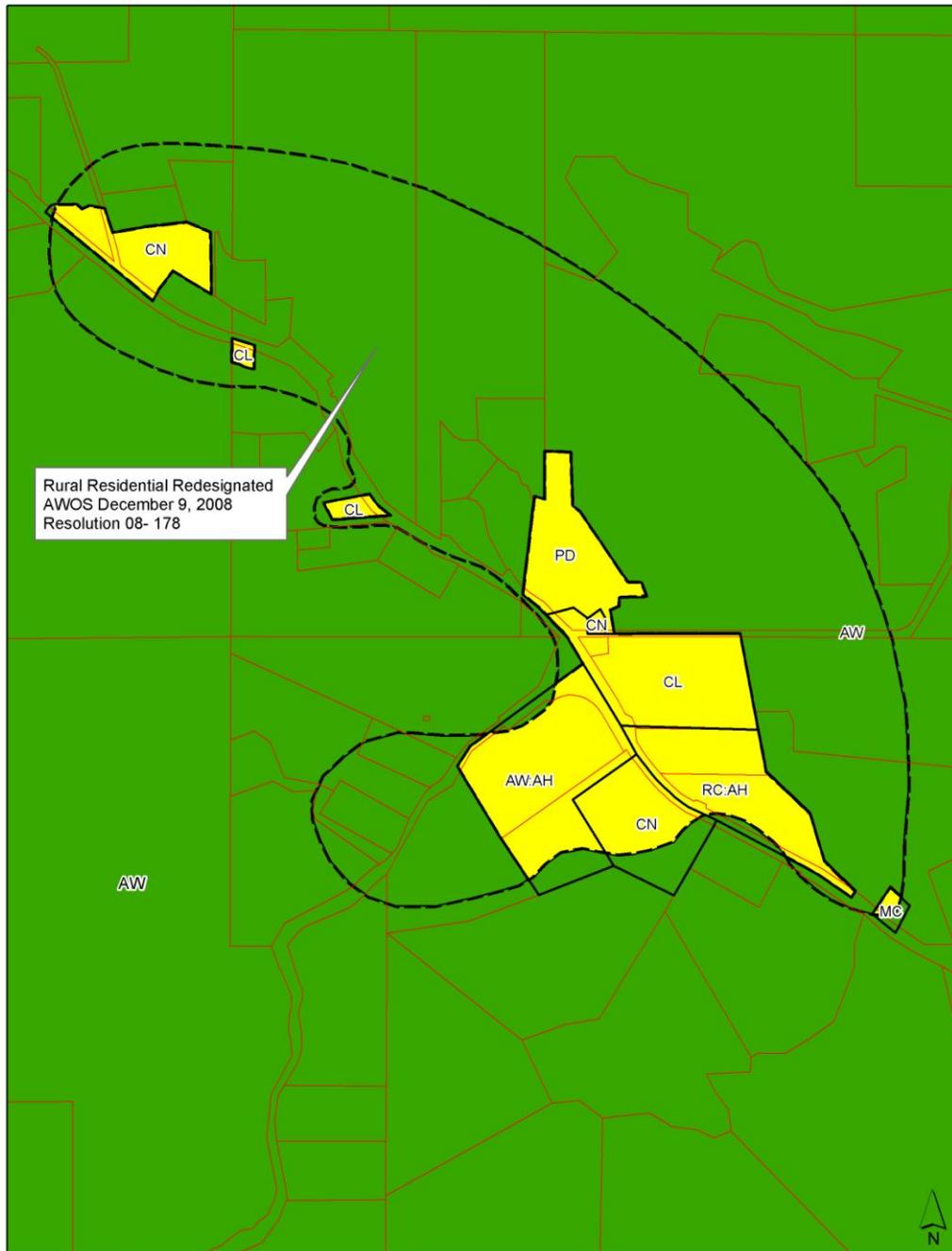


St. Helena Hospital in the 1930s. (Photo courtesy of the Napa Chamber of Commerce)



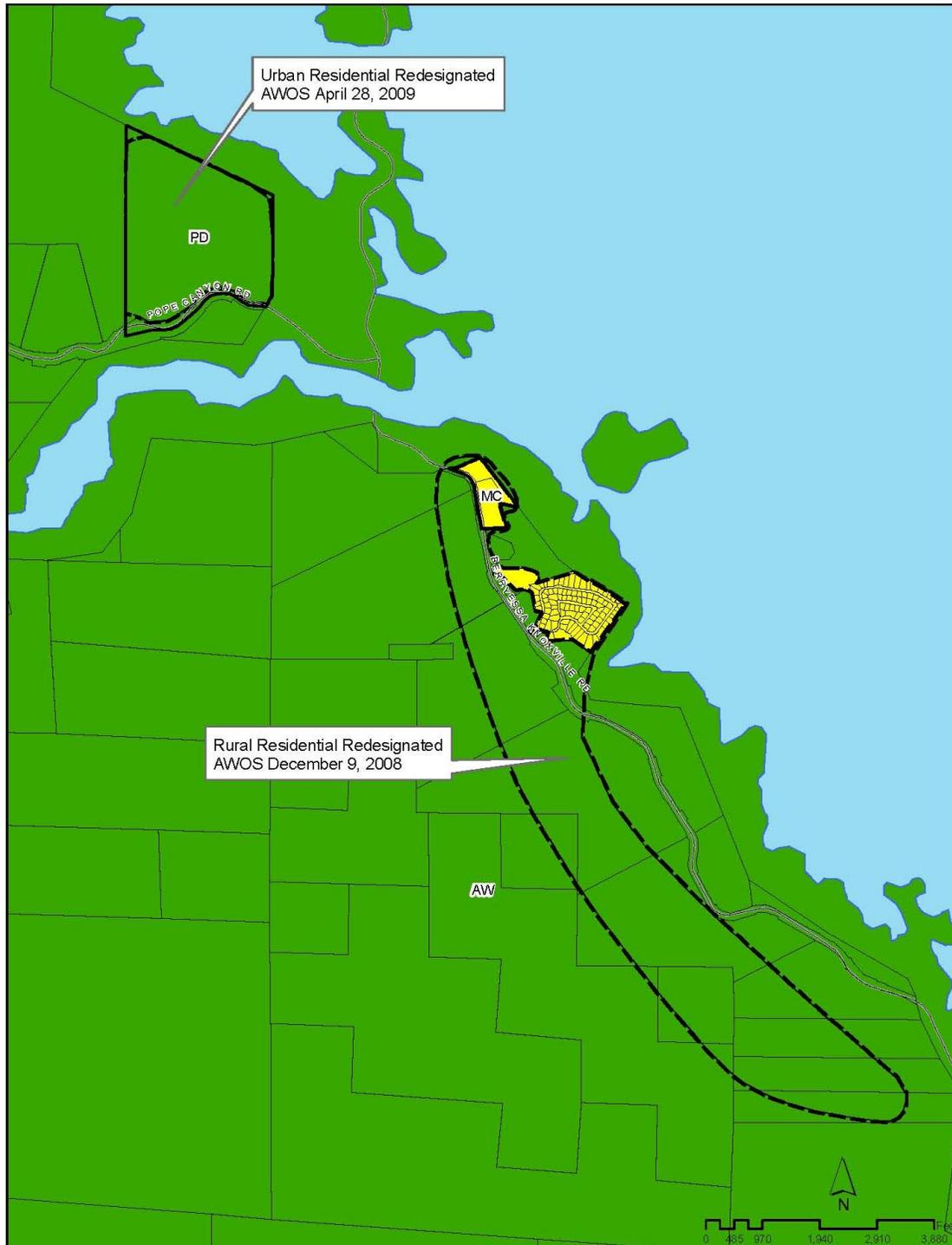
LAKE BERRYESSA: MOSKOWITE CORNERS, POPE CREEK, AND SPANISH FLAT

MOSKOWITE CORNERS



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.

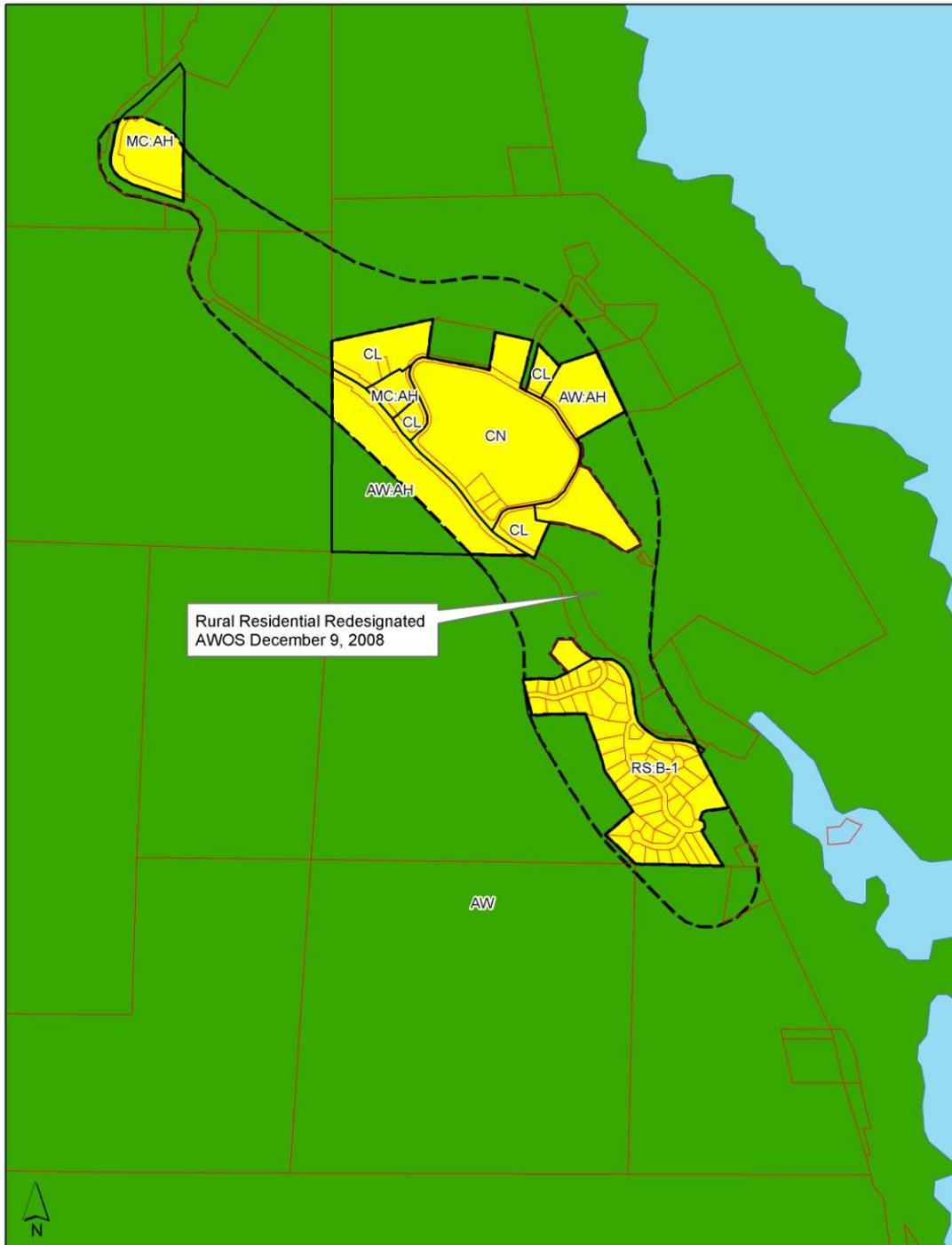
POPE CREEK



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.



SPANISH FLAT



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.



The Corner Store is a central feature of the community.



Above, a typical unit in the mobile home community at Moskowite Corners. Below, a newly revitalized commercial use at Spanish Flat

Description: Lake Berryessa is a 19,000-acre man-made lake dating from the 1950s. Together with the Blue Ridge Mountains to the east, the lake defines the character of much of eastern Napa County and provides its emphasis on recreation, rather than wine. The lake and a narrow shoreline band (28,000 acres total) are under the jurisdiction of the federal Bureau of Reclamation (BOR), while private properties in upland areas are within Napa County jurisdiction. Water from the lake primarily serves Solano County, but the lake’s scenic and recreational values accrue to Napa County.



Mixed-Use Communities. Mixed-use communities west of the lake include Pope Creek, Spanish Flat, and Moskowite Corners. All are rural in character and even the closest to the City of Napa, Moskowite Corners, is remote by urban standards—at least a 30-minute drive from most services.

Pope Creek consists of a residential subdivision known as Berryessa Pines south of the Pope Creek bridge. Marine storage is the only commercial use in the area. The Rancho Monticello Resort—along the shoreline nearby—is a concession area under BOR jurisdiction.

Spanish Flat consists of a residential subdivision, a mobile home park, and a small commercial enclave. Commercial services include two restaurants, self-storage, laundry, small gift shop, and boat storage facility. The Spanish Flat Resort—along the shoreline nearby—is a concession area under BOR jurisdiction. The Monticello Cemetery is also nearby.

Moskowite Corners is located at the intersection of Highway 128 and Highway 121 (Monticello Road) some distance from the lake, but anyone accessing the southern end of the lake

Other Residential Areas at the Lake

There are also two residential communities adjacent to the lake. One is Berryessa Highlands, which is perched on the hills at the south end of the lake. The other is Berryessa Estates, which is at the north end of the lake and considered part of Pope Valley. Both areas have their own service districts and are independent from the mixed-use communities of Lake Berryessa.



must pass through this crossroads. Existing uses include a mobile home park, winery, tavern, cafe and grocery store, RV storage area, and two closed gas stations. Larger parcels to the west are planted in vineyards.

Issues and Opportunities. Commercial services in these communities have diminished since the 1970s, even though the lake itself and shoreline areas leased by the BOR to concessionaires continue to attract recreational users year-round. The area is home to an estimated 2,000 people (including Berryessa Pines, Spanish Flat, Moskowitz Corners, Berryessa Highlands, and surrounding areas). Approximately 3,200 people drive by Moskowitz Corners on an average weekday (more on some weekends).

Within the “bubbles” at both Spanish Flat and Moskowitz Corners, there are under-utilized parcels zoned for commercial use and other parcels zoned for multi-family residential (affordable or workforce) housing. The Spanish Flat Water District (SFWD) provides water and sewer services to the Spanish Flat area as well as to Berryessa Pines (in the Pope Creek area). Services in the Moskowitz Corners area are more limited.

Within the next few years, the BOR will negotiate new concession agreements for resorts within its jurisdiction, potentially changing the character and clientele of some of the resorts. Also, the BOR has expressed a willingness to structure the new agreements in such a way that Napa County can recoup the cost of services it provides to users of the concession areas (e.g., law enforcement, road maintenance). These changes provide an opportunity for lake communities to re-position themselves as staging areas for the area’s recreational amenities. All three communities can accommodate housing for workers at the concession areas and can provide home-ownership opportunities and lodging types that will not be available within federal jurisdiction. Also, these areas can be re-invented and marketed as destinations, with amenities and local services organized around attractive village centers at Spanish Flat and Moskowitz Corners.

Lake Berryessa Policies:

Policy AG/LU-78: **Moskowitz Corners.** Moskowitz Corners lies at a critical crossroads and should be viewed as a staging area for the Lake Berryessa recreational area, with affordable housing for those who work in the area and services for residents and travelers. Moskowitz Corners, with its winery and vineyards, should also be viewed as a link between Lake Berryessa communities and the viticultural economy of Napa Valley.

Policy AG/LU-79: **Pope Creek.** Pope Creek should remain a mostly natural area, with lake view residences and limited commercial uses.

Policy AG/LU-80: **Spanish Flat.** Spanish Flat lies at the heart of the Lake Berryessa recreational area and should be viewed as its primary resort community, with affordable housing for those who work in the area and an attractive “village center” providing commercial services to locals and visitors.

Policy AG/LU-81: **The Timing is Right.** Upcoming changes at concessions within the BOR’s jurisdiction provide an opportunity for property owners and others in the nearby communities of Pope Creek, Spanish Flat, and Moskowitz Corners to develop a “vision” for each community that leverages the changes expected within BOR’s jurisdiction.

Policy AG/LU-82: **Targeted Re-Investments.** If the County is successful at recouping the cost of services provided to concessionaires at Lake Berryessa, either through collection of transient occupancy taxes or in-lieu fees, a percentage of those funds should be invested



in infrastructure and services benefiting communities within County jurisdiction at the lake.

Policy AG/LU-83: **Removing Barriers.** The County will seek to identify current barriers to economic development in the mixed-use communities near Lake Berryessa and identify ways to remove those barriers and encourage revitalization.

Policy AG/LU-84: **Signs and Streetscape Improvements.** Signs directing visitors to Lake Berryessa communities, signs announcing arrival in those communities, and streetscape improvements within the village centers of Spanish Flat and Moskowite Corners are all important to the identity and success of these communities.

Note to the Reader: (Please see also the Community Character Element for additional policies related to this issue.)

Policy AG/LU-85: **Infrastructure Needs.** The County acknowledges that well maintained roads, modern energy transmission, and telecommunications infrastructure are critical ways to connect lake communities to the rest of Napa County.

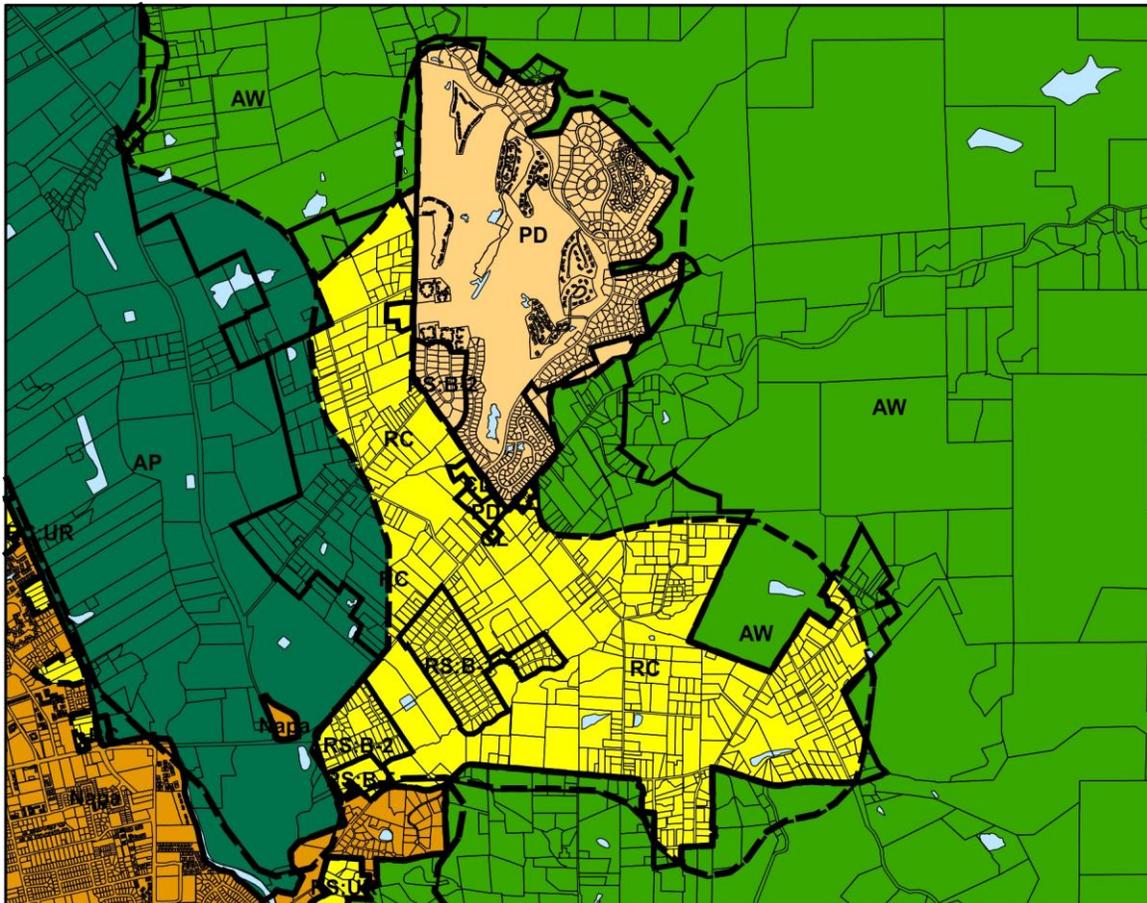
Policy AG/LU-86: **Trails.** Hiking trails linking the communities of Lake Berryessa to the lake and to other visitor services shall be considered integral area amenities and be located appropriately to avoid impacts to residential areas.

Policy AG/LU-87: **Small Business Assistance and Workforce Housing Development Assistance.** County programs related to small business assistance, workforce development, and affordable housing development should be reviewed periodically to ensure they are effectively targeted to lake communities.

Policy AG/LU-88: **Marketing.** The County shall work with the Lake Berryessa Chamber of Commerce and others to ensure that the lake, its recreational amenities, and visitor services are included in marketing materials developed for the County as a whole.



SILVERADO



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.

Description: Silverado is located northeast of the City of Napa, generally along Monticello and Atlas Peak Roads. The Silverado area encompasses approximately 2,000 acres, with about one-third designated Urban Residential and two thirds designated Rural Residential. The Urban Residential area principally includes the developed master-planned portions of the Silverado Country Club and Resort and residential areas in the Silverado Community Services District approved for development prior to 1991. Pursuant to these plans and approvals, residential development within the Community Services District is limited to a maximum of 1,095 units.



A major landmark in this area is the Silverado Country Club, which provides a variety of amenities including golf, lodging, and a spa. Silverado includes several hundred residential units, most of which are located generally east of the country club at the base of Atlas Peak.

South of the country club, residences are more rural and lower in density, and the area is currently (2006) in transition. Older homes and ranchettes with horses and cattle are being replaced by new, larger homes with vineyards. The rural residential area includes some parcels less than one acre in size and some greater than 10 acres, often next to each other.

Some parcels in the Silverado area are located in the Milliken-Sarco-Tulocay (MST) groundwater deficient basin. In a 2003 study, the USGS found that this basin is in continued decline (groundwater is being used faster than it is being replaced). A portion of the Silverado area is served by city water and the Napa Sanitation District (NSD).

Policies:

Policy AG/LU-89: Recognize the character of this community and the quality of the environment in the review of future development projects in the Silverado area. All new development, including subdivisions, use permits, and other discretionary actions, shall conform with the General Plan Land Use Map and be reviewed to determine impacts and mitigations related to water quality, water availability, slope stability, habitat protection, and other environmental issues.

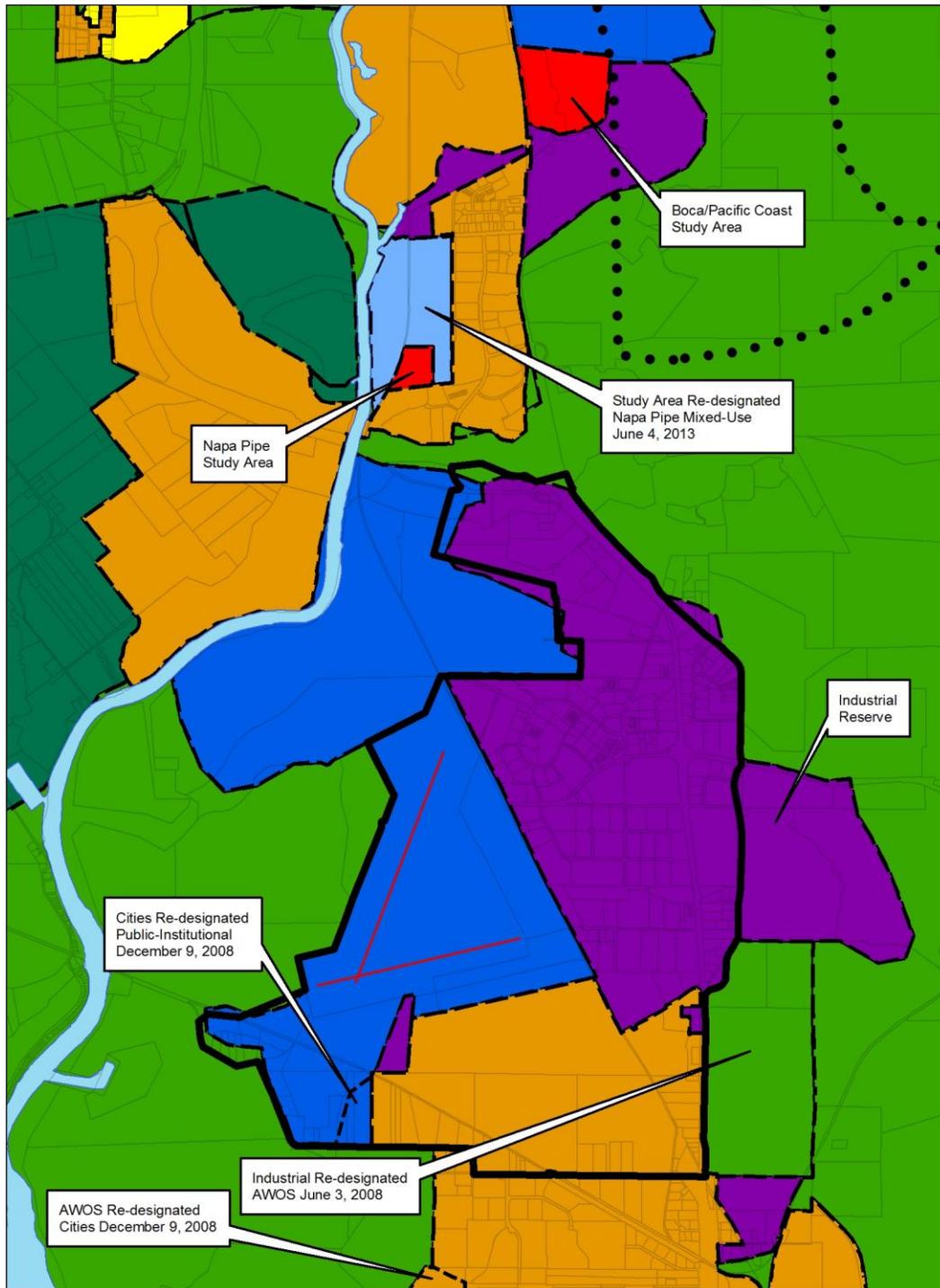
Policy AG/LU-90: Residential development within the Silverado area is limited to a maximum of 1,095 units in the Community Services District (country club area). Development in the adjacent Rural Residential Area is determined by parcel-specific zoning.

Policy AG/LU-91: Notwithstanding Policy AG/LU-25, the County supports provision of recycled water to the Milliken-Sarco-Tulocay groundwater deficient area for irrigation use and groundwater recharge.

Policy AG/LU-92: Notwithstanding Policy AG/LU-25, the County supports provision of sewer services or use of alternative approaches to address water quality concerns where private septic systems are in proximity to Milliken or Sarco Creeks and may be impacting surface or groundwater, provided that any municipal services are sized to accommodate only the development permitted by this General Plan.



SOUTH COUNTY INDUSTRIAL AREAS



Note: See Figure AG/LU-3 on Page AG/LU-67 for the location of this area and the map legend.

Description: The “south county” industrial area is area located in the southern portion of Napa County, generally between the cities of Napa and American Canyon. These industrial areas represent the largest urbanized (non-agricultural) area in the unincorporated county.

A wide variety of uses are located in these areas, including the Napa Airport, a rock quarrying operation, light and heavy industries, offices, and a number of vineyards. Wine is also made in the industrial area, and in contrast to wineries located in agricultural areas of the county, wineries located in the industrial areas are not required to use 75% Napa County grapes. Not requiring wineries in the industrial area to use 75% Napa County grapes was an intentional strategy of the Winery Definition Ordinance, adopted in 1990, to encourage larger, industrial-type wineries to locate in the industrial area and not in agricultural areas.

Recognizing the need to plan for future uses, the County in 1986 adopted the Napa County Airport Industrial Area Specific Plan, which remains in effect today. The specific plan provides land use, circulation, public facilities, growth management, and implementation policies that apply within the area between Soscol Ridge and the City of American Canyon (see map above). The specific plan area covers approximately 2,580 acres, reflecting a reduction in size due to annexation of approximately 365 acres to the City of American Canyon in 2004. The area has been building-out gradually over time, consistent with the original projection of about 20 acres/year contained in the 1986 plan.⁶

North of the Airport Industrial Area, there are several industrial properties that have historically accommodated heavy industry, relying on rail, road, and water access. These include the following:

Syar Industry – The Syar quarry is a Mineral Resource area located immediately south of the Napa State Hospital and extends east of the industrially-zoned area into agriculturally designated lands. A haul road links the quarry under SR 221 to a long narrow parcel accommodating offices, a batch plant, and rail and barge access.

Boca/Pacific Coast Builders – These two contiguous industrial parcels comprising approximately 80 acres are located on the east side of the Napa-Vallejo Highway adjacent to the Syar Industry sand and gravel quarry and SR 221. Current tenants are industrial in nature, although the property owners have expressed an interest in redeveloping the site.

Napa Pipe Property – Napa Pipe is an approximately 150-acre site that is proposed for a mixed-use development with a substantial residential component, including affordable housing. Napa Pipe is subject to airport overflights and is bordered by the Napa River, wetlands, and the Napa Valley Corporate Park (in the City of Napa). The site is accessible via Kaiser Road and Napa Valley Corporate Drive.

The presence of Napa Airport imposes restrictions on uses in portions of the industrial area which are under the flight path of the airport.

Policies:

Policy AG/LU-93: The County supports the continued concentration of industrial uses in the South County area as an alternative to the conversion of agricultural land for industrial use elsewhere in the county.

⁶ “Industrial Land Use Study,” Keyser Marston Associates, May 2006.



Policy AG/LU-94: Sites designated as Study Area on the Land Use Map are urbanized sites adjacent to the City of Napa that shall be considered for revitalization and reuse by a mix of uses via site-specific planning. Site planning shall consider the availability and cost of urban services, opportunities for public access and recreation, impacts and benefits to Napa County and the City of Napa, and the potential for future annexation to the City.

Action Item AG/LU-94.1: Prior to approving non-industrial development the County shall adopt development standards for the Pacific Coast/Boca and Napa Pipe sites which shall include, but may not be limited to, buffering and visual screening from existing industrial uses and Syar Quarry, design features that include physical buffers (e.g., vegetation, landscape features, or walls in unique circumstances), building placement and orientation in a manner that physically separates these sites from incompatible operations of adjacent uses (e.g., truck traffic, odors, stationary noise sources), and implementation of other measures to address noise and vibration. Standards for the Napa Pipe site shall ensure conformance with the Napa County Airport Land Use Compatibility Plan.

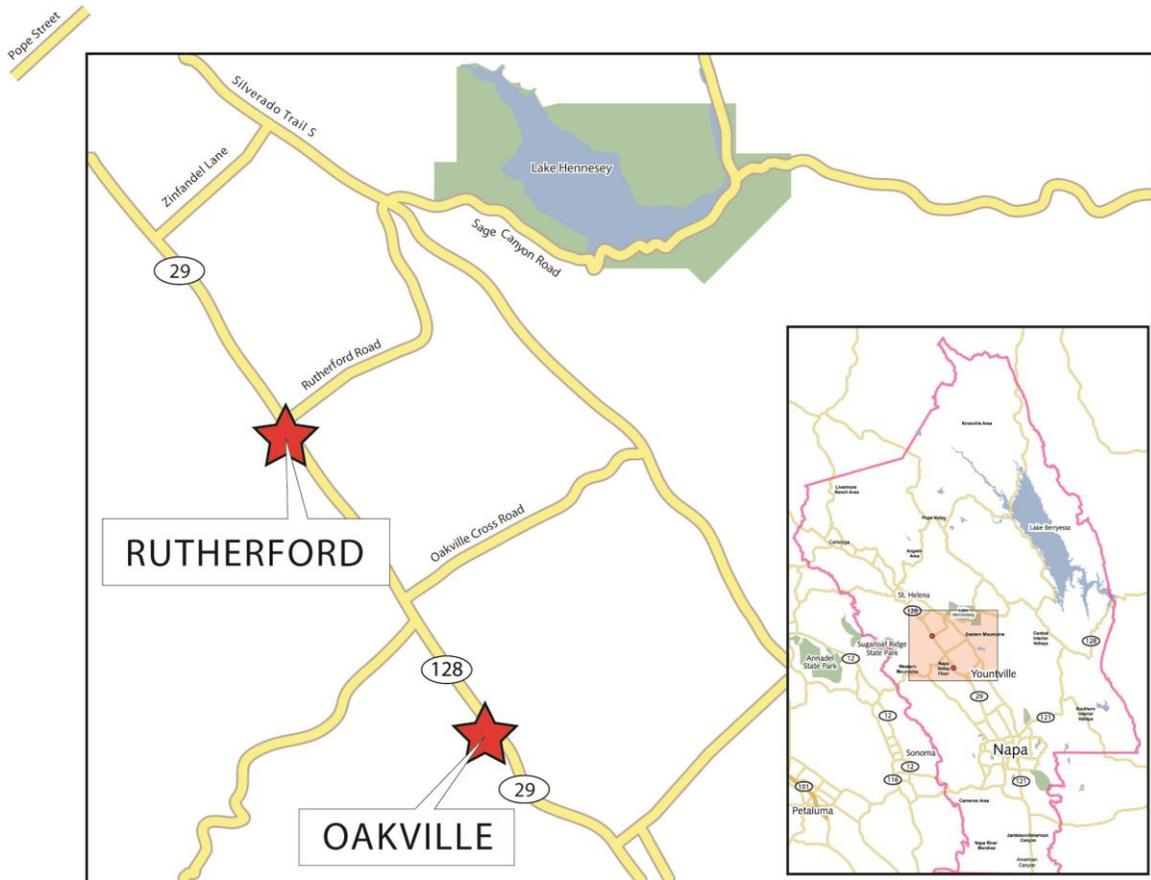
Policy AG/LU-95: New land uses in the South County Industrial Areas shall be compatible with or buffered from adjacent industrial uses and consistent with the Land Use Compatibility Plan for Napa Airport.

Policy AG/LU-96: The Airport Industrial Area is planned for industrial and business/industrial park uses that support agriculture and meet industrial and business park needs consistent with the 1986 Airport Industrial Area Specific Plan. In 2004, the Airport Industrial Area Specific Plan was amended to recognize two hotels which were subsequently approved for construction. Further commercial uses in the area shall be limited to local-serving uses that support or serve the industrial and business park uses.

Note to the Reader: Please see also the Commercial, Industrial, and Study Area policies in this Land Use Element for additional policies related to industrial development. Also see the Safety Element regarding flooding and the Community Character Element regarding noise issues.



OAKVILLE & RUTHERFORD



Description: Oakville and Rutherford are two small centers of urban development along Hwy 29 which are not reflected on the General Plan Land Use Map. Rutherford includes several commercial establishments, winery and wine tasting facilities, a post office, a historic grange hall, and a former rail station which is currently (2006) vacant. Commercial development in the Oakville area dates to the early 1900s, when the existing Oakville Grocery first opened. The current (2006) population of Oakville—300 persons—reflects its status as a small settlement in the Napa Valley. In addition to the store, Oakville is also home to a restaurant and post office and a winery/tasting room.



The Oakville Store is a local landmark. It is very popular with tourists looking for a brief stop on the way up- or down-valley on Hwy 29.



While Oakville and Rutherford have been home to residential and commercial development since the early part of the century, these uses are not reflected on the General Plan Land Use Map. This has effectively precluded new development, and it is not anticipated that significant new development will take place in this area.

Policies:

Policy AG/LU-97: Consistent with Policy AG/LU-45, all land zoned for commercial uses in the Oakville and Rutherford areas as of February 1, 1990, shall be allowed to develop consistent with their zoning designation as if they were designated on the Land Use Map for these uses.

Note to the Reader: Also see Action Item AG/LU-45.1 about accessory dwellings.

Policy AG/LU-98: The County supports improvements to the intersections of Highway 29 and the Rutherford Cross Road and the Oakville Cross Road to improve safety and accessibility.

Owners of historic buildings in the Oakville and Rutherford areas that are either designated Napa County landmarks or listed on the National Register of Historic Places may seek authorization for the building's reuse consistent with Policy CC-28. Such historic buildings must be rehabilitated and maintained in conformance with the U.S. Secretary of the Interior's standards for preservation projects.

Note to the Reader: See the Community Character Element for specific policy language and related action item(s).



St. Stephen's Episcopal Church at the base of Oakville Grade is a reminder of the area's history.

POPE VALLEY



Description: Pope Valley is a historic agricultural landscape with a character all its own. While it has seen a steady increase in the acreage of vineyards—from 2,194 acres in 1990 to 3,839 acres in 2006—Pope Valley has not seen the same influx of large wineries as other areas of the County. Also, its working, agrarian landscape includes one of Napa County’s most significant collections of historic resources.

Historic Buildings and the Pope Valley Community: Pope Valley is a rural community with a population of about 1,500 people in 2006. Some of these residents are longtime residents, some are relative newcomers, and some live in the area part-time. As in most rural communities, houses are spread apart, and residents must drive out of the valley for most of their services.



The Pope Valley Farm Center dates to the 1920s. It was originally built as a bottling plant at nearby Aetna Springs and later moved to its present location in Pope Valley.

Aetna Springs Report, at the northwest end of Pope Valley, was added in 1987 to the National Register of Historic Places as an historic district (listing #87000341). Largely deteriorated today, the collection of craftsman-style buildings is a reminder that many parts of Napa County, including Pope Valley, contain hot springs around which resorts were developed starting in the mid-19th century. As of 2006, a new ownership group is interested in rehabilitating the classic buildings and plans to re-invigorate the resort in the near future.



Other historic resources in Pope Valley include the Farm Center, a building which was relocated to near the intersection of Pope Valley and Howell Mountain Road, that was once used as a water bottling plant at Aetna Springs. Today the Farm Center is one of a collection of buildings clustered in what could be called “downtown” Pope Valley or “the crossroads.” Other historic resources in this cluster include the Henry Haus Blacksmith Shop, with its remarkably intact interior, and a historic roadhouse adjacent to the valley’s only operating automobile repair facility. Other buildings in the area include a fire station, store, and post office, and a small number of residences. To the north of the crossroads is the Pope Valley School.

Issues and Constraints: While most—if not all—who know Pope Valley share a desire to preserve its historically rural character, there are many ideas about how to do this. Some desire limited changes to allow for more commercial enterprises, particularly local services and employment that could sustain the rural community. Others are fearful that limited changes will lead to other, unacceptable changes. Also, some of those who desire change resent the influence of voters from the rest of Napa County. (See the discussion of Measure J and Measure P, below.)

There are several environmental and political factors that act to limit commercial enterprises and other development in Pope Valley. Specifically, the distance to some community services (e.g., hospital, high school, hardware store, etc. are 15 to 30 minutes away) tends to limit development that relies on proximity to these services. Second, water availability is limited in most parts of the valley, and finally, all of Pope Valley is zoned and designated in the County’s General Plan for agricultural use.

As a result of Pope Valley’s agricultural designation, the minimum parcel size (i.e., the minimum size of any *new* parcel created) in the area is 40 to 160 acres (depending on location), and allowed uses are essentially limited to all types of agriculture, agricultural processing, and one residence (plus a second unit and guest cottage) per legal parcel. There are several minor exceptions (churches and locally-serving recreational uses for example) to this general rule, but commercial uses are permitted in Pope Valley only to the extent that they qualify as legal nonconforming uses. Also, pursuant to Measure J adopted by the County voters in 1990, and extended by Measure P in 2008, the County Board of Supervisors may not re-designate land that was designated as AWOS or AR on the General Plan Land Use Map on February 1, 1990 for other purposes without approval from a majority of voters countywide.

Policies:

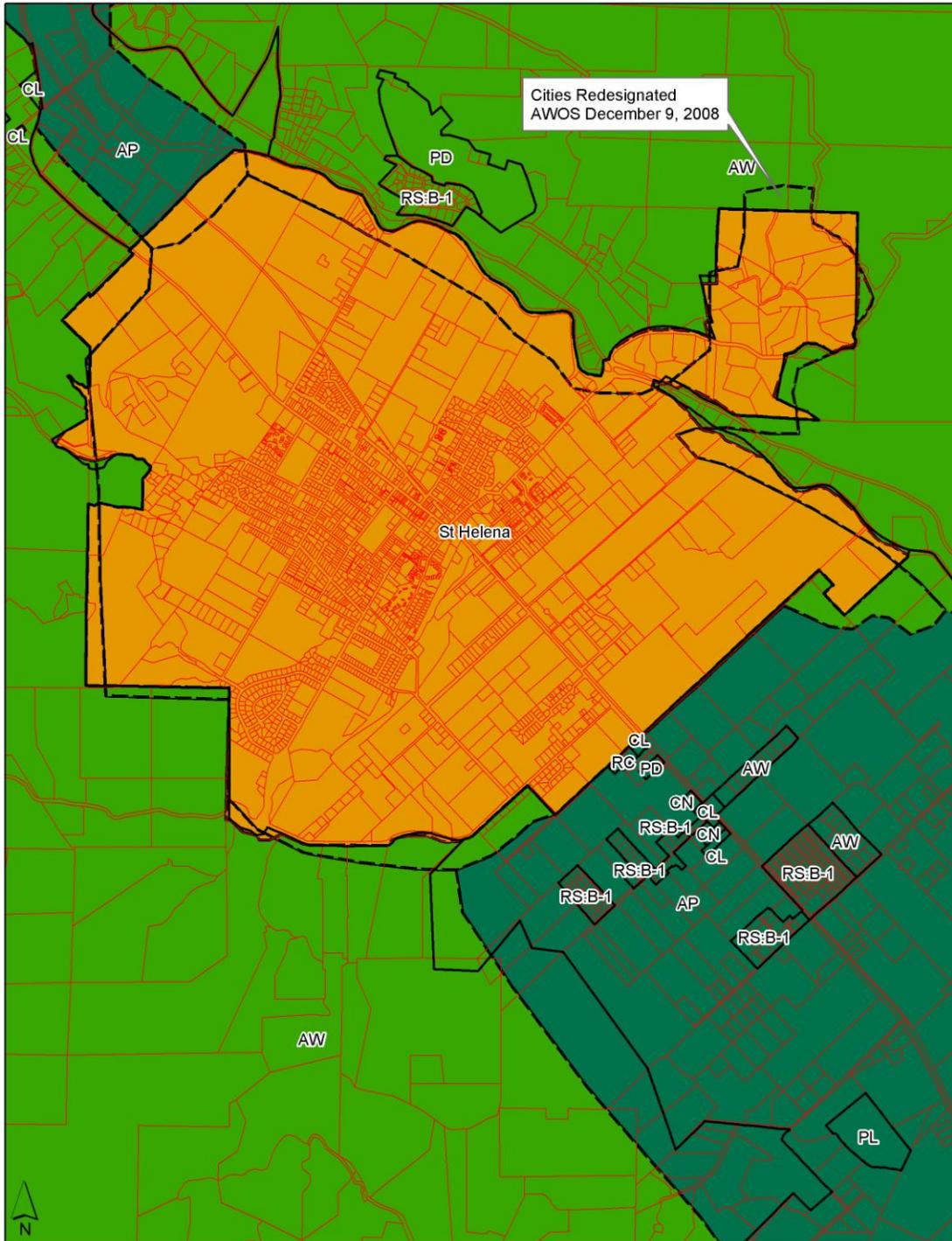
Policy AG/LU-99: **Rural Character.** The County shall recognize and preserve the rural character of Pope Valley by ensuring that future decisions do not adversely affect the quality of Pope Valley’s environment.

Policy AG/LU-100: **Historic Resources.** The County supports preservation of the historic Henry Haus Blacksmith Shop as a historic site and supports the appropriate rehabilitation and reuse of historic structures in Pope Valley in conformance with the U.S. Secretary of the Interior’s Standards for Preservation Projects. (*Also see policies in the Community Character Element regarding preservation incentives.*)

Policy AG/LU-101: **Infrastructure Needs.** Well-maintained roads, modern energy transmission, and telecommunications infrastructure are critical ways to connect Pope Valley residents to the rest of Napa County and shall be priorities for Napa County.



SOUTH ST. HELENA





Description: South St. Helena is an area of agricultural, commercial, and industrial uses located adjacent to the southern city limits of St. Helena. Uses here include several wineries, a variety of commercial establishments and restaurants, and an office complex.

All of the existing residences and businesses in the South St. Helena area, although properly zoned, are located on land designated by this General Plan for agricultural use. Their zoning designations, which include both commercial and residential zones,



Aerial view of the South St. Helena area. View is to the north; St. Helena city limits are on the roadway at the top of the photo.

apparently date to the 1950s. While some of the zoning in the area does not coincide with the General Plan Land Use Map, it has nonetheless been deemed consistent with the General Plan due to policies such as Policy AG/LU-45 and AG/LU-103.

Policies:

Policy AG/LU-102: The County recognizes the role of the South St. Helena area in providing a transition in land use intensity from the more urban areas of St. Helena to the north and the more agricultural and rural areas of the unincorporated county to the south.

Policy AG/LU-103: Consistent with Policy AG/LU-45, existing parcels zoned for commercial uses in the South St. Helena area as of February 1, 1990, shall be allowed to develop commercial uses and mixed residential-commercial uses which are permitted by the existing commercial zoning as if they were designated on the Land Use Map for these uses. Meadowood Resort may be modified in conformance with the commercial zoning referenced in Policy AG/LU-45 notwithstanding its location in a Planned Development (PD) zone.

Policy AG/LU-104: The following conditions shall be applied as appropriate to future development to improve the flow of traffic on Hwy 29:

- Consolidation of driveways
- Construction of parallel roads
- Contribution on a fair-share basis towards construction of a continuous center turn lane

Bicycle and pedestrian connectivity to the City of St. Helena, pedestrian access to bus stop locations, and dissemination of information about the availability of transit services shall also be considered as possible conditions.

Note to the Reader: Please see the Circulation Element for additional policies regarding traffic congestion, review of future development projects, and transportation improvements including methods to divert regional traffic from downtown St. Helena.



Policy AG/LU-105: The County will work cooperatively with the City of St. Helena to address shared issues affecting this area and to limit land uses that place an unacceptable burden on the city's water and sewer resources.



IMPLEMENTATION POLICIES

The following policies shall be used to implement the Agricultural Preservation, Land Use, and other goals of this General Plan. These policies also govern the day-to-day operation of the County's operations as they relate to planning and related activities.

This section includes policies which were incorporated in the General Plan by voter-approved Measure J (1990). These policies may not be amended or deleted without subsequent voter approval.

Policies in this section address the following topics:

- Social Equity/Environmental Justice (Page AG/LU-62)
- Measure J and Measure P (Page AG/LU-63)
- Land Use Categories, Land Use Map, and Zoning Consistency (Page AG/LU-65)
- Interagency Cooperation (Page AG/LU-71)
- Code Enforcement (Page AG/LU-71)
- Growth Management (Page AG/LU-71)
- Schools and Churches (Page AG/LU-75)
- Regional Planning Issues (Page AG/LU-76)
- Voter Approved Amendments (Page AG/LU-83)

SOCIAL EQUITY/ENVIRONMENTAL JUSTICE

Policy AG/LU-106: The County shall seek to ensure that equal treatment is provided to all persons, communities, and groups within the county in its planning and decision-making processes, regardless of race, age, religion, color, national origin, ancestry, physical or mental disability, medical condition, marital status, gender, self-identified gender or sexual orientation, or economic status.

Policy AG/LU-107: The County shall provide a clear, consistent, timely, and predictable review process for all proposed projects, ensuring that all applicants are treated fairly, that staff's analysis is objective, and that decision-makers and interested members of the public receive information and notice as required by law.

Action Item AG/LU-107.1: Undertake revisions to the zoning ordinance (County Code Title 18), simplifying and reorganizing to the extent feasible so that members of the public, applicants, planners, and decision-makers can more easily access information and understand code requirements.

Policy AG/LU-108: With the proviso that no rights are absolute, that we will all best be served by striking a balance between private property rights and all our other rights and our other important community values, this General Plan nevertheless explicitly acknowledges that private ownership provides valuable incentives for the proper care of property and the environment, that preservation of property rights is an important cultural, economic,

and community value, that protection of property rights is one of the primary and necessary functions of government at all levels, and that private property rights are therefore deserving of respect and consideration whenever land use decisions are made.

Policy AG/LU-109: The County recognizes the principle of sustainability by seeking to address community needs without compromising the ability of future generations to meet their own needs.

MEASURE J AND MEASURE P

Policy AG/LU-110: Measure J (adopted by the voters in 1990) has provided a significant level of agricultural protection since its adoption and was extended beyond the original sunset date of 2020 when the voters adopted Measure P in 2008. Extension of agricultural protections up to and beyond Measure P's sunset date of 2058 is essential if the agricultural nature of the County is to be preserved.

Policy AG/LU-111: Limitations on General Plan Amendments relating to Agricultural, Watershed, and Open Space and Agricultural Lands:

- a) Until December 31, 2058, the provisions governing the intent and maximum building intensity for lands designated Agriculture, Watershed and Open Space and Agricultural Resource set forth in Policies AG/LU-20 and 21 (which are identical to Sections 3.F.7.a, 3.F.7.d, 3.F.8.a, and 3.F.8.d of the Agricultural Preservation and Land Use Element adopted on June 7, 1983, as amended through September 28, 2007 [hereinafter the "Land Use Element"]), shall not be amended unless such amendment is approved by vote of the people. Until December 31, 2058, the provisions governing minimum parcel size for lands designated Agriculture, Watershed and Open Space and Agricultural Resource set forth in Policies AG/LU-20 and 21 shall not be amended to reduce minimum parcel sizes unless such amendment is approved by vote of the people.
- b) All those lands designated as Agriculture, Watershed and Open Space or Agricultural Resource on the Napa County General Plan Land Use Map adopted by the Board of Supervisors (hereinafter, "Board") on September 8, 1975, as amended through September 28, 2007 (hereinafter "Land Use Map"), shall remain so designated until December 31, 2058, unless said land is annexed to or otherwise included within a city or town, redesignated to another General Plan land use category by vote of the people, or redesignated by the Board pursuant to procedures set forth in subsections c, d, e, or f below.
- c) Land designated as Agriculture, Watershed and Open Space on the Land Use Map may be redesignated to a Public Institutional General Plan area classification by the Board pursuant to its usual procedures and without a vote of the people if such redesignation is necessary to comply with the countywide siting element requirements of Public Resources Code section 41700 *et seq.* as those sections currently exist or as they may be amended from time to time, but only to the extent of designating solid waste transformation or disposal facilities needed for solid waste generated within Napa County (including the cities and town within the County).
- d) Land designated as Agriculture, Watershed and Open Space or Agricultural Resource on the Land Use Map may be redesignated to a land use designation other



than Agriculture, Watershed and Open Space or Agricultural Resource by the Board pursuant to its usual procedures and without a vote of the people only if the Board makes all of the following findings:

- i) Annexation to or otherwise including the land within a city or town is not likely.
 - ii) The land is immediately adjacent to areas developed in a manner comparable to the proposed use.
 - iii) Adequate public services and facilities are available and have the capability to accommodate the proposed use by virtue of the property being within or annexed to appropriate service districts.
 - iv) The proposed use is compatible with agricultural uses, does not interfere with accepted agricultural practices, and does not adversely affect the stability of land use patterns in the area.
 - v) The land proposed for redesignation has not been used for agricultural purposes in the past 2 years and is unusable for agriculture due to its topography, drainage, flooding, adverse soil conditions, or other physical reasons.
 - vi) The land proposed for redesignation pursuant to subsection (d) does not exceed 40 acres for any one landowner in any calendar year, and one landowner may not obtain redesignation in the General Plan of Agriculture, Watershed and Open Space or Agricultural Resource land pursuant to subsection (d) more often than every other year. Landowners with any unity of interest are considered one landowner for purposes of this limitation.
 - vii) The applicant for redesignation and its successors will not extract groundwater from the affected property or use pumped groundwater as a water source on the affected property except pursuant to a valid groundwater permit or use permit meeting the requirements of the Napa County Groundwater Conservation Ordinance, unless a final determination of exemption or waiver is made under that ordinance.
- e) Land designated as Agriculture, Watershed and Open Space or Agricultural Resource on the Land Use Map may be redesignated to another land use category by the Board pursuant to its usual procedures and without a vote of the people if each of the following conditions is satisfied:
- i) The Board makes a finding that the application of Policy AG/LU-111(b), above, would constitute an unconstitutional taking of the landowner's property; and
 - ii) In permitting the redesignation, the Board allows additional land uses only to the extent necessary to avoid said unconstitutional taking of the landowner's property.
- f) Nothing in Policy AG/LU-111(b), above shall be construed or applied to prevent the County from complying with its housing obligations under State law. Where necessary to comply with applicable State law governing the provision of housing, the Board may redesignate land designated as "Agriculture, Watershed and Open Space" or "Agricultural Resource" on the Land Use Map to a land use designation other than "Agriculture, Watershed and Open Space" or "Agricultural Resource"

pursuant to its usual procedures and without a vote of the people, upon making all of the following findings:

- i) The redesignation is necessary to comply with a State law imposing a mandatory housing obligation in effect at the time redesignation is sought (“applicable State housing law”);
- ii) There is no suitable land available in the unincorporated areas of the County, other than lands designated as “Agriculture, Watershed and Open Space” or “Agricultural Resource,” that may be used to satisfy the applicable State housing law;
- iii) It is not feasible to satisfy the applicable State housing law using lands within an incorporated city or town;
- iv) No more land is redesignated pursuant to this subsection than is necessary to comply with the applicable State housing law;
- v) To the extent permissible under State law, and to the extent feasible, the redesignation includes policies providing that any development proposed for the redesignated lands will consist of affordable housing, and effective restrictions will maintain the housing as affordable in perpetuity. For purposes of this paragraph (v), “affordable housing” shall mean housing affordable to lower income households as defined in section 50079.5 of the Health and Safety Code, as that section may be amended from time to time; and
- vi) To the extent permissible under State law, and to the extent feasible, any land redesignated pursuant to this subsection shall be located adjacent to the boundaries of an incorporated city or town or, if adjacency is not feasible, in a location that is the closest to the boundaries of an incorporated city or town of the feasible options available.
- g) Approval by a vote of the people is accomplished when a General Plan amendment is placed on the ballot through any procedure provided for in the Election Code, and a majority of the voters vote in favor of it. The Board may adopt a general plan amendment prior to securing a vote of the people; provided, however that whenever the Board adopts an amendment requiring approval by a vote of the people pursuant to the provisions of Policy AG/LU-111(b), the Board action shall have no effect until after such a vote is held and a majority of the voters vote in favor of it. The Board shall follow the provisions of the Election Code in all matters pertaining to such an election.

LAND USE CATEGORIES, LAND USE MAP, AND ZONING CONSISTENCY

The following policies shall apply to the interpretation and use of the Land Use Map.

Policy AG/LU-112: Figure AG/LU-3 Land Use Map depicts the land use policy of the County of Napa. The standards shown or contained in this Land Use Element shall apply to the land use categories shown on the Land Use Map. All discretionary approvals shall be in conformance with these standards unless explicitly stated otherwise in this General Plan and the conversion of existing parcels or buildings into condominium projects or stock cooperatives shall be fully subject to all policies and objectives of this General Plan.



Policy AG/LU-113: The Land Use Map is presented as a general illustration of the policies of the General Plan and is not intended to reflect every policy direction. Specific review of applicable policies is necessary to determine the precise land use potential of any site. Further, the information shown on the map is not intended to be parcel-specific and should not be interpreted as such. Information should be interpreted at a printed or displayed scale of one inch = 1,000 feet to ensure that the intended level of specificity is maintained.

Policy AG/LU-114: Zoning shall be consistent with this General Plan. In areas where the zoning and the land use designation shown on the Land Use Map are not identical, rezoning is desirable but not mandated, since consistency is achieved by reviewing the stated policies of the General Plan in addition to the Land Use Map. Table AG/LU-B shall be used to determine consistency for rezoning applications.

**TABLE AG/LU-B:
GENERAL PLAN & ZONING: FOR USE IN CONSIDERING CHANGES IN ZONING**

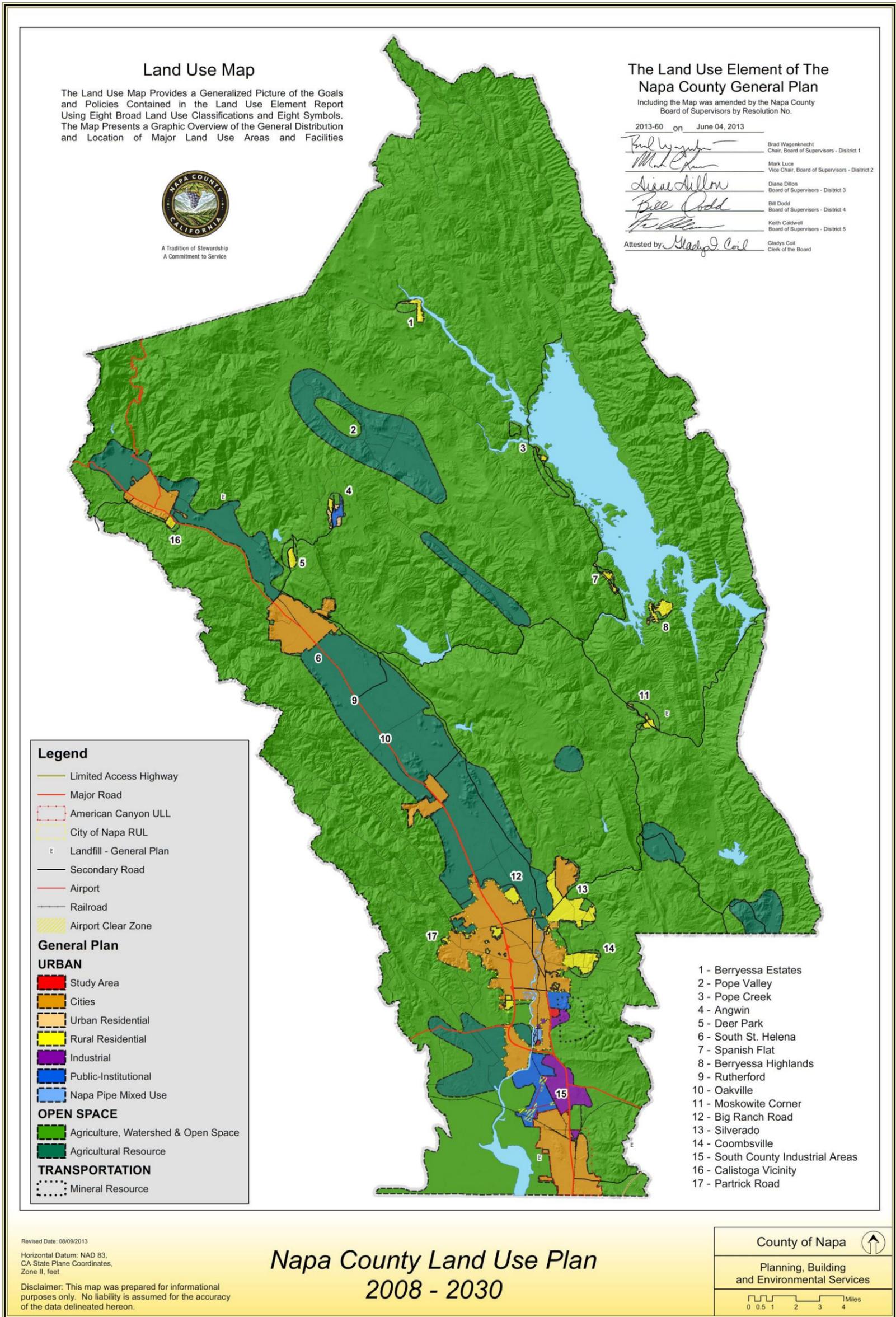
General Plan Land Use Category	Appropriate Zoning Designations
Urban Residential	RC-Residential Country RS-Residential Single RM-Residential Multiple RD-Residential Double PD-Planned Development CL-Commercial Limited CN-Commercial Neighborhood
Rural Residential	RC-Residential Country
Study Area	Study area properties shall be subject to site-specific planning prior to rezoning.
Industrial	IP-Industrial Park I-Industrial GI-General Industrial
Public-Institutional	AV-Airport PL-Public Lands
Agriculture, Watershed, and Open Space	AW-Agricultural Watershed TP-Timberland Preserve
Agricultural Resource	AP-Agricultural Preserve
Napa Pipe Mixed Use	NP-MUR-W - Napa Pipe Mixed Use Residential Waterfront NP-IBP-W - Napa Pipe Industrial/Business Park Waterfront NP-IBP - Napa Pipe Industrial/Business Park I - Industrial

In addition to the zones listed above, AW-Agricultural Watershed uses and/or zoning may occur in any land use designation. Note: Multiple additional zoning designations currently exist within each General Plan Land Use Category and may remain in place. This table is not intended to constrain the legal use of property consistent with both zoning and General Plan Land Use Category. Also, in the Deer Park Rural Residential area, rezoning from residential districts shall be permitted to achieve minimum parcel sizes consistent with Policy AG/LU-35, and to develop, improve, and expand hospital related facilities through either expansion of the Planned Development zoning district or a future healthcare related zoning district that shall be deemed consistent with the Deer Park Rural Residential area. On parcel 049-160-009 in the Monticello Road area, rezoning to RS may be allowed consistent with Policy AG/LU-35.



Action Item AG/LU-114.1: Undertake a planning effort to re-evaluate areas of Angwin designated Urban Residential after June 2010, with the objective of re-designating areas to better reflect land uses existing or authorized at that time.

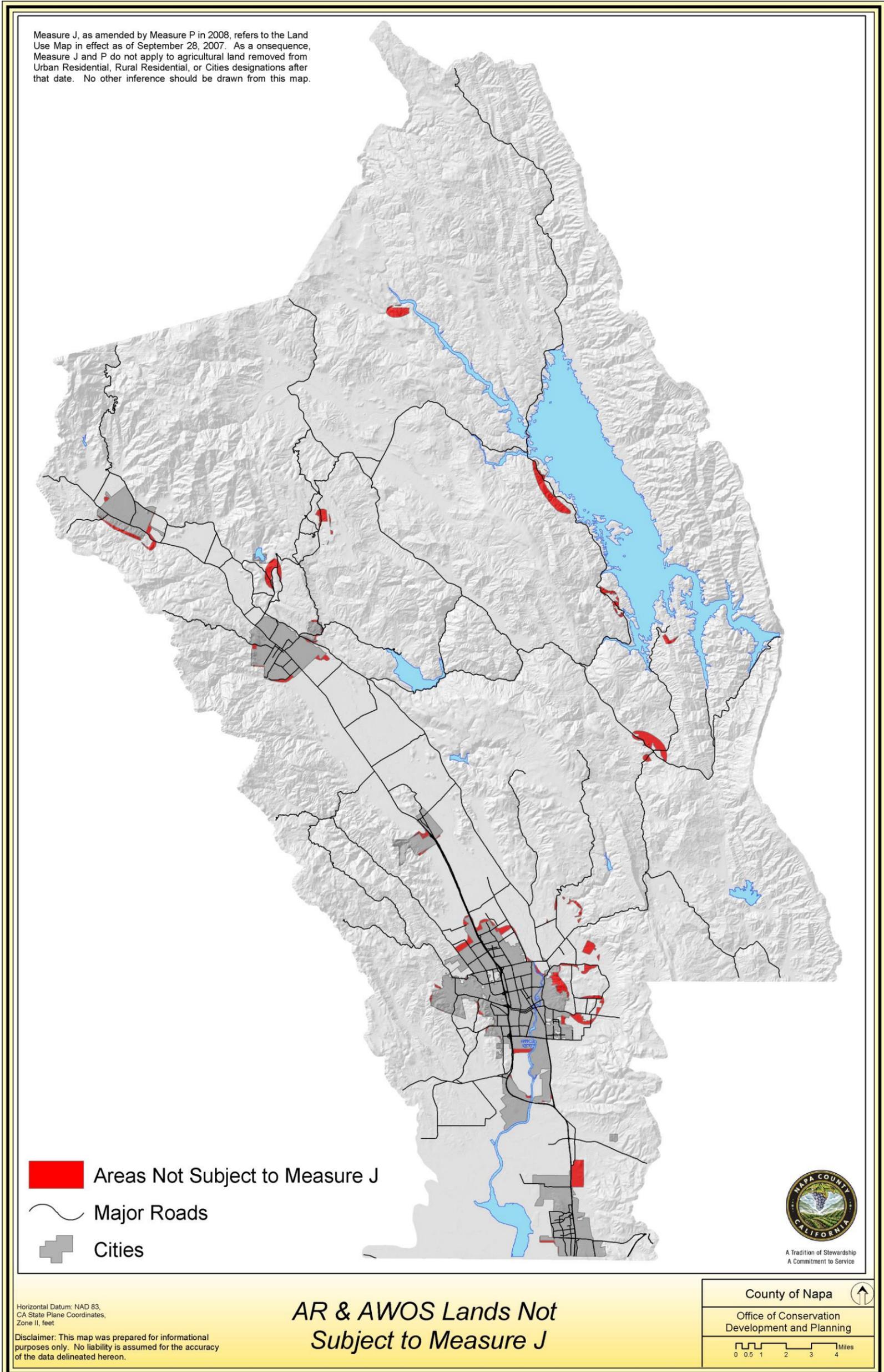
FIGURE AG/LU-3: LAND USE MAP





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FIGURE AG/LU-3.5: AR AND AWOS LANDS NOT SUBJECT TO MEASURE J





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INTERAGENCY COOPERATION

Policy AG/LU-115: The County will seek to work cooperatively with the private and non-profit sectors, municipalities, special districts, and other local, state, and federal agencies to plan for services and facilities such as housing, transportation, economic development, parks and recreation, open space, and other County needs. Collaborative efforts will be aimed at furthering the goals and policies contained in this Agricultural Preservation and Land Use Element and other elements of the General Plan.

Policy AG/LU-116: The County will seek to work cooperatively with the municipalities, special districts, and Local Agency Formation Commission to define and establish the limits of current and future urban expansion and development. Unincorporated land included within the Rural Urban Limit Line of the 1983 Napa City General Plan will not be further urbanized without annexation to the City, except that child care centers and schools will be allowed inside the RUL.

Policy AG/LU-117: The County shall seek to be involved to the extent possible in the decisions of local, state, federal, and other agencies regarding the location of energy generation facilities, electrical transmission lines, communications towers, water tanks, or other facilities with the potential to negatively affect the visual character of the county.

CODE ENFORCEMENT

Policy AG/LU-118: The County is committed to maintaining the quality of life in Napa County through enforcing regulations and codes. The County shall uniformly and fairly enforce codes and regulations, and shall assign high priority to abatement of violations that may constitute potential threats to public health or safety or that may cause significant environmental damage.

GROWTH MANAGEMENT

Policy AG/LU-119: The following is the Growth Management System for Napa County:

1) **Introduction**

The Growth Management System Element of the Napa County General Plan was adopted as required by Slow Growth Initiative Measure A, approved by the voters in 1980. The Board of Supervisors made the implementation of Measure A a matter of high priority. The Conservation, Development and Planning Department was given primary responsibility to prepare a Growth Management System which satisfied both the intent and letter of Measure A, while at the same time limiting government controls. Before expiration of Measure A in December 2000, the Board of Supervisors reaffirmed the policies of Measure A and the establishment of a housing allocation program, when it passed Ordinance No. 1178 on November 28, 2000. The Growth Management System Element was combined with the Agricultural Preservation & Land Use Element in the 2008 General Plan Update, and the Growth Management System was simplified in 2009 concurrent with adoption of the 2009 Housing Element Update.

The Napa County Growth Management System provides that the annual number of new housing units in the unincorporated area of the County of Napa shall be allocated so as to allow an annual population growth rate that shall not exceed the annual population growth rate of the nine Bay Area counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Sonoma, and Solano) over the prior 5-7 years, provided that the annual population growth rate limit shall not exceed one percent in the County of Napa (adjusted for annexations and incorporations). The annual allocation of building permits relates to permits for the construction of new residential units on a site. It does not affect permits related to rebuilding, remodeling, renovating, or enlarging existing units, moving an existing dwelling from one unincorporated site to another unincorporated site, or units exempted from the Growth Management System as specified below.

2) **Annual Growth Rate Calculation**

The annual allocation of residential building permits, until next updated, will be 115, not counting exempted/grandfathered units. This allocation was determined by reviewing population data derived from the U.S. Census by Claritas Inc. The 2008 population of unincorporated Napa County (29,666) was multiplied by 0.01 to allow for a 1% growth rate, and divided by the estimated household size (2.57). The annual allocation of 115 units represents a change from the prior allocation (114 units) and from the original allocation (109 units) put in place when the Growth Management System was first adopted.

3) **Review Following Census**

The Board of Supervisors shall modify the Growth Management System and related ordinances based on data from the 2010 Census and each time the Housing Element is updated, or more frequently if so desired by the Board. In setting the annual number of new housing units allocated, the Board of Supervisors shall use the most recent census and other relevant data provided by the U.S. Census, the Association of Bay Area Governments, the California Department of Finance's Demographic Research Unit or similar sources. The annual limit shall be set by multiplying the population of unincorporated Napa County by 0.01 and then dividing by the number of persons per household. The calculation may be adjusted to reflect the vacancy rate of year round housing units, and shall include comparison to the average annual growth rate for the nine Bay Area counties over the prior 5-7 years (if less than 1%). In no instance shall the new annual limit be less than the prior limit if the units are required to meet the County's Regional Housing Needs Allocation, except as warranted by the occurrence of annexations or incorporations since the prior calculation.

4) **Building Permit Allocation**

A) Regulated building types are divided into the following four categories:

- 1) Category 1 is a single dwelling built by or for a permit holder (owner-builder or his contractor) who is building only one dwelling unit per year.



- 2) Category 2 is any type of dwelling which requires no discretionary review, but the permit holder is building more than one dwelling unit per year. A good example would be the small-scale builder using existing lots.
- 3) Category 3 is any type of residential project for 2 or more dwelling units which require discretionary review (e.g., subdivision, parcel map, use permit). A large-scale housing project would be a good example.
- 4) Category 4 is housing which is affordable to persons with moderate or below moderate income as described further below. This category would require a deed restriction and/or an agreement signed by the developer; the agreement shall contain guarantees that the dwelling units would be affordable to persons of moderate or below moderate income for at least forty years.

B) Exempted Development:

The following types of construction are exempt from the provisions of the Growth Management System:

- 1) Industrial.
- 2) Commercial.
- 3) Commercial Residential (rental for less than a thirty-day period).
- 4) Replacement housing (on the same site as a pre-existing unit which has been removed, demolished or burned within the past year).
- 5) Relocation of existing units within the unincorporated area, (not including units relocated from within other jurisdictions).
- 6) Additions, renovations, and refurbishments of existing dwelling units.
- 7) Dwelling units located within the jurisdiction of other agencies.
- 8) Accessory buildings of any type (except dwelling units).
- 9) Guest cottages.
- 10) Dwelling units for which building permit applications were filed by July 28, 1981.
- 11) Dwelling units covered by development agreements approved prior to July 28, 1981.
- 12) Dwelling units covered by both use permits and development plans approved prior to July 28, 1981 [i.e., Silverado (280 D.U.), Meadowood (7 D.U.), and Villa Berryessa MHP (96 D.U.).]
- 13) Second units exempted pursuant to Gov. Code Sec. 65852.2.

C) [Reserved.]

- D) Carry Forward of Annual Allocations: When an annual allocation has not been used, the remainder may be carried over three years, except for Category 4

permits, which shall carry over indefinitely. Category 1, 2, and 3 permits which expire after three years shall become Category 4.

- E) “Affordable” Housing: At least 15% of the annual building permit allocation each year shall be in Category 4, and shall be affordable for purchase or rental by persons with moderate or below moderate income. “Affordable” means the housing cost shall not exceed 30% of the stated minimum household income adjusted for family size appropriate for the unit.

Income information provided annually by the Federal Department of Housing and Urban Development (HUD) and the California Department of Housing and Community Development (HCD) shall be used to determine the area median income. “Moderate” means up to 120 percent of the area median income applicable to Napa County, adjusted for family size by HCD in accordance with adjustment factors published and annually updated by HUD.

Affordable housing can be of any type (detached or attached single-family, multiple family, mobile home, manufactured home, live/work loft, or other in a residential or mixed-use zone). It is estimated that mobile homes, manufactured homes, multiple family homes, and farm labor housing will meet the affordability criteria more readily than other types of dwellings. Development of affordable housing pursuant to Category 4 in the Growth Management System requires a deed restriction and/or written agreement with the County prior to issuance of the building permits

- F) Lottery for Distributing Building Permits: In order to distribute the shares of the annual allocation to ensure fairness to all applicants, the following two-step distribution system is recommended:

In the first step, building permits would be issued on a first-approved, first-served basis until all the permits in that allocation period for that category have been used. When the demand for permits in any category exceeds the supply available, a lottery, shall be initiated.

In the second step, permits are issued on the basis of a lottery. Building permit applications enter a lottery when they:

- i) Are approved for issuance of a building permit; but
- ii) The applicable annual allocation has been used up, and
- iii) The backlog of approved applications exceeds the next available allocation of permits.

Lotteries, when necessary, would be by category with one lottery for Category 1 and 2 combined, one for Category 3, and one for Category 4. Lotteries shall be held annually until a backlog is eliminated, and shall be for single permits, drawn one at a time in January or later if necessary.

Action Item AG/LU-119.1: Complete the Review Following Census called for in Section (3) of Policy AG/LU-119 during each update to the Housing Element required by State law.



Note to the Reader: Please see the Housing Element of this General Plan for additional information on the County's Growth Management System and the annual allocation of development.

SCHOOLS AND CHURCHES

Policy AG/LU-120: The County shall work with the school districts serving students in the County to coordinate the provision of school facilities in conjunction with demographic changes and student populations. The County shall also encourage incorporated jurisdictions to reserve school sites within their boundaries.

Policy AG/LU-121: The County shall coordinate an exchange of information with the school districts regarding school needs and new residential developments in the unincorporated area.

Policy AG/LU-122: The County shall consider school districts' proposed school sites in relation to:

- a) General Plan designations.
- b) Geology and seismic considerations, topography, drainage, soils.
- c) Location and general utility of land; population distribution.
- d) Access, transportation facilities, utilities.
- e) Conflicting or hazardous conditions (e.g., noise, traffic).
- f) Protection of agricultural lands.

The results of the review are to be forwarded to the appropriate school district board within 30 days from the receipt of the referral.

Policy AG/LU-123: The County shall establish general school site location criteria such as:

- a) New school facilities shall not be located within two miles of an airport unless approved by the State Department of Education.
- b) School facilities shall, whenever practical, be located in areas designated in the appropriate general plan for urban development.
- c) Coordinate County plans and ordinances to be supportive of school use and to minimize the need for busing students.
- d) Ensure that proposals for multi-family housing or multiple-lot subdivisions within the unincorporated area are evaluated to determine their impact on schools and are modified to address potential impacts, including the need for new facilities, if any.

Policy AG/LU-124: New churches or institutions providing religious instruction shall not be located within proximity to an airport, unless they are located in an area where residential uses would be compatible under the applicable Airport Land Use Compatibility Plan.

Policy AG/LU-125: New churches or other religious institutions should generally be located within or adjacent to urbanized areas, minimizing the transportation needs of parishioners/members and the potential for loss of agricultural lands.

Action Item AG/LU-125.1: Consider amendments to the Zoning Code that would reduce the number of zoning districts in which new churches and religious institutions may be located and provide siting criteria as part of the use permit process.

REGIONAL PLANNING ISSUES

Policy AG/LU-126: State law charges LAFCO with planning the orderly development of local government agencies to advantageously provide for the present and future needs of the community while protecting against the inappropriate conversion of agricultural and open space lands. A principal planning responsibility of LAFCO is to determine a sphere of influence for each city and special district under its jurisdiction. State law defines a sphere of influence as “a plan for the probably physical boundaries and service area of a local agency, as determined by” LAFCO. LAFCO is required to review and update, as necessary, each agency’s sphere of influence every five years, and the County will work collaboratively with LAFCO in its reviews of spheres to encourage orderly, city-centered growth and development in Napa County and the preservation of agricultural land.

Policy AG/LU-126.5: The County seeks to engage incorporated jurisdictions and other agencies in collaborative planning efforts, particularly efforts aimed at ensuring adequate infrastructure capacity, vibrant city-centers, sufficient housing and agricultural lands and natural resource protection.

Policy AG/LU-127: The County will coordinate with the cities and town to establish land use policies for unincorporated lands located within their respective spheres of influence and will do likewise for unincorporated lands within any locally-adopted urban growth boundaries.

Policy AG/LU-128: The County recognizes the urban limit line or Rural Urban Limit (RUL) established for the City of Napa (See Figure LU-4), and agrees that unincorporated land located within the RUL will not be further urbanized without annexation to the City. For purposes of this policy only, engaging in uses that are permitted in the applicable zoning district without the issuance of a use permit shall not be considered urbanizing. In all cases, subdividing property shall be deemed urbanizing for purposes of this policy.

Policy AG/LU-129: [Reserved]

Policy AG/LU-130: The County recognizes the growth boundary for the City of American Canyon shown in Figure LU-5 and will support the City’s annexation of unincorporated land located within the boundary provided that: (a) voters of American Canyon approve a ballot measure establishing the boundary and requiring any amendments prior to 2030 to be approved by the voters; (b) the City provides water service within their service area without discriminating between in-city and out-of-city customers except to the extent that rates may differ in accordance with law; (c) for industrial properties north of the current (2007) city limits, property owners provide an easement to the County agreeing to keep the properties in industrial use in perpetuity, and the City and County agree to



share property tax revenues equally; and (d) for properties east of the current (2007) city limits, the City and County execute a revenue sharing agreement.

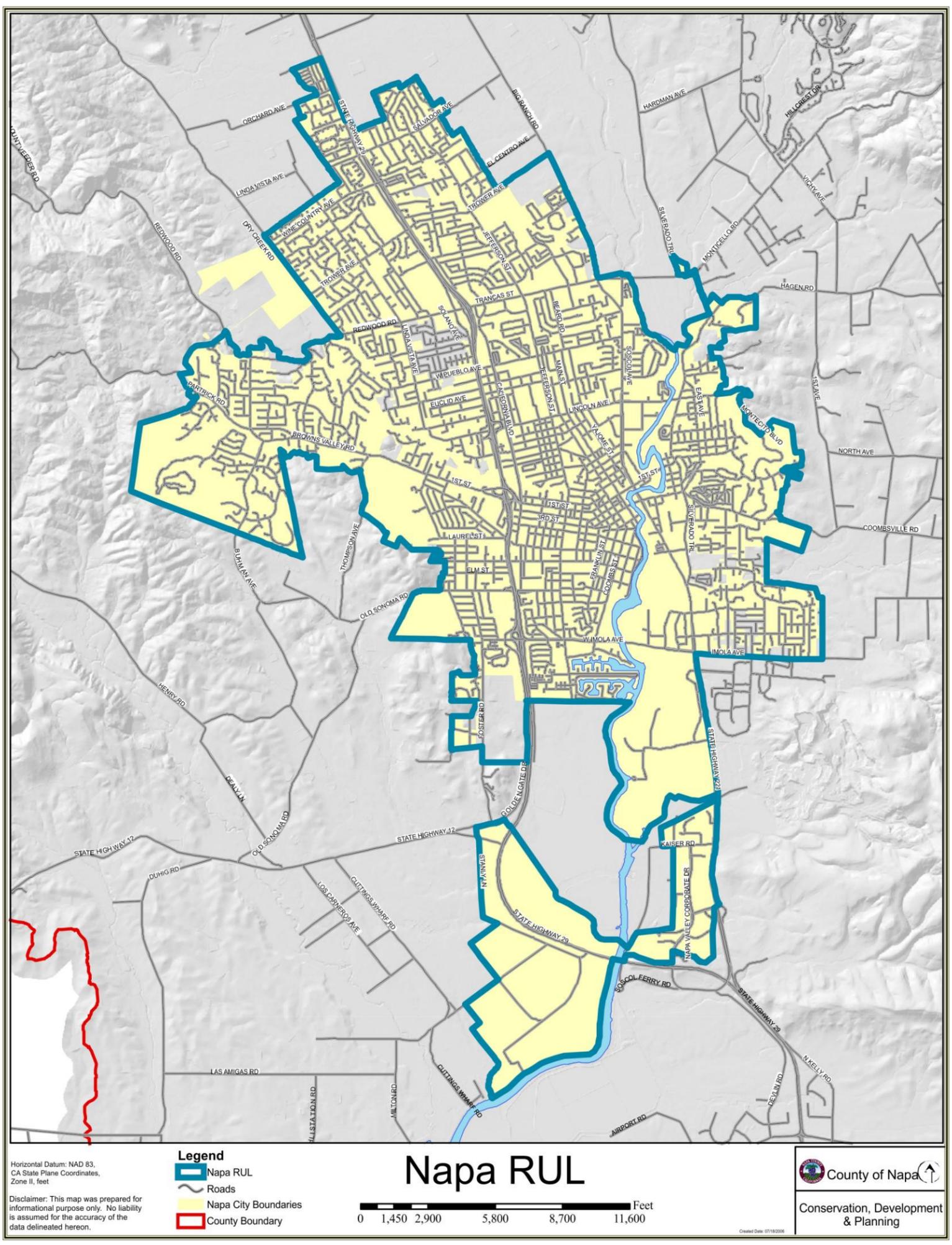
Policy AG/LU-131: The County does not support the creation of new cities or towns in Napa County via incorporation of urbanized or non-urbanized areas.

Policy AG/LU-131.5: The County shall review on an annual basis those areas covered by this general plan that are subject to flooding as identified on adopted Federal Emergency Management Agency (FEMA) Flood Insurance Rate Mapping (FIRM) for Napa County (see Policy SAF-25 and Figure SAF-3), and ensure that this map and the County's Flood Plain Management Ordinance inform discretionary land use and development decisions.



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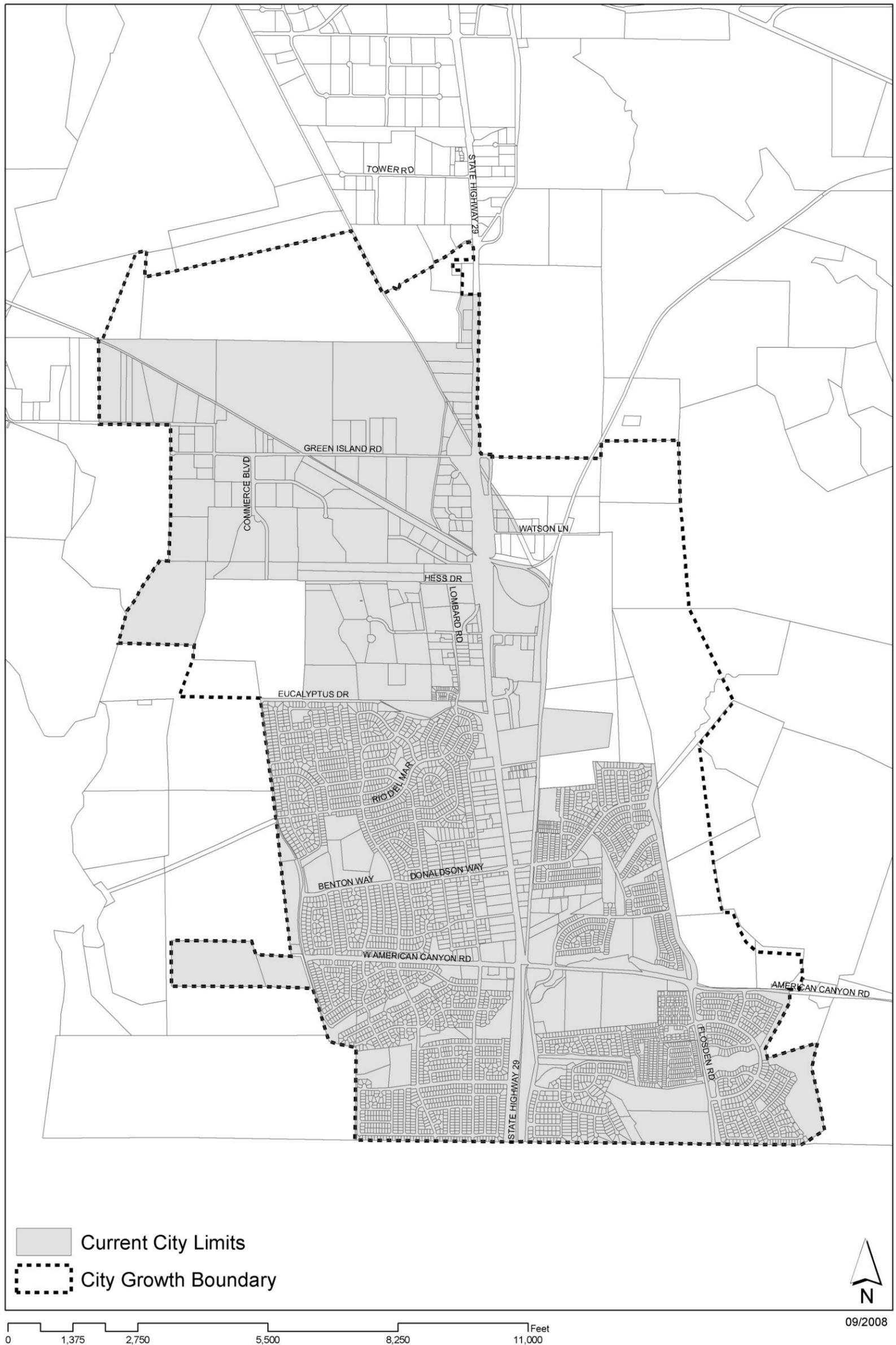
FIGURE AG/LU-4: CITY OF NAPA RURAL URBAN LIMIT (RUL) LINE





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FIGURE AG/LU-5: CITY OF AMERICAN CANYON SOI & GROWTH BOUNDARY



American Canyon City Growth Boundary



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VOTER APPROVED AMENDMENTS

The following is a list of amendments to this General Plan made via a vote of the electorate pursuant to Measure J (1990). References to policy and/or page numbers reflect the General Plan as it existed at the time of each vote.

Measure V, approved by voters in 1994 as a Measure J ballot item, did not amend the General Plan.

Policy AG/LU-132: Measure Z (1996), Stanley Lane Pumpkin Patch. The General Plan was amended as follows:

Subparagraph e) shall be added to Paragraph 3, Section F, Subparagraph 7) of the Land Use Element of the General Plan of Napa County which shall provide as follows:

“e) The sale to the public of agricultural produce, fruits, vegetables, and Christmas trees, grown on or off premises, and items related thereto, as well as the recreational and educational use by children of animals, such as children’s pony rides and petting zoos, and construction of buildings to accommodate such sales and animals shall be permitted on any parcel designated as an agricultural produce stand combination district.”

(See Policy AG/LU-20.)

Policy AG/LU-133: Measure D (1998), Brix/Historic Restaurant: The General Plan is hereby amended to add a new subsection which shall provide as follows:

“Existing restaurants qualifying under Policy AG/LU-45 of this General Plan that are currently located within a commercial zoning district shall be allowed to increase the number of seats accommodated within existing buildings and/or facilities on any parcel designated as a historic restaurant combination zoning district. Due to the small number of such restaurants, limited seating expansions within existing commercial buildings and facilities will not be detrimental to the Agriculture, Watershed or Open Space policies of the General Plan.”

(See Policy AG/LU-45.)

Policy AG/LU-134: Measure K (2002), Lakeview Boat Storage: The General Plan is amended to redesignate 4.7 acres of the following described 30.74-acre parcel from Agriculture, Watershed and Open Space to Rural Residential in the manner set forth on the Map attached as Exhibit “A” to Ordinance No. 02-01.

Assessor’s Parcel Number 019-280-006 [with said 4.7-acre portion being located on the northeasterly side of Berryessa-Knoxville Road about one-half mile south of its intersection with Pope Canyon Road].

Policy AG/LU-135: Measure L (2002), Farm Labor Camps:

The Land Use Element of the Napa County General Plan is amended to read:

“Minimum Parcel Size.



160 acres, except that parcels with a minimum size of 2 acres may be created for the sole purpose of developing farm labor camps by a local government agency authorized to own or operate farm labor camps so long as the division is accomplished by securing the written consent of a local government agency authorized to own or operate farm labor camps that it will accept a conveyance of the fee interest of the parcel to be created and thereafter conveying the fee interest of such parcel directly to said local government agency, or entering into a long-term lease of such parcels directly with said local government agency.

Every lease or deed creating such parcels must contain language ensuring that if the parcel is not used as a farm labor camp within three years of the conveyance or lease being executed or permanently ceases to be used as a farm labor camp by a local government agency authorized to develop farm labor camps, the parcel will automatically revert to, and merge into, the original parent parcel.”

The Land Use Element of the Napa County General Plan is further amended to read:

“Minimum Parcel Size:

40 acres, except that parcels with a minimum size of 2 acres may be created for the sole purpose of developing farm labor camps by a local government agency authorized to own or operate farm labor camps so long as the division is accomplished by securing the written consent of a local government agency authorized to own or operate farm labor camps that it will accept a conveyance of the fee interest of the parcel to be created and thereafter conveying the fee interest of such parcel directly to said local government agency, or entering into a long-term lease of such parcels directly with said local government agency.

Every lease or deed creating such parcels must contain language ensuring that if the parcel is not used as a farm labor camp within three years of the conveyance or lease being executed or permanently ceases to be used as a farm labor camp by a local government agency authorized to develop farm labor camps, the parcel will automatically revert to, and merge into, the original parent parcel.”

(See Policies AG/LU-20 and 21.)

Policy AG/LU-136: Measure K (2008), Stanley Lane Deli Ordinance: The Land Use Element of the Napa County General Plan is hereby amended to add a new subsection to read in full as follows: ‘A parcel which is zoned as an agricultural produce stand may be allowed to establish accessory delicatessen, outdoor barbeque and wine tasting uses.’ (See Policy AG/LU-45.)



CIRCULATION



As is the case with most California communities, circulation—the movement of people and goods—is an important issue in Napa County. The county’s key industry, agriculture, relies on the circulation system to move workers, visitors, services, and product from vineyard to winery and from winery to market. Residents in Napa County need to travel to school, work, and shopping, and visitors to Napa County need safe and convenient ways to access the county’s many destinations.

However, as a community with no direct access to an interstate freeway and lacking the population densities that would support significant transit investments, Napa County faces challenges unlike any other county in the Bay Area. Most significantly, Napa County must find ways to maintain and improve access, address congestion, and serve remote areas of the County while preserving the area’s rural character.

This Circulation Element of the General Plan presents a summary of transportation issues and presents goals, objectives, policies, and action items intended to help Napa County meet these and other challenges.



IN THIS ELEMENT

- Transportation in Napa County (Page CIR-2)
- Napa County’s Roadway System (Page CIR-4)
- Traffic Congestion & Other Issues Facing the County (Page CIR-5)
- Circulation Goals, Policies, Objectives, and Actions (Page CIR-9)
- Figures:
 - Figure CIR-1: Circulation Map (Page CIR-11)

This Element describes the general location and extent of existing and proposed roads and other transportation facilities and services. It is intended to help County decision-makers prioritize future transportation investments to ensure that transportation and land use decisions are correlated as provided for in this Element and in the Agricultural Preservation and Land Use Element.

TRANSPORTATION IN NAPA COUNTY

Most of Napa County’s population in 2005 commuted to work by *automobile*, either riding alone or carpooling. Table CIR-A provides a comparative analysis of the commuting choices of Napa County residents versus those for the state of California and the rest of the country.

Though not a major contributor to the existing transportation system, *public transit services* are available in all of the incorporated jurisdictions and in some of the unincorporated areas of the County. Fixed-route local, intercity, demand-response service, and paratransit are provided as follows:

- **VINE**, which provides intra- and inter-city fixed route services. VINE operates in the city of Napa, between Calistoga and Vallejo (in Solano County), and between St. Helena and Santa Rosa (in Sonoma County).
- **American Canyon Transit** provides fixed-route service in American Canyon.
- **Yountville Shuttle**, provides fixed-route service throughout Yountville, including to the Veterans Hospital.
- **St. Helena Shuttle**, a fixed-route service in St. Helena and to St. Helena Hospital.
- **Calistoga Handy Van**, a general public dial-a-ride service in Calistoga.
- **VINE GO** paratransit service providing curb-to-curb service for residents countywide who live within ¾ of a mile of a bus route.

Transportation Modes

Transportation is a way to move people and goods from one place to another. A transportation mode refers to the way in which people and goods are moved, including:

- Private vehicles
- Public or private transit systems
- Bicycling on roadways or off-street paths or trails
- Taxis, shuttles, paratransit, and other similar types of transport
- Walking
- Rail
- Air
- By water on rivers and other waterways

All of these travel modes occur to some extent in Napa County.

- **Downtown Napa Trolley** providing free shuttle service in downtown Napa.
- Private taxi, tour bus, shuttle, and limousine services.

In August 2001, all transit services in the County were consolidated into one agency, now known as the Napa County Transportation & Planning Agency (www.nctpa.net).

**TABLE CIR-A:
HOW NAPA COUNTY RESIDENTS TRAVEL TO WORK, 2005
(AND COMPARISON TO REGIONAL, STATE, AND NATIONAL DATA)**

Commuter Mode Choice	Napa County	Sonoma County	Bay Area	California	U.S.
Single-Occupant Vehicle ¹	72.7%	74.7%	67%	71.8%	75.7%
Carpool	14.8%	12.6%	14%	14.5%	12.2%
Public Transit	1.4%	2.4%	13%	5.1%	4.7%
Bicycling/Walking	4.1%	3.9%	5%	3.7%	3.3%
Other Means	1.9%	0.7%	<1%	1.0%	0.8%
Work At Home	5.1%	5.4%	1%	3.8%	3.3%
Percentage Who Work Outside County	22%	17.7%	NA	17%	27%
Mean Travel Time to Work (in minutes)	24.3	26.8	29.4	27.7	25.5

Sources: BDR 2005; RIDES Associates "Commuter Profile 2005, Regional Report"

As shown above, Napa County’s commuters are generally similar to commuters statewide and nationwide in the way they choose to travel to work. The Bay Area as a whole has a higher percentage of commuters using public transit due to the extensive rail and bus systems in the San Francisco area. Napa County commuters are slightly above national and state averages in their use of bicycles or walking, although this is likely limited to the relatively flat and compact Napa Valley. In other areas of the county, larger distances and more challenging terrain generally limit cycling to a mostly recreational activity.

According to the 2000 Census, approximately 75 percent of all jobs in Napa County are filled by persons who also live in the county. Solano County contributes the highest number of out-of-county workers (14%), followed by Sonoma County (5%).

Rail transportation in Napa County is limited to commercial and freight services. No commuter rail service exists within the county at this time. (The Napa Valley Wine Train is not a transit service but is essentially a sightseeing service between Napa and St. Helena.)

¹ “Single Occupant Vehicle” includes motorcycles.



As of this update, freight service is limited and is planned to be reestablished on a line extending from American Canyon to Schellville, in Sonoma County. This freight line has a spur which extends north to the County's industrial area and the City of Napa.

Air transportation venues in Napa County are principally provided by Napa County Airport and Angwin-Parrett Field Airport.

Located 6.5 miles south of the city of Napa in the unincorporated area, **Napa County Airport** is a general aviation airport operated by the County of Napa. Originally established by the U.S. Army in 1942 as the Napa Auxiliary Air Defense Field, it was turned over to the county in 1945.

Angwin Airport (Parrett Field) is privately owned and operated. It also offers ground schools and flight instruction.

The **Lake Berryessa Seaplane Base** has an emergency seaplane landing area that is also open to the public for recreational use.

Some visitors come to Napa County by **water**. Boats can motor up the Napa River as far as the First Street Bridge in the city of Napa. The Napa River played an important role in the early days of Napa County's development, providing an easy means to get the county's agricultural and other products to market.

NAPA COUNTY'S ROADWAY SYSTEM

Napa County's roadway system reflects its primarily agricultural character. The County is different from most other counties in the Bay Area in this regard; the limited number of roadway types and the primarily rural nature of the roadways set Napa County apart from its more urban neighbors.

For instance, only one interstate freeway is located in the county, although there is no direct access to that freeway (I-80) from the county (American Canyon Road and Jamieson Canyon Road connect to the freeway in Solano County).

In the county's rural eastern area, no roadway more than two lanes wide currently exists or is planned; all roadways are two lanes wide and are often steep and curving, reflecting the topography of the area.

In the Napa Valley, some roadways are more urban in character. A freeway is located here: a portion of Hwy 29 north of Hwy 121 is designated as a freeway. Also, the portion of Hwy 29 between SR 37 and SR 12/121 is considered part of the Federal Highway Administration's National Highway System, for which the state and federal governments have agreed-upon standards and principles. Roadways serving the incorporated cities

Types of Bicycle Facilities



Class I Bike Paths are facilities specifically designated for the exclusive use of bicycles and pedestrians. Class I bike paths are separate from streets, although they may cross roadways.

Class II Bike Lanes are striped lanes on a street or highway, designated for use by bicycles. Vehicle parking and vehicle pedestrian cross-flows are permitted at designated locations.

Class III Bike Routes are usually designated by pavement markings to indicate the use of bicycles within the vehicular travel lane of a roadway.



and town are often four lanes wide, although north of the city of Napa most roads remain two lanes wide (but must accommodate higher traffic volumes than often desired).

The Goals and Policies section of this Element defines the types of roadways which are shown on the Circulation Map.

TRAFFIC CONGESTION & OTHER ISSUES FACING THE COUNTY

Car and truck traffic in Napa County has continued to increase since the introduction of the first motor vehicles into the county more than 100 years ago—and this increase in traffic is expected to continue into the foreseeable future as growth in Napa County and the region continues to place more drivers on the road. Existing (2003) and projected traffic volumes for several major roadways in the county are shown in Table CIR-B.

**TABLE CIR-B:
EXISTING AND PROJECTED DAILY TRAFFIC VOLUMES FOR SELECTED COUNTY ROADWAYS**

Roadway	2003 Volume	2030 Projection	Projected Increase 2003-2030
Jamieson Canyon (Hwy 12) at Hwy 29	30,410	53,960	23,550 (77%)
American Canyon Road west of I-80	19,160	25,170	6,010 (31%)
Hwy 29 south of South Kelly	23,920	67,450	43,530 (181%)
Hwy 29 north of Hwy 12	34,500	59,420	24,920 (72%)
Hwy 29 south of Yountville	24,690	42,070	17,380 (70%)
Hwy 29 north of Zinfandel	19,430	29,490	10,060 (52%)
Hwy 29 north of Tubbs Lane	6,990	7,610	620 (9%)
Hwy 121 to Sonoma	27,200	32,090	4,890 (18%)
Silverado Trail at Sage Canyon	13,520	17,880	4,360 (32%)
Hwy 128 at Monticello Road	2,220	6,620	4,400 (198%)

Source: NCTPA Travel Forecast Model, Napa County General Plan Draft EIR Table 4.4-3, 2007. Projected increases in traffic assume some increases in roadway capacity.

As shown above, traffic volumes on roadways in the County are expected to increase substantially in the future, according to regional planning agencies such as the Metropolitan Transportation Commission (MTC) and the Napa County Transportation and Planning Agency (NCTPA). Much of the increase in traffic on county roadways will occur as the result of growth beyond the control of Napa County, because the increase will either be created by development in the cities and towns of Napa County or outside the county entirely (in the Bay Area and the Sacramento region). Table CIR-C shows the percentage of existing vehicle trips starting or ending in the incorporated areas and outside the county. As shown in Table CIR-C, trips involving the unincorporated area currently make up 22 percent of all trips on an average day; in the future, this share is expected to drop slightly to 21 percent.



In addition to commuter traffic, Napa County (and particularly the Napa Valley) is subject to traffic generated by the many tourists who visit the county. According to industry studies, the number of tourist visits to Napa County totals approximately 4.7 million person-trips each year.² Wine-related visitors make up some 80 percent of this total, or approximately 3.2 million persons per year, attracted in large part by the county's approximately 300 wineries, its many world-class restaurants, and the Napa Valley's scenic beauty.

Because most of the county's visitors come to visit wineries, tourism-related impacts are also concentrated on roads providing access to wineries. A study of weekend vs. weekday traffic volumes on major roadways in the county found that the following roadways have higher traffic levels on weekends (when most tourists can be expected to be driving):

- Chiles Pope Valley Road
- Petrified Forest Road
- Silverado Trail
- Wooden Valley Road
- Yountville Cross Road
- Pope Canyon Road

Only one of these roadways—Wooden Valley Road—is not in or directly connected to the Napa Valley, although it does serve a number of wineries in that area, is a shortcut to Lake Berryessa, and provides access to I-80.

Tourists have similar needs to residents—both need safe, efficient ways to move around the county. Tourists, because they are generally less familiar with the county, can be expected to travel mostly on major roads. Because they are somewhat less familiar with local roads, tourists also need better signage to help them find their destinations and to make safe traffic movements (e.g., enough time to be in the proper lane to make a left or right turn).

Although not specifically a circulation issue, the county's visitors also expect a pleasing driving experience which emphasizes the area's scenic beauty and minimizes sign clutter and other intrusions which detract from that beauty. This issue is dealt with directly in the Community Character Element of this General Plan.

Travel in Napa County

- The number of daily vehicle trips that start and end in the county during the evening commute hour is expected to increase from approximately 24,000 in 2003 to about 30,000 in 2030. The total number of miles traveled on an average day will climb from 166,000 miles to approximately 320,000 miles will increase to a greater extent than the number of trips because the average trip will also be longer.
- By 2030, approximately 14,500 cars each day will traverse the county to and from places outside Napa County.
- Trips that start and end inside the county currently account for about 65% of all cars on the road in Napa County. By 2030, these "inside the county" trips will fall to about 50% of total trips.
- 87% of commuting in Napa County is by car.

Source: General Plan EIR, BDR 2005; RIDES Associates "Commuter Profile 2005, Regional Report"

² "Economic Impact of Wine and Vineyards in Napa County," June 2005, MKF Research. A "person-trip" is equal to one person visiting for one day. For example, one person visiting for two days would count as two "person-trips."



**TABLE CIR-C:
EXISTING AND PROJECTED SOURCE OF VEHICLE TRIPS IN NAPA COUNTY**

Trip Type and Percent of Total	2003	2030
Trips starting and ending in the unincorporated area of the county	7%	7%
Trips starting and ending in cities and town in Napa County	43%	31%
Trips between the unincorporated area and cities and town in Napa County	15%	14%
Trips between Napa County and other counties	20%	24%
Trips starting and ending outside Napa County (that is, passing through the county)	14%	24%

Source: General Plan Traffic Study, 2006

Higher traffic volumes in the future will have a number of potential impacts on the quality of life in Napa County:

- Generally, as traffic volumes³ increase, congestion also increases (unless the capacity of the roadway is improved). Traffic slows down, and trips (especially rush hour commutes) take longer.
- Congested traffic and reduced speeds make it more difficult for residents to move around the County and can make it harder for businesses, visitors, and emergency access.
- Because cars and trucks waste fuel while idling and work most efficiently at speeds of about 45-55 mph, energy use goes up and personal and business spending on energy increases as a result of congested, slow-speed driving.
- More air pollutants are generated for every mile traveled, particularly when vehicles are idling or moving at slower speeds
- Higher traffic volumes also create more traffic noise.

This Element of the General Plan addresses these challenges by setting forth goals, policies, objectives, and action items to guide future infrastructure and land use decision-making. At a broad scale, the goals and policies about transportation included here are correlated with policies of the Agricultural Preservation & Land Use Element by allowing for selected roadway capacity increases in the southern part of the county where the most growth is anticipated, and by focusing attention on access, safety, and alternate modes of transportation throughout Napa County. By correlating transportation goals and policies with the Agricultural Preservation and Land Use Element, this Element is also protective of natural resources (Conservation Element), visual character (Community Character), and the county's thriving economy (Economic Development).

³ See the information box on the next page for definitions of commonly used traffic terminology.



In Napa County, building new or wider roads has been determined to be feasible and desirable in only a few locations, given the rural character of the area and the tremendous cost of road improvements. Attractive public transit alternatives are also difficult to implement in the county's rural areas, where the low number of riders usually means that the service requires substantial government subsidy. In the more developed (and flatter) Napa Valley, these alternative transportation modes are more feasible, and the potential exists to convince drivers to use their cars less, supporting the County's long-held commitment to urban-centered growth.

This Circulation Element outlines a set of policies that include only very limited construction of new or wider roadways. In most areas of the county, the roadway system which exists today (2006) is intended to be the roadway system of the future. Policies explain where roads will be improved, where traffic congestion will be accepted as a trade-off for maintaining the county's rural character, how safe and convenient local access will be provided for, and some creative approaches to transportation alternatives and transportation demand management. Attention is given to special needs populations and the elderly, and ways that any new developments can address the impacts they create or contribute to.

Note to the Reader: Emergency evacuation routes and access are addressed in the Safety Element of this General Plan.

Traffic Terms



The following are a few terms commonly used when discussing traffic issues:

- **Volume** refers to the number of cars on a roadway, usually measured either on an average day or during a peak hour.
- **Peak hour** refers to the times of day at which traffic is heaviest—usually the morning or evening “rush hour.” Most roadways are analyzed and then built to carry the traffic load projected for the peak hours.
- **Capacity** refers to the maximum number of vehicles that can be carried by a roadway.
- **Level of Service** is a measure of how well a roadway is able to carry traffic. Level of Service (or “LOS”) is often expressed as a ratio between volume and capacity. LOS is usually designated with a letter grade A-F. LOS “A” is best; “F” is worst.
- **Transportation Demand Management** is the use of measures to place fewer cars on the road (especially during peak hours). Typical measures include encouraging car- and vanpools, telecommuting incentives, and flexible work schedules.



CIRCULATION GOALS, POLICIES, OBJECTIVES, AND ACTIONS

Goal CIR-1: The County's transportation system shall be correlated with the policies of the Agricultural Preservation and Land Use Element and protective of the County's rural character.

Policy CIR-1: Consistent with urban-centered growth policies in the Agricultural Preservation and Land Use Element, new residential and commercial development shall be concentrated within existing cities and towns and urbanized areas where sufficient densities can support transit services and development of pedestrian and bicycle facilities.

Policy CIR-2: The County will work with the cities and town through the Napa County Transportation and Planning Agency to coordinate seamless transportation systems and improve the efficiency of the transportation system by coordinating the construction of planned roadway, bicycle, pedestrian, and other transportation systems.

Policy CIR-3: The County will seek to concentrate multi-unit housing development in proximity to employment centers and services to increase the percentage of work trips that are by modes other than private drive-alone automobile.

Policy CIR-4: The County supports a coordinated approach to land use and circulation planning to promote a healthier community by encouraging walking, bicycling, and other forms of transportation which decrease motor vehicle use.

Note to the Reader: Please see the Housing Element of this General Plan for information on how the County is encouraging the development of workforce housing so that persons employed in the county can avoid long commutes from other areas.

Policy CIR-5: Roadways outside the urbanized areas of the county shall reflect the rural character of the county.

Policy CIR-6: The county's roadway improvements should minimize disruption to residential neighborhoods, communities, and agriculture.

Policy CIR-7: Roadway improvements shall be designed to conform to existing landforms and shall include landscaping and/or other treatments to ensure that aesthetics and rural character are preserved.

Policy CIR-8: Roadway, culvert, and bridge improvements and repairs shall be designed and constructed to minimize fine-sediment and other pollutant delivery to waterways, to minimize increases in peak flows and flooding on adjacent properties, and where applicable to allow for fish passage and migration, consistent with all applicable codes and regulations.

Policy CIR-9: The County supports beautification programs for roadways in the unincorporated area. Roadway beautification shall be consistent with the character of the area in which the roadway is located and with other County policies related to preserving the character of



the county including policies on signage as defined in the Community Character Element.

Policy CIR-10: The County will work with NCTPA and seek to develop innovative approaches to providing transportation service to the county's rural areas without the need for additional roadway lanes or other improvements that would detract from the visual and community character of these areas.

Action Item CIR-10.1: County staff shall participate in the periodic updates of the Napa County Transportation and Planning Agency's Strategic Transportation Plan (STP), and use that forum for consideration and development of innovative strategies related to the movement of people and services without increasing the use of private vehicles. The County shall seek input from experts in sustainability, smart growth, and land use planning in developing potential new strategies.

Goal CIR-2: The County's transportation system shall provide for safe and efficient movement on well-maintained roads throughout the County, meeting the needs of Napa County residents, businesses, employees, visitors, special needs populations, and the elderly.

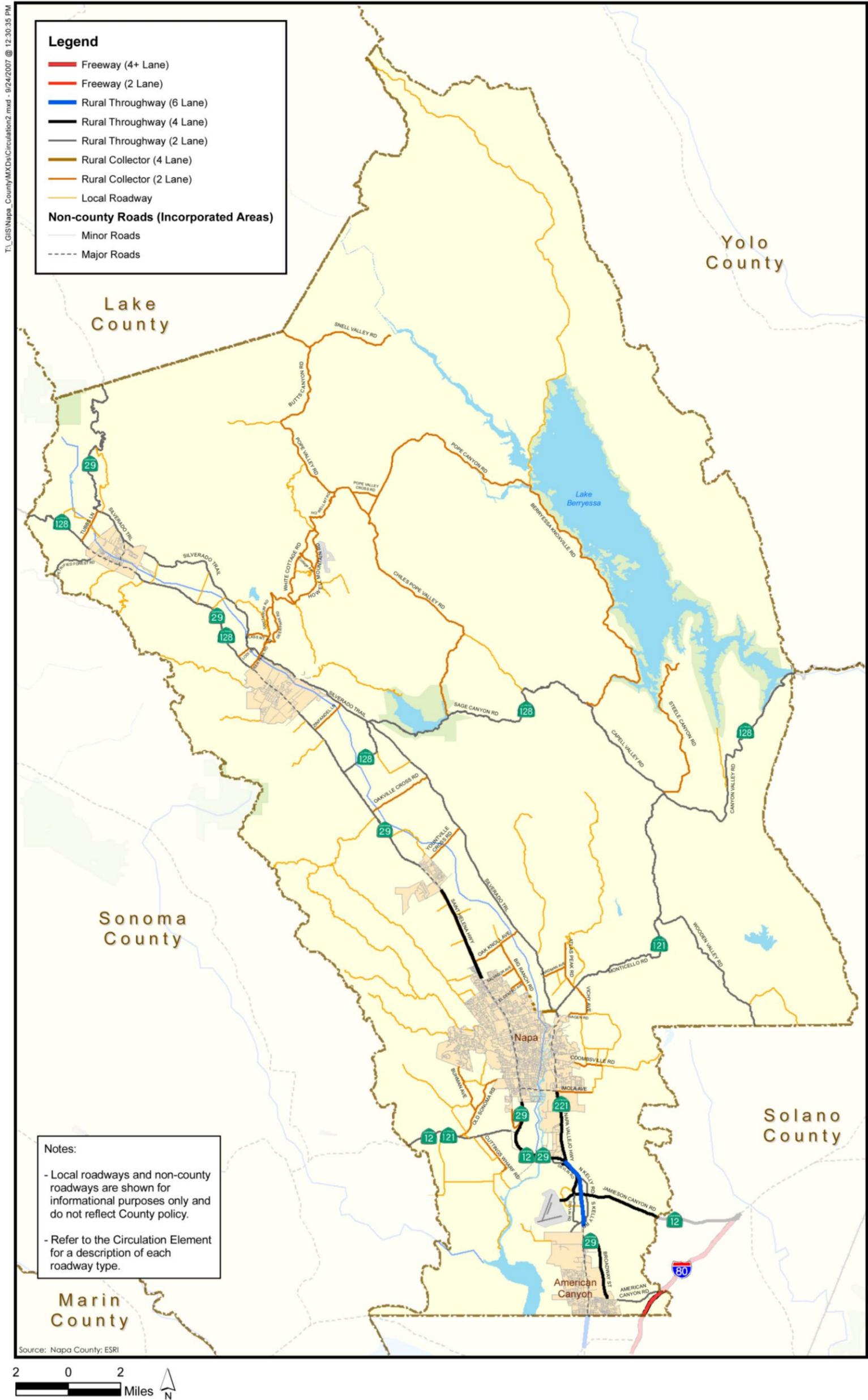
Policy CIR-11: The Circulation Map contained in this Element shall show the following roadway types as comprising the planned roadway system. Local roadways need not be shown on the Circulation Map. The Circulation Map is a visual depiction of the County's policy regarding the ultimate width and general location of roadways in the unincorporated area.

Freeways: Four- to six-through-lane⁴ roadways characterized by limited access (e.g., only at interchanges) and controlled (e.g., ramp metering) access and designed for high speed (up to 70 mph) travel.

Rural Thoroughway: Two- to six-through-lane roadways such as Highway 29 or Silverado Trail designed primarily for longer-distance travel between major centers of activity (such as incorporated jurisdictions or distant locations in the county) and built to accommodate this type of travel (fewer or more gentle curves, wider shoulders, limited driveway access, etc.). These roadways are often referred to as "arterials." The six-lane configuration is to be applied only to the portion of Hwy 29 in the unincorporated area south of the Hwy 221/12 interchange.

⁴ Note: Each roadway will typically have the same number of lanes in each direction; a four-through-lane roadway will usually have two lanes in each direction. Left or right turn lanes or medians are not considered to be through lanes and are not included in the lane counts.

FIGURE CIR-1: CIRCULATION MAP



Source: Napa County, 2007



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Rural Collectors: Two- to four-through-lane roadways designed primarily to link locally important activity centers and provide a collection system for the local roads. Rural collectors will typically be designed for slower travel speeds than Rural Throughways and may incorporate sharper curves, narrower pavement widths, and other features consistent with slower vehicle speeds.

Local Roadways: Roadways which provide access to individual homes and businesses.

Action Item CIR-11.1: The County shall adopt, periodically review, and revise as appropriate specific road and street standards for County roads. These standards shall include overall right-of-way widths, pavement widths, lane and shoulder widths, and other design details. The County's roadway standards shall be developed in consultation with the County Fire Marshal, County Public Works, and others to ensure adequate widths for safety and emergency access and evacuation.

Policy CIR-12:

Roadway improvements at entrances to the county shall be carefully considered, and additional lanes shall be added only where necessary for safety and only if the additional lanes will not exacerbate traffic congestion elsewhere in the county. Key entrances where capacity will generally not be increased include:

- Hwy 128 from Yolo County
- Hwy 29 from Lake County
- Petrified Forest Road from Sonoma County
- Hwy 121 from Sonoma County
- Butts Canyon Road from Lake County

Other entrances, as determined by the County, may also be given special consideration.

Policy CIR-13:

The County seeks to provide a roadway system that maintains current roadway capacities in most locations and is both safe and efficient in terms of providing local access. The following list of improvements, illustrated as the County's ultimate road network in Figure CIR-1, has been supported by policy makers within the County and all five incorporated cities/town, and will be implemented over time by the County and other agencies to the extent that improvements continue to enjoy political support and funding becomes available:

South of Napa

- Widen Jamieson Canyon Road (Route 12) by adding one additional vehicular travel lane and room for a class II bike lane in each direction. Construct a safety median barrier in the centerline, straighten unsafe curves, lower the grade where possible, install turn lanes for safety and to allow for parcel access as appropriate, and allow a Ridge Trail crossing for pedestrian, equestrian, and bicycle use.
- Construct an interchange at the intersection of State Route 12, Airport Boulevard, and State Route 29 within the most efficient footprint, including any necessary appurtenant facilities.



CIRCULATION

- Extend Flosden/Newell Road from American Canyon Road to Green Island Road as a reliever route to traffic on Hwy 29 in collaboration with the City of American Canyon.
- Complete Devlin Road between Soscol Ferry Road and Green Island Road in collaboration with the City of American Canyon as a reliever route to Highway 29.
- In coordination with the City of American Canyon, consider widening Hwy 29 between SR 221 and the Solano County line
- Work with the City of American Canyon to synchronize traffic signals on Hwy 29 between SR 221 and the Solano County line.
- Improve the intersection of State Route 221/State Route 12/Hwy 29 to increase capacity and safety.

North of Napa

- Intersection improvements to improve safety and traffic flow at the intersections of State Route 29 and Silverado Trail with Oakville Grade, Oakville Cross Road, Rutherford Cross Road, Yountville Cross Road, Deer Park Road, Dunaweal Lane, Lincoln Avenue, and Tubbs Lane. Also including the intersections of State Route 29 with Silverado Trail, and the intersections of State Route 128 with Petrified Forest Road and Tubbs Lane.
- Construct safety and flow improvements to SR 29 between Oakville and St. Helena.
- Develop and implement methods to divert traffic from downtown St. Helena and Calistoga to reduce congestion and improve intra-county traffic flow.

Countywide

- Install safety improvements on rural roads and highways throughout the county including but not limited to new signals, bike lanes, bikeways, shoulder widening, softening sharp curves, etc.
- Consider roundabouts as effective alternatives to stop signals or signal controlled intersections, where appropriate.

Action Item CIR-13.1: Work with the Napa County Transportation and Planning Agency and other agencies to fund and implement the improvements listed in Policy CIR-13.

Note to the Reader: Please see also Policy CC-11 in the Community Character Element of this General Plan, which addresses aesthetic improvements to Hwy 29 to be pursued jointly with the City of American Canyon.



Policy CIR-13.5: While not suitable for all intersections, roundabouts have a wide variety of applications, and Napa County will consider them as an alternative for intersection improvements. Roundabouts have been used extensively in Europe for several decades, and their use in the United States has grown substantially over the past several years. Research shows that they have the potential to reduce accidents, traffic delays, fuel consumption, air pollution, maintenance, and in some cases construction costs compared to more traditional intersection controls.

Policy CIR-14: Recognizing limited funding for road maintenance, the County shall prioritize maintenance activities which provide safe travel for the public.

Policy CIR-15: The County shall maintain and apply consistent highway access standards regarding new driveways to minimize interference with through traffic while providing adequate local access. The County shall also maintain and apply consistent standards (though not exceeding public road standards) regarding road widths, turn lanes, and other improvements required in association with new development. Application of these standards shall consider the level of improvements on contiguous roads.

Policy CIR-16: The County shall seek to maintain an adequate level of service on roads and at intersections as follows. The desired level of service shall be measured at peak hours on weekdays.

- The County shall seek to maintain an arterial Level of Service D or better on all county roadways, except where maintaining this desired level of service would require the installation of more travel lanes than shown on the Circulation Map.

Level of Service

Level of Service (LOS) is a measure of how well an intersection or roadway is able to carry traffic. LOS is usually designated with a letter grade A-F, where “A” is best and “F” is worst. The following are basic descriptions of each LOS:

- *Level of Service A* – Relatively free flow of traffic, with little or no limitation on vehicle movement or speed.
- *Level of Service B* – A steady flow of traffic, with only slight delays in vehicle movement and speed. All cars are able to clear intersections in a single signal cycle.
- *Level of Service C* – A reasonably steady, high-volume flow of traffic, with some limitations on movement and speed, and occasional backups on critical approaches.
- *Level of Service D* – The level where traffic nears an unstable flow. Intersections still function, but short queues develop and cars may have to wait through one cycle during short peaks.
- *Level of Service E* – Traffic characterized by slow movement and frequent (although momentary) stoppages. At peak traffic hours, traffic frequently stops, there are long-standing queues, and intersections may be blocked by cars attempting to cross.
- *Level of Service F* – LOS F is marked by “stop-and-go” traffic and stoppages of long duration. Vehicles at signalized intersections usually have to wait through one or more signal changes, and intersections may be blocked by the long queues.



- The County shall seek to maintain a Level of Service D or better at all signalized intersections, except where the level of service already exceeds this standard (i.e., Level of Service E or F) and where increased intersection capacity is not feasible without substantial additional right-of-way.
- No single level of service standard is appropriate for un-signalized intersections, which shall be evaluated on a case-by-case basis to determine if signal warrants are met.

Action Item CIR-16.1: Work with the Napa County Transportation and Planning Agency, adjacent counties, the Metropolitan Transportation Commission, and the California Department of Transportation to monitor traffic volumes and congestion on the roadway system in Napa County.

Policy CIR-17: Where traffic signals are within ¼ mile of each other, work with the agencies who have jurisdiction to synchronize the signals in order to reduce delay, improve traffic flow, and reduce energy consumption and air pollutant emissions.

Policy CIR-18: Traffic safety and adequate local access will be priorities on roadway segments and at signalized intersections where a Level of Service D or better cannot be achieved. Therefore, proposed capital improvements and development projects in these areas shall be evaluated to determine their effect on safety or local access. Projects that improve safety, improve local access, or alleviate congestion will be prioritized.

Policy CIR-19: Applicants proposing new discretionary development projects with the potential to significantly affect traffic operations shall be required to prepare a traffic analysis prior to consideration of their project by the County and shall be required to mitigate project impacts and to pay their fair share of countywide cumulative traffic improvements based on their contribution to the need for these improvements.

Action Item CIR-19.1: In cooperation with the Napa County Transportation and Planning Agency, develop a countywide traffic impact fee to address cumulative (i.e., not project-specific) impacts associated with new employment. Fees shall be used to pay for the cost of network improvements listed in Policy CIR-13 as well as other transportation improvements such as transit.

Policy CIR-20: The County shall seek to discourage increases in commuter traffic passing through the county on all roadways except I-80 by providing a balanced land use pattern, by designing county roadways to meet local rather than regional needs, and by supporting improvements to alternative facilities outside the County (e.g., State Route 37).

Objective CIR-1: By 2030, reduce the growth rate for the number of pass-through trips (those using Napa County roadways to access starting points and destinations outside the county) to no more than the growth rate for trips with start and/or end points in the county.

Policy CIR-21: The County shall support provision of alternate (parallel) routes for local residents to avoid traffic congestion on major thoroughfares.



Policy CIR-22: While the design of roadways shall be based on meeting local needs, the County shall also seek to meet the specific needs of senior citizens and tourist drivers, such as signage and intersections, to make driving for all users safer and easier.

Action Item CIR-22.1: The County shall work with the incorporated cities and town, the Napa County Transportation and Planning Agency, and Caltrans to develop a coordinated approach to roadway design to enhance driver and pedestrian safety, particularly for children and senior citizens.

Policy CIR-23: New uses shall provide adequate parking to meet their anticipated parking demand and shall not provide excess parking that could stimulate unnecessary vehicle trips or commercial activity exceeding the site's capacity. The concept of shared parking may be considered.

Policy CIR-24: Parking lost as the result of roadway improvement projects shall be replaced to ensure that County Zoning Code parking standards are maintained.

Goal CIR-3: The County's transportation system shall encompass the use of private vehicles, local and regional transit, paratransit, walking, bicycling, air travel, rail, and water transport.

Policy CIR-25: Preserve rail corridors and the navigable sections of the Napa River as regional transportation assets, encouraging and not precluding their future use for recreational travel as well as for the movement of passengers and goods.

Policy CIR-26: Increase the attractiveness and use of energy-efficient forms of transportation such as public transit, walking, and bicycling through a variety of means, including promoting transit-oriented development in existing municipalities and urbanized areas and the use of transit by visitors to Napa County.

Action Item CIR-26.1: The County will work with the Napa County Transportation and Planning Agency to conduct regular reviews of public transit use and opportunities for its expansion in Napa County.

Note to the Reader: Increasing the use of energy-efficient forms of transportation is closely related to the goals and policies contained in the Conservation Element to reduce the emission of air pollutants and greenhouse gases.

Objective CIR-2: Work with the Napa County Transportation and Planning Agency and incorporated jurisdictions in Napa County to reduce the percentage of work trips that are by private, single-occupant vehicles by 2030 such that Napa County's percentage decreases to 50 percent. This objective may be accomplished by increasing the percentage of trips by bicycle, walking, transit, and/or carpool, and by increasing non-traditional work schedules and work practices (e.g., working at home).

Action Item CIR-26.2: The County shall establish targets for interim years to enable the County to monitor progress towards its objective of reducing the percentage of work trips that are by private, single occupant vehicles to 50%.



Policy CIR-27: Transportation services shall address the needs of non-drivers and those without cars living in rural areas. Services may include community-focused and private transit and paratransit services.

Objective CIR-3: The County shall work with Caltrans and other agencies to construct or designate approximately 40 miles of additional bicycle lanes in Napa County by 2030, consistent with priorities identified in the Napa Countywide Bicycle Master Plan.

Note to the Reader: Please see the Recreation and Open Space Element for additional policies and objectives related to off-street trails, including prohibitions on the use of eminent domain for recreational facilities.

Policy CIR-28: The County supports programs to reduce single-occupant vehicle use and encourage carpooling, transit use, and alternative modes such bicycle, walking, and telecommuting, and shall seek to maintain total trips in the County using travel modes other than private vehicles (transit, walking, bicycling, public transit, etc.) at least at the 2006 levels.

Action Item CIR-28.1: Work with major employers and the Napa County Transportation and Planning Agency to offer incentives for carpooling and the use of cost-efficient ground transportation alternatives to the private automobile.

Action Item CIR-28.2: Adopt hours of operation/schedules for County meetings (e.g., Planning Commission and Board of Supervisors) which are coordinated with public transit availability in order to make it easier for residents to use transit when doing business with the County. The County shall encourage schools and other public agencies to do the same.

Policy CIR-29: As a major employer, the County of Napa shall demonstrate leadership in the implementation of programs encouraging the use of alternative modes of transportation by its employees, as well as the use of alternative fuels. Example programs may include:

- Preferential carpool parking and other ridesharing incentives;
- Flexible working hours or telecommuting where consistent with job duties and customer service needs;
- A purchasing program that favors hybrid, electric, or other non-gasoline vehicles;
- Assisting in the development of demonstration projects for alternative fuel technologies such as ethanol, hydrogen, and electricity;
- Secure bicycle parking; and
- Transit incentives.

Policy CIR-30: The County shall encourage the use of public transportation by tourists and visitors and will work with wineries to encourage the use of these options and the development of private mass transit.



- Policy CIR-31: The County shall work with the Napa County Transportation and Planning Agency and other transit agencies in adjoining counties to develop effective connections between public transit in Napa County and regional transportation networks (BART, Baylink ferry, airports, etc.) via rail, bus, bicycle, and other means to serve the needs of local residents, commuters, and visitors.
- Policy CIR-32: All developments along fixed transit routes shall provide appropriate amenities designed to encourage carpooling, bicycle, and transit use. Typical features could include public bus turnouts/access located in coordination with the Napa County Transportation and Planning Agency, bicycle lockers, and carpool/vanpool parking.
- Action Item CIR-32.1: Update the County Zoning Code to include requirements and standards related to carpooling, bicycling, and transit amenities in development projects.
- Policy CIR-33: Pedestrian and bicycle access shall be integrated into all parking lots where feasible and appropriate and considered in the evaluation of development proposals and public projects.
- Policy CIR-34: Where they are not needed for other transportation purposes and where such use would implement the Napa Countywide Bicycle Plan or other County-adopted master plan, newly abandoned rail rights-of-way shall be used for alternative uses such as public transit routes, bicycle paths, or pedestrian/hiking routes, provided that they are compatible with adjacent uses and sufficient funding is available for right-of-way acquisition, construction, and long-term maintenance.
- Policy CIR-35: The County shall work with the Napa County Transportation and Planning Agency, the incorporated cities and town, other agencies, and development projects to work toward implementation of the Napa Countywide Master Bicycle Plan.
- Policy CIR-36: The needs of pedestrians and bicyclists shall be routinely considered and, where possible, accommodated in all roadway construction and renovation projects.
- Policy CIR-37: Where sufficient right-of-way is available, bicycle lanes shall be added to county roadways when repaving or upgrading of the roadway occurs, provided that the bicycle facility would implement the Countywide Bicycle Master Plan. Additional paving shall be provided only where the facility meets the “Regional Assessment System” adopted by the Napa County Transportation and Planning Agency. The County shall encourage Caltrans to follow these same guidelines on state highways in Napa County.
- Policy CIR-38: Maintain Napa County Airport as a general aviation facility and avoid land use conflicts via land use compatibility planning and by ensuring appropriate reviews of land use decisions by the Airport Land Use Commission.
- Policy CIR-39: The County supports runway and other technological improvements to Napa County Airport to improve its safety and usefulness as a civil aviation center.
- Policy CIR-40: The County supports the preservation of Angwin Airport (Parrett Field) for general aviation.



Policy CIR-41: The County shall review this Circulation Element periodically to ensure that it embraces future technological innovations that improve vehicle emissions, transportation options, and airport operations.



COMMUNITY CHARACTER



Napa County's natural scenery and the beauty of its vineyards and wineries draw visitors from around the world, and are treasured parts of the community character of the county.

INTRODUCTION

Napa County's rural character is treasured by its residents, and preservation of this character is a fundamental tenet of this General Plan. This Element addresses many of the factors that combine to comprise the character of the county and complement the agricultural preservation, conservation, and other policies presented elsewhere in the plan.

Aspects of community character addressed in this Element are:

- Aesthetics, Arts and Culture, Views and Scenic Roadways
- Historic and Cultural Resources
- Noise
- Odors
- Light and Glare

Note to Reader: Many aspects of the County's "community character" are addressed in other elements of this General Plan. Please also see the Agricultural Preservation and Land Use Element for a discussion of agricultural preservation and the County's rural character. See the Conservation Element for a discussion of the Napa River and watershed open space.



IN THIS ELEMENT

- Introduction (Page CC-1)
- Aesthetics, Arts and Culture, Views, and Scenic Roadways (Page CC-3)
- Cultural and Historic Resources (Page CC-4)
 - Cultural Resources (Page CC-4)
 - Historic Resources (Page CC-5)
- Light and Glare (Page CC-8)
- Noise (Page CC-9)
- Odors (Page CC-15)
- Aesthetics, Arts and Culture, Views, and Scenic Roadways Goals (Page CC-15)
- Aesthetics, Arts and Culture, Views and Scenic Roadways Policies (Page CC-15)
- Cultural Resources Goals (Page CC-21)
- Cultural Resources Policies (Page CC-21)
- Light and Glare Goals (Page CC-25)
- Light and Glare Policies (Page CC-25)
- Noise Goals (Page CC-25)
- Noise Policies (Page CC-25)
- Odors Goals (Page CC-30)
- Odors Policies (Page CC-30)
- Figures:
 - Figure CC-1: Napa County Airport Projected Noise Levels (dBA CNEL) (Page CC-13)
 - Figure CC-2: Angwin Airport Projected Noise Levels (dBA CNEL) (Page CC-14)
 - Figure CC-3: Scenic Roadways Subject to Viewshed Protection Program (Page CC-19)

Napa has for decades maintained an aesthetically rich and pleasing character, and for the last 40 years, Napa County—with the cooperation of the county’s incorporated cities and town—has acted in a variety of ways to protect this distinctive character, with the result that the county today is unique among the Bay Area counties in its successful retention of a rural, agriculture-based economy and the prevention of widespread urban development and sprawl.

Napa County was a leader statewide in the use of agricultural preserves, which not only protected agriculture from encroachment by urban uses but also retained the open, agricultural character of the county. In the course of preserving agricultural land and open space, historic and cultural (archaeological) resources have also been retained. Policies requiring large lot sizes, directing growth toward incorporated jurisdictions, and limiting non-agricultural development to small, defined areas have all combined to preserve to a great extent the attributes that first made the county so well known as a desirable place to live, work, farm, and visit.



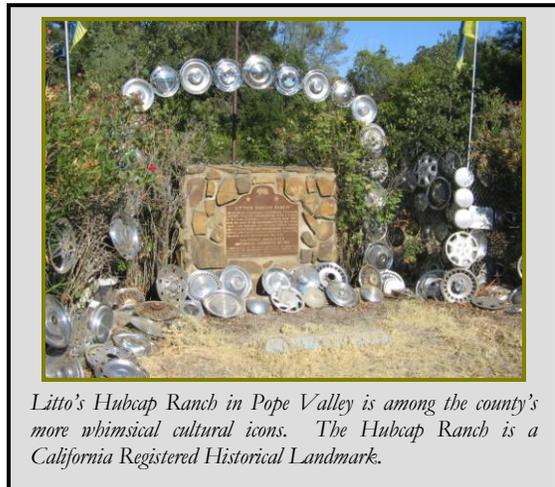
AESTHETICS, ARTS AND CULTURE, VIEWS, AND SCENIC ROADWAYS

Napa County is home to hundreds of miles of scenic driving corridors from which can be seen internationally distinguished vineyards and hundreds of architecturally unique wineries. Nearly 100 historical wineries can be viewed from the roads while traveling. Other wineries offer attractions preserved via private ownership and planning incentives—exquisitely maintained gardens, tremendous views of the valley, and world-class art collections.

The County is also home to cultural institutions of note, and its citizens recognize the importance of the arts in society and culture. Napa County's arts and cultural institutions benefit local residents and also enhance the County's identity as the nation's premier wine country and a top tourist destination, since arts programs and installations allow tourists to have a richer experience. (Please see the Economic Development Element for the role of arts in the economy.)

Many of Napa's wineries look timeless and classic, and some of Napa's signature wineries date back to the late 19th century. The Napa Valley's oldest operating winery, Charles Krug, dates back to 1861. The former Inglenook Winery, a Gothic Revival edifice of the Gilded Age, was built by Gustave Niebaum in 1890. Many other wineries, such as Chateau Montelena and Beaulieu, include grand mansions built in the late 1800s and early 1900s. Other wineries display high style contemporary architecture and many more incorporate vernacular buildings intentionally crafted to reinforce the character of Napa's rural, agricultural landscape.

Although not as well known as the Napa Valley, the mountains, hills, and valleys in the eastern portion of the county have their own distinctive character. The scenery of these valleys in the county's rugged eastern area ranges from densely forested groves of redwood, oak, and pine, to shrub and grasslands, to rolling, grass-covered hills punctuated by massive oak trees. Lake Berryessa, with 165 miles of shoreline, is one of the largest lakes in California.



Litto's Hubcap Ranch in Pope Valley is among the county's more whimsical cultural icons. The Hubcap Ranch is a California Registered Historical Landmark.

Taken as a whole, Napa County has a great deal of visual diversity, from the lush forests and vineyards of the Napa Valley to the county's more rural back-country areas, which are in many areas essentially unchanged from the county's historic period.

The County's 2001 Viewshed Protection Ordinance sets forth hillside development standards to minimize the impact of man-made structures and grading on views from designated public roads in the County. The ordinance is intended to preserve the unique scenic quality of Napa County and protect the ridgelines and hillsides of the county from insensitive development.



There are approximately 280 miles of county-designated scenic roadways in Napa County. Although none of the roads are officially designated as Scenic Highways by the State of California, Segments of Hwy 29, SR 121 and SR 221 are eligible for scenic highway designation. The status of a state scenic highway changes from “eligible” to “officially designated” only when the local jurisdiction adopts a scenic corridor protection program, applies to the California Department of Transportation (Caltrans) for scenic highway approval, and receives notification from Caltrans that the highway has been designated as a scenic highway. Historically, the county has refrained from seeking official state designation due to concerns about maintenance and improvement costs. However, these roads are not precluded from official Scenic Highway status in the future.

CULTURAL AND HISTORIC RESOURCES

The term “cultural and historic resources” refers to archaeological sites and features of the built environment (e.g., buildings, landscape elements) that have importance to the community, providing connections to pre-historic and historic peoples and events. For clarity in this plan, archaeological resources, whether they involve pre-historic or historic sites, are referred to as “cultural” resources. Qualifying buildings and landscape elements, such as walls, bridges, etc., are referred to as “historic” resources.

CULTURAL RESOURCES

There are many unique cultural or archaeological resources in Napa Valley, and the ethnographic record of the region shows the cultural complexity at the time of European-American contact. Napa County also played a historically significant role in the development of California and the West. The record of significant historic properties within the County is extensive and will surely grow as more properties are identified and evaluated.

Napa County was a rich resource base (food, clothing, water, tool-making sites, etc.) and was home to native peoples for thousands of years. Archaeological investigations have expanded the understanding of the prehistoric populations who inhabited the Napa region and their use of it. These investigations have also advanced our knowledge of the climate, natural environment, and adaptive strategies used by prehistoric cultures.

A variety of raw materials were available for the manufacture of hunting, gathering, and processing implements, and stone appears to have been the most important. The Wappo and Patwin, similar to every other Native American group in California, used stone in almost every aspect of their lives. Napa Glass Mountain, a regionally important obsidian site and quarry, and other local obsidian sources are situated within Wappo territory.

Because Glass Mountain obsidian was known for its high quality, it was a valuable trade commodity and spread to areas across the western states. This gave the Wappo strong trading power.

Native Peoples in Napa County

Archaeological records show that the Napa region was inhabited in prehistoric times primarily by the **Wappo**, **Lake Miwok**, and **Patwin** tribal groups.

The **Wappo** lived in villages generally located along a creek or other water source, and research suggests there may have been more than seven villages and between 1,000-1,500 Wappo people in the larger Geyserville area, including one village in Napa.

The **Lake Miwok** was a small tribe of around 500 people inhabiting an area that extended south from Clear Lake to Pope Valley, west to Cobb Mountain in Lake County and east to Patwin territory (including Jerusalem Valley, Soda Creek, and Putah Creek).

Other portions of Napa County were once inhabited by the **Patwin**, who held an extensive region in north central California. The onslaught of Euro-American culture brought the end of Patwin culture, and by 1871 the Patwin culture appeared virtually extinct.



Archaeological investigations in Napa have been primarily conducted to comply with the regulatory requirements of CEQA and NEPA for specific development projects, and consequently, there has been scant comprehensive archaeological research. Identified sites include those associated with habitation, grave sites, camping/hunting sites, and places where resources such as obsidian from Glass Mountain were procured. Future archaeological research in Napa County and the region has the potential to yield still more important information about prehistory and history, particularly in the eastern portion of the county.

HISTORIC RESOURCES

Outside of its urban centers, Napa County's built environment contains historic remnants of its agricultural past such as farmsteads, barns, wineries, grange halls, water tanks, and walls. In addition, there are historic spas and resorts, mines and mine roads, and picturesque stone bridges and landscapes (including historic vineyards).

While the historic significance of many of these features cannot be denied, there is no comprehensive inventory of historic resources in unincorporated Napa County. A 1978 visual survey only skimmed the surface and is long out of date. State and federal registers contain incomplete listings, and as of 2007 there are only three formally designated Napa County Landmarks: the di Rosa Preserve, located at 5200 Sonoma Highway; Trubody Ranch located at 5444 Trubody Lane; and the August Hirsh Winery at 3199 St. Helena Highway North. A listing of state and federally designated historic buildings is shown on the following page.

The absence of a complete and up-to-date inventory makes preservation of significant resources difficult. It also ensures that property owners seeking permits to alter or demolish older buildings will face an uncertain permit process and potential delays. Further, it means that visitors to Napa County seeking an authentic experience (i.e., "heritage tourism") cannot fully understand the long agricultural history of the County.

Policies and action items presented below are intended to address the absence of complete information and ensure the long-term preservation of significant resources within Napa County. A common definition of what is significant is critical, as are an emphasis on public outreach and education and on incentives for historic preservation. References to state and federal programs ensure that Napa County's policy framework is consistent with others in the state.

History in Napa County



Aetna Springs, a federally listed historic district

Unincorporated Napa County is home to dozens of historic resources, including the following:

- Aetna Springs Resort
- Schramsberg Winery
- Far Niente Winery
- Oakville Grocery
- Atkinson House
- Bale Mill, Bothe Napa State Park
- Carneros Creek Bridge on Old Sonoma Highway
- Napa River Bridge on Zinfandel Lane
- Swartz Creek Bridge on Aetna Springs Road
- Milliken Creek (Little Trancas) Bridge at Trancas Street & Silverado Trail
- Soda Springs Resort



These gates on Soda Springs Road are among the last remnants of the former resort.



**TABLE CC-A:
STATE AND FEDERALLY LISTED HISTORIC RESOURCES IN NAPA COUNTY, AS OF 2006***

Resource	Year Built	Located Near...	Listing
Aetna Springs Resort	1877	Pope Valley	National
Alexandria Hotel	1910	Napa	National
Andrews House	1892	Napa	National
Atkinson House	1882	Rutherford	National
Bank of Napa	1923	Napa	National
Behlow Building	1900	Napa	National
Beringer Brothers Winery	1876	St. Helena	California
Beringer Winery Historic District	1876	St. Helena	National
Brannan Cottage	1866	Calistoga	National & California
Brannan Store	1859	Calistoga	California
Buford House	1877	Napa	National
Charles Krug Winery	1861	St. Helena	National & California
Chateau Chevalier	1891	St. Helena	National
Chiles Mill Site	1845	Chiles Valley	California
Churchill Manor	1889	Napa	National
Earl House	1861	Napa	National
Eliza G. Yount House	1884	Napa	National
Elmshaven	1900	St. Helena	National
Eshcol Winery	1886	Napa	National
Far Niente Winery	1885	Oakville	National
First National Bank	1917	Napa	National
First Presbyterian Church	1874	Napa	National & California
Francis House	1886	Calistoga	National
French Laundry	1900	Yountville	National
Goodman Library	1901	Napa	National
Goodman Mansion	1873	Napa	National
Goodman, Jr. House	1891	Napa	National
Gordon Building	1929	Napa	National
Greystone Cellars	1875	St. Helena	National
Groezinger Wine Cellars	1870	Yountville	National



Resource	Year Built	Located Near...	Listing
Hackett House	1890	Napa	National
Hatt Building	1884	Napa	National
Helios Ranch	1884	St. Helena	National
Henessey House	1889	Napa	National
Hudson Cabin Site	1845	Calistoga	California
Imrie House	1868	Napa	National
IRS Bonded Warehouse	1878	St. Helena	National
Kelsey House Site	1841	Calistoga	California
Kreuzer Ranch	1890	Napa	National
Larkmead Winery	1884	Calistoga	National
Lisbon Winery	1882	Napa	National
Litto's Hubcap Ranch	1955	Pope Valley	California
Manasse House	1917/1905	Napa	National
Manasse Mansion	1886	Napa	National
Migliavacca Mansion	1890	Napa	National
Mount View Hotel	1919	Calistoga	National
Napa Abajo and Fuller Park Historic Districts	1868	Napa	National
Napa County Courthouse Plaza	1878	Napa	National
Napa Opera House	1879	Napa	National
Napa Post Office	1932	Napa	National
Napa Valley Railroad Depot	1868	Calistoga	National & California
Nichelini Winery	1890	St. Helena	National
Noyes Mansion	1902	Napa	National
Oakville Grocery	1880	Oakville	National
Old Bale Grist Mill	1846	St. Helena	National & California
Old Napa Register Building	1905	Napa	National
Palmer House	1874	Calistoga	National
Pinkham House	1885	Napa	National
Pope Street Bridge	1894	St. Helena	National
Rhine House	1883	St. Helena	National
Robert Louis Stevenson State Park	1880	Calistoga	California
Rovegno House	1890	Yountville	National



Resource	Year Built	Located Near...	Listing
Sam Kee Laundry Building	1875	Napa	National
Schramsberg Vineyard	1862	Calistoga	National & California
Semorile Building	1888	Napa	National
Smith House	1875	Napa	National
Soscol House	1856	Napa	National
Southern Pacific Railroad Depot	1895	St. Helena	National
St. Helena Catholic Church	1889	St. Helena	National
St. Helena High School	1912	St. Helena	National
St. Helena Historic Commercial District	1870	St. Helena	National
St. Helena Public Library	1908	St. Helena	National
Taylor, Duckworth and Company	1884	St. Helena	National
Veterans Home of California	1884	Yountville	California
Veterans Home of California Chapel	1918	Yountville	National
Webber House	1870	Yountville	National
William Tell Saloon and Hotel	1875	St. Helena	National
Winship-Smernes Building	1888	St. Helena	National
Wulff House	1885	Napa	National
York Cabin Site	1845	Napa	California
Yount Blockhouse Site	1836	Calistoga	California
Yount Grave	1865	Yountville	California

** Note: This list includes formally designated or listed resources only and may not be comprehensive. Many other buildings are included in surveys and inventories that may qualify them for treatment as significant historical resources, and more resources may be identified in future inventories and evaluations.*

LIGHT AND GLARE

At nighttime, Napa County, with its thousands of acres of open space and concentrated urbanization, is a naturally low-light, dark-sky environment.¹ The eastern portions of the county, separated from the cities and town by distance and ridgelines, afford dark night skies in which the Milky Way and other features invisible in urbanized areas can be easily seen.

Maintaining a dark sky, eliminating glare, and reducing light pollution can be accomplished by several methods, including careful planning, choosing appropriate forms of lighting, and eliminating light sources

¹ A “dark sky” is a night sky without the effects of manmade lighting, such as the “glow” from neighborhood street lights, lighting at sporting events, or the lights of urbanized areas.



wherever possible. Light sources can be adjusted through fixture changes, manipulating intensities, changing the type of illumination, and, of course, by simply turning off the lights when light is not necessary.

The California Legislature passed a bill in 2001 requiring the California Energy Commission (CEC) to adopt energy efficiency standards for outdoor lighting for both the public and private sector. These standards became effective on October 1, 2005, and included changes to the requirements for outdoor lighting for residential and nonresidential development. The majority of Napa County falls under the “rural” standards specified in state law, ensuring that new lighting will meet the strictest of standards.

NOISE

Noise is unwanted sound. In the mid 1970s, the State of California decided that noise issues were significant enough to warrant new laws. In 1976, the Department of Health issued the first guidelines for acceptable noise levels—guidelines which are today maintained by the Office of Noise Control in the State Department of Health Services. Soon thereafter, local governments were required to include Noise Elements in their general plans. Noise Elements were intended then, as now, to establish policies and programs which direct the distribution of land uses to “minimize the exposure of community residents to excessive noise.”

Napa County today implements a detailed Noise Ordinance which establishes limits on a wide variety of noise sources and mechanisms to enforce these limits.

Noise can come from two types of sources: mobile and stationary. Mobile source noises are generally associated with transportation, such as cars, trains, and aircraft. Stationary sounds can be pinpointed and do not move; examples include machinery, airports, and construction sites.

Noise has been cited as being a health problem, not only in terms of actual physiological damages such as hearing impairment, but in terms of inhibiting general well-being and contributing to stress and annoyance. The health effects of noise arise from interference with human activities such as sleep, speech, recreation, and tasks demanding concentration or coordination.

Generally speaking, land uses considered noise-sensitive are those in which noise can adversely affect what people are doing on the land. For example, a residential land use, where people live, sleep, and study, is generally considered sensitive to noise because noise can disrupt these activities (the passing train, for instance, whose warning sounds may disrupt sleep). Churches, schools, and certain kinds of outdoor recreation are also usually considered noise-sensitive.

How Loud Is It? Sound Levels for Common Noise Sources

Activity	Noise Level in Decibels
Limit of Hearing	0 dB
Normal Breathing	10 dB
Soft Whisper	30 dB
Library	40 dB
Refrigerator	50 dB
Rainfall	50 dB
Washing Machine	50-75 dB
Normal Conversation	60 dB
Hair Dryer	60-95 dB
Alarm Clock	65-80 dB
Power Mower	65-95 dB
Dumpster Pickup (@ 50')	80 dB
Garbage Disposal	80-95 dB
Noisy Restaurant	85 dB
Train Approaching (Engines)	85-90 dB
Tractor	90 dB
Shouting in Ear	110 dB
Loud Rock Concert	120 dB
Stock Car Race	130 dB
Jet Engine at Takeoff	150 dB

These are typical noise levels. Distance from the source will reduce the noise level. A 10 dB increase doubles perceived loudness. Continued exposure to noise above 85 dB can cause hearing loss; the maximum exposure to 85 dB noise in the workplace is eight hours. A single exposure to 140 dB noise can cause some hearing loss. *Source: National Institute for Occupational Safety and Health.*



Most communities handle noise issues through taking care to put compatible uses near each other and avoid placing noisy uses next to noise-sensitive uses.

The dominant sources of noise in Napa County are mobile (related to transportation), including automobile and truck traffic, boats, motorcycles, and operations at the Napa and Angwin airports. State Route 12 (SR 12), Hwy 29, SR 121, SR 128, and Silverado Trail are major sources of traffic noise for county residents as are some county roads.

Stationary noise sources are present in the County and consist mainly of airports (in particular, the Napa County Airport), construction sites, agricultural activities, and noise from commercial and industrial facilities. One commonly mentioned noise source is trash pickup, which can be an annoyance particularly during early morning hours.

Noise during agricultural activities is for the most part intermittent and is associated with tractors, frost protection equipment, bottling equipment, barrel washing, and crush and press activities as well as with general truck and vehicle traffic.

Existing noise levels in Napa County are documented in the Baseline Data Report (BDR). Current noise levels for major roadways are shown in Table 6-8 of the BDR.

Projected noise levels resulting from roadways are shown in the following table, which reflects the most complete information available at the time of the updating of the General Plan. Because traffic is projected to increase, noise levels associated with roadways are expected to increase.

Noise contours resulting from operations at Napa and Angwin airports are shown in Figures CC-1 and CC-2, following the table.

**TABLE CC-B:
EXISTING (2006) AND PROJECTED (2030) ROADWAY NOISE**

Road Name	Segment Limit North/ East	Segment Limit South/ West	L _{dn} at 100 feet Existing (2006)	L _{dn} at 100 feet Future (2030)
American Canyon Road	I-80	Flosden Road	70	72
Chiles Pope Valley Road	Pope Canyon Road	Lower Chiles Valley Road	55	59
Deer Park Road	Sanitarium Road (North)	Silverado Trail	62	65
Deer Park Road	Silverado Trail	Hwy 29 (Hwy 29/128)	64	68
Flosden Road	American Canyon Road	Napa/Solano County Line	67	70
Howell Mountain Road	Pope Valley Road	N White Cottage Road	54	59
Napa Vallejo Hwy	Kaiser Road	Hwy 29 (Hwy 29/12)	72	76
Oak Knoll Ave	Big Ranch Road	Highway 29	61	62
Oakville Cross Road	Napa River	Highway 29	59	62



Road Name	Segment Limit North/ East	Segment Limit South/ West	Ldn at 100 feet Existing (2006)	Ldn at 100 feet Future (2030)
Old Sonoma Road	Buhman Avenue	Carneros Highway (SR 121/12)	63	64
Petrified Forest Road	Foothill Boulevard (SR 128)	Franz Valley School Road	62	65
Silverado Trail	Oak Knoll Avenue	Hardman Avenue	68	71
Silverado Trail	Sage Canyon Road (SR 128)	Yountville Cross Road	69	71
Silverado Trail	Pope Street	Zinfandel Lane	67	71
Silverado Trail	Bale Lane	Deer Park Road	63	67
Silverado Trail	Calistoga City Limits	Lincoln Avenue (Hwy 29)	64	68
Soscol Avenue	First Street	Silverado Trail	68	68
Spring Mountain Road	St. Helena City Limit	Langtry Road	56	60
State Highway 12/121	Cuttings Wharf Road	Stanley Road	72	73
State Highway 12	Lynch Road	Kelly Road	72	73
State Highway 121	Wooden Valley Road	Vichy Avenue	58	64
State Highway 121	Circle Oaks Drive	Wooden Valley Road	57	62
State Highway 121	Napa/Sonoma County Line	Old Sonoma Road	71	72
State Highway 128	Napa/Sonoma County Line	Tubbs Lane	59	66
State Highway 128	Tubbs Lane	Petrified Forest Road	66	67
State Highway 128	Petrified Forest Road	Lincoln Ave (Hwy 29)	65	67
State Highway 128	Napa River	St. Helena Hwy (Hwy 29)	58	63
State Highway 128	Chiles-Pope Valley Road	Silverado Trail	60	68
State Highway 128	Monticello Road (SR 121)	Berryessa-Knoxville Road	59	68
State Highway 128	Napa/Yolo County Line	State Highway 121	56	69
State Highway 29	Napa/Lake County Line	Tubbs Lane	62	62
State Highway 29	Green Island Road	American Canyon Road	73	74
State Highway 29	California Drive	Oak Knoll Avenue	70	72
State Highway 29	Oakville Grade	Madison Street	70	72
State Highway 29	Rutherford Cross Road (SR 128)	Oakville Grade	70	72

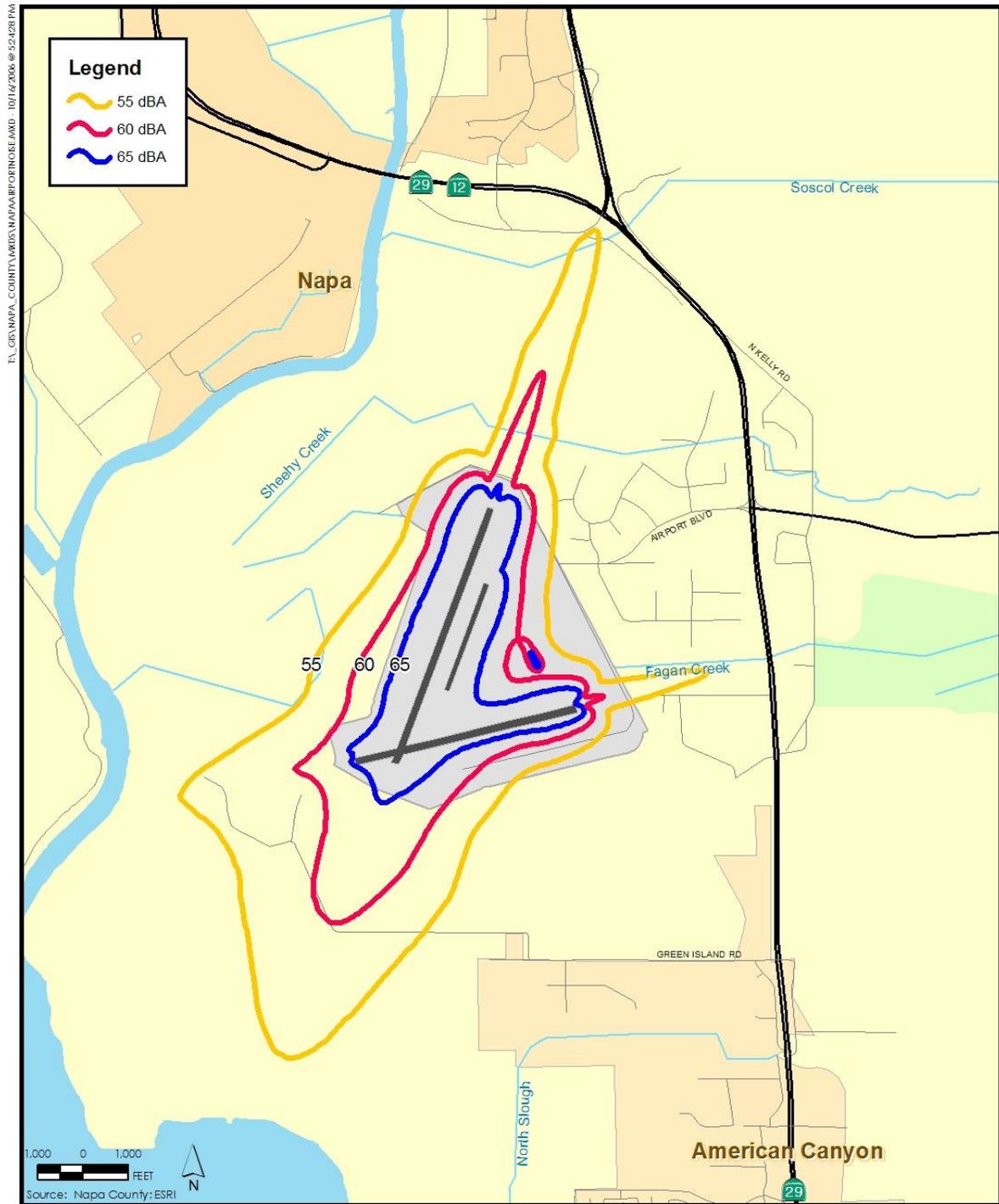


COMMUNITY CHARACTER

Road Name	Segment Limit North/ East	Segment Limit South/ West	L _{dn} at 100 feet Existing (2006)	L _{dn} at 100 feet Future (2030)
State Highway 29	Chaix Lane	Zinfandel Lane	70	72
State Highway 29	Lodi Lane	Deer Park Road	68	70
State Highway 29	Kelly Road	Jamieson Canyon Road (SR 12)	76	77
State Highway 29	Napa-Vallejo Hwy (SR 221)	Kelly Road	72	76
State Highway 29	Napa-Vallejo Hwy (SR 221)	Carneros Hwy (SR 121/12)	74	76
State Highway 29	Imola Avenue (SR 121)	Carneros Hwy (SR 121/12)	73	74
Tubbs Lane	Highway 29	Highway 128	64	70
Wooden Valley Road	Monticello Road (SR 121)	Napa/Solano Co Line	58	64
Yountville Cross Road	Silverado Trail	Yountville Town Limits	61	61
Zinfandel Lane	Silverado Trail	St. Helena Hwy (Hwy 29 & 128)	62	65

* Noise contour falls within the roadway. Source: 2007 General Plan EIR

FIGURE CC-1: NAPA COUNTY AIRPORT PROJECTED NOISE LEVELS (DBA CNEL)

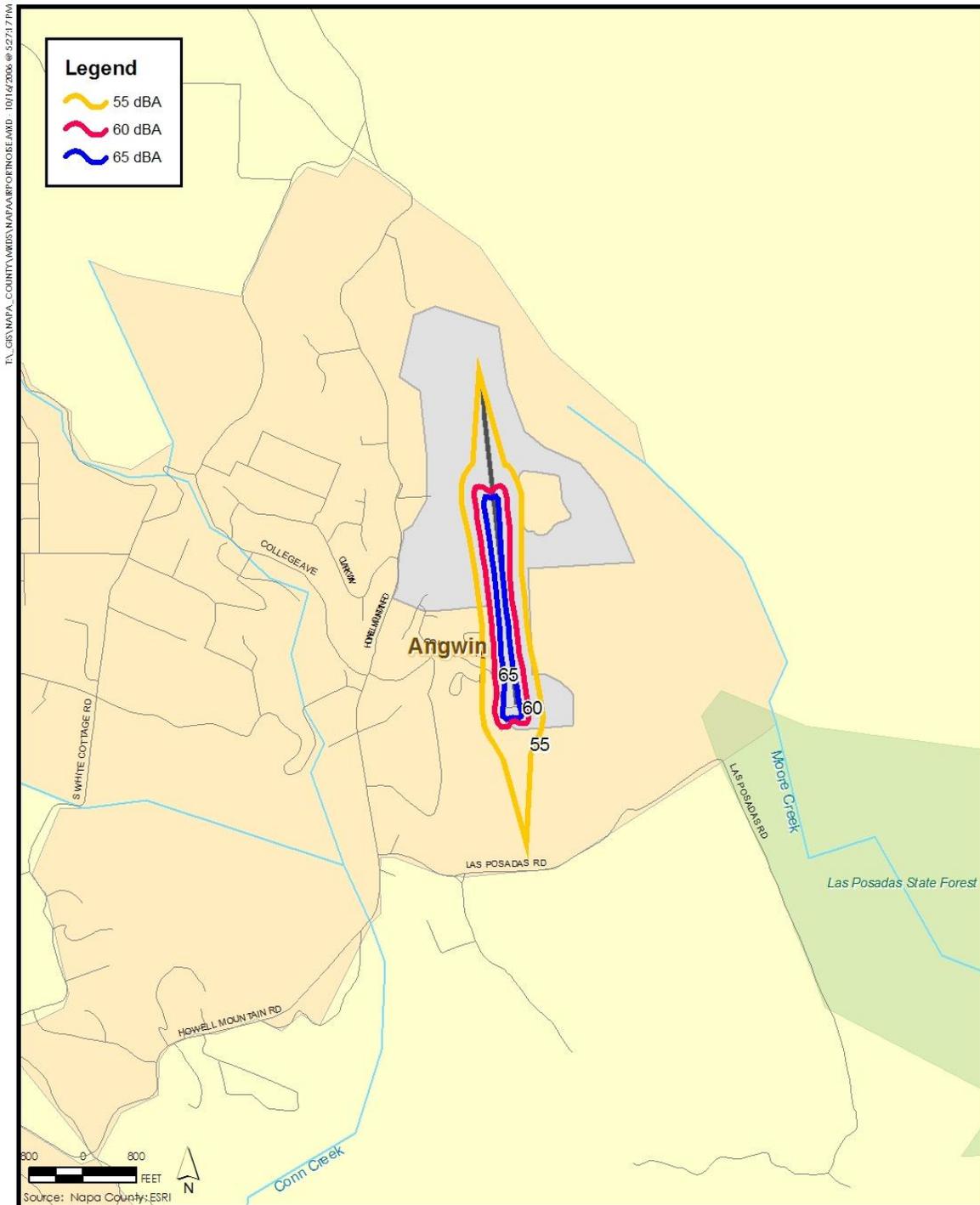


Source: Napa County, 2004

Note: American Canyon boundaries are shown as of that date (pre-2005)



FIGURE CC-2: ANGIN AIRPORT PROJECTED NOISE LEVELS (DBA CNEL)



Source: Jones & Stokes, 2005



Most complaints about noise in Napa County arise from instances where residential areas are next to agricultural lands or agricultural processing areas. For example, some neighborhoods along the border between the City of Napa and unincorporated agricultural lands of Napa County are subject to the late-night sounds of wind machines stirring the air to prevent frost damage, and other more rural areas in the county are subject to the seasonal sounds of tractors, trucks, and other farm equipment during harvest. As noted in the Noise Goals and Policies section of this Element, the County considers the sounds generated by normal agricultural activities to be a necessary and unavoidable part of the community's character and the right to farm principle.

ODORS

Like noise and light, there is a great amount of subjectivity about odors. Although smells are more difficult to quantify than noise or light emissions, air quality districts do regulate certain concentrations of the chemicals which result in odors almost universally considered bad, such as landfills or wastewater treatment ponds.

Because smells travel from their source to adjacent lands, odor can create issues of land use compatibility. However, the subjectivity of smell and difficulty in quantifying concentrations of odors make identifying compatibility issues a difficult affair. Where odors are known to be generated, as in sewage treatment ponds or large agricultural composting areas, filters and other technology can be used to reduce odor levels.

AESTHETICS, ARTS AND CULTURE, VIEWS, AND SCENIC ROADWAYS GOALS

- Goal CC-1:** Preserve, improve, and provide visual access to the beauty of Napa County.
- Goal CC-2:** Continue to promote the diverse beauty of the entire county since this beauty is intricately linked to the continued economic vitality of the region and benefits residents, businesses and visitors.
- Goal CC-3:** Recognize the role of the arts in contributing to the quality of life and the attractiveness of Napa County.

AESTHETICS, ARTS AND CULTURE, VIEWS AND SCENIC ROADWAYS POLICIES

- Policy CC-1: The County will retain the character and natural beauty of Napa County through the preservation of open space.
- Policy CC-2: New wineries and other uses requiring the issuance of a Use Permit should be designed to convey their permanence and attractiveness.
- Policy CC-3: Signs shall be used primarily to provide necessary information and business identification rather than the advertisement of goods and services. Sign size limits and locational requirements shall be established to avoid over-proliferation of signs. Although the sign size may be limited, lettering should be large and easy to read.



Action Item CC-3.1: Examine the County's sign ordinance and determine whether changes are needed to strike an appropriate balance between sign size and legibility.

Policy CC-4: Consistent with current regulations regarding road setbacks and fences, the County shall preserve the existing significant natural features by requiring all development to retain the visually open, rural character of the County and by allowing solid sound walls only in unique circumstances and where acceptable noise levels are exceeded.

Policy CC-5: Recognizing that vineyards are an accepted and attractive visual feature of Napa County, but that visual changes can cause public concern, the County shall require the retention of trees in strategic locations when approving conversion of existing forested land to vineyards in order to retain landscape characteristics of the site when viewed from public roadways and shall require the retention of trees to screen non-agricultural activities and other proposed developments.

Policy CC-6: The grading of building sites, vineyards, and other uses shall incorporate techniques to retain as much as possible a natural landform appearance. Examples include:

- The overall shape, height, and grade of any cut or fill slope shall be designed to simulate the existing natural contours and scale of the natural terrain of the site.
- The angle of the graded slope shall be gradually adjusted to the angle of the natural terrain.
- Sharp, angular forms shall be rounded and smoothed to blend with the natural terrain.

Policy CC-7: The County seeks to strengthen the arts community and encourages incorporation of art into the design of new public buildings.

Policy CC-8: Scenic roadways which shall be subject to the Viewshed Protection Program are those shown in Figure CC-3, or designated by the Board of Supervisors in the future.

Policy CC-9: The County may consider pursuing formal scenic highway designation by the State of California for some roadways, provided that in each case the benefits of the designation are found to outweigh any costs.

Policy CC-10: Consistent with the County's Viewshed Protection Program, new developments in hillside areas should be designed to minimize their visibility from the County's scenic roadways and discourage new encroachments on natural ridgelines. The County shall continue implementation of the Viewshed Protection Program and shall apply the protective provisions of the program to all public projects.

Action Item CC-10.1: Undertake a regular review of the viewshed protection program to ensure its effectiveness and consider adding protections for views from Lake Berryessa to the program.

Policy CC-11: The County will work with the City of American Canyon to explore the possibility of jointly developing a Scenic Highway 29 Corridor plan within our respective jurisdictions



to develop the Highway 29 Corridor in a comprehensive and aesthetically pleasing manner.

Policy CC-12: Development projects on County-owned sites within the incorporated cities/town shall be designed to be visually compatible with their surroundings in terms of use, scale, and materials.

Policy CC-13: The County's roadway construction and maintenance standards and other practices shall be designed to enhance the attractiveness of all roadways and in particular scenic roadways. New roadway construction or expansion shall retain the current landscape characteristics of County-designated scenic roadways, including retention of existing trees to the extent feasible and required re-vegetation and re-contouring of disturbed areas. In addition:

- a) The development of hiking trails and bicycle lanes should be coordinated, when possible, with scenic roadway corridors and should provide access for the elderly and disabled in accordance with the Americans with Disabilities Act.
- b) A program to replant trees and shrubbery should be implemented in cases where they are removed during new roadway alignment.
- c) Opportunities should be explored for joint public/private participation in developing locations for roadside rests, picnic areas and vista points.
- d) Installation of landscaping shall be required in conjunction with major roadway improvements where necessary to screen existing residences from glare generated by vehicle headlights.

Policy CC-14: To the extent allowed by law, telecommunications facilities and transmission lines shall not be located within view of any scenic roadway unless they are sited and designed so as to be virtually invisible to the naked eye from the roadway, are designed to appear as a natural feature of the environment and do not block views or disrupt scenic vistas, or are so well architecturally-integrated into an existing building as to effectively be unnoticeable.

Policy CC-15: The County opposes the construction of any new billboards and supports the removal of existing billboards.

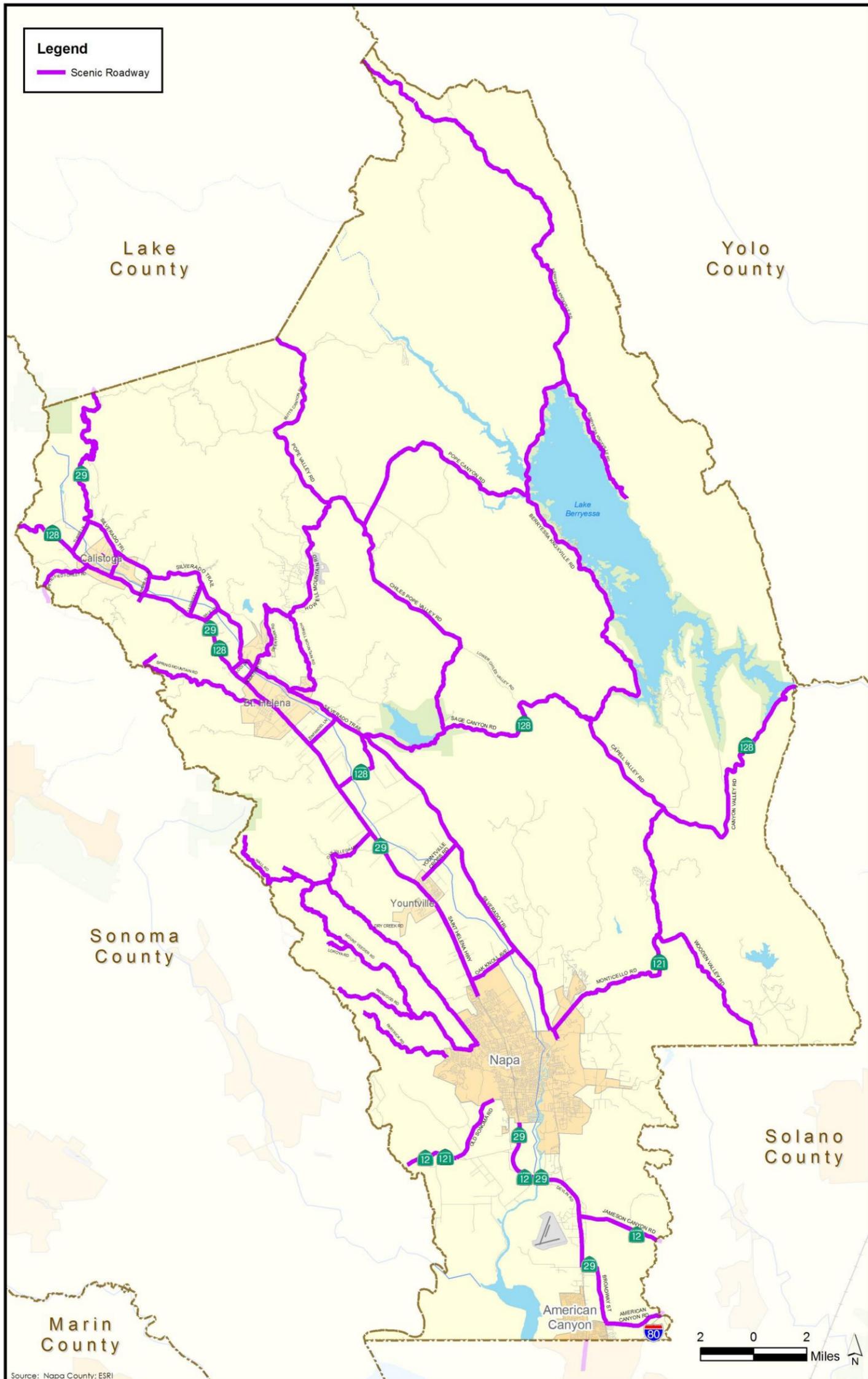
Policy CC-16: Adjacent to scenic roadways, utilities shall be placed underground where possible.



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FIGURE CC-3: SCENIC ROADWAYS SUBJECT TO VIEWSHED PROTECTION PROGRAM





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CULTURAL RESOURCES GOALS

- Goal CC-4:** Identify and preserve Napa County's irreplaceable cultural and historic resources for present and future generations to appreciate and enjoy.
- Goal CC-5:** Encourage the reuse of historic buildings by providing incentives for their rehabilitation and reuse.

CULTURAL RESOURCES POLICIES

Policy CC-17: Significant cultural resources are sites that are listed in or eligible for listing in either the National Register of Historic Places or the California Register of Historic Resources due to their potential to yield new information regarding prehistoric or historic people and events or due to their intrinsic or traditional cultural value.

Policy CC-18: Significant historical resources are buildings, structures, districts, and cultural landscapes that are designated Napa County Landmarks or listed in or eligible for listing in either the National Register of Historic Places or the California Register of Historic Resources. Owner consent is a prerequisite for designation as a County Landmark.

Policy CC-19: The County supports the identification and preservation of resources from the County's historic and prehistoric periods.

Action Item CC-19.1: In partnership with interested historic preservation organizations, seek funding to undertake a comprehensive inventory of the County's significant cultural and historic resources using the highest standard of professional practices.

Action Item CC-19.2: Consider amendments to the County zoning and building codes to improve the procedures and standards for property owner-initiated designation of County Landmarks, to provide for the preservation and appropriate rehabilitation of significant resources, and to incorporate incentives for historic preservation.

Policy CC-20: The County shall support and strengthen public awareness of cultural and historic preservation through education, public outreach, and partnership with public and private groups involved in historic preservation. Example programs include:

- Providing information to the public on historic preservation efforts and financial incentive programs.
- Creating a historic preservation page on the County's Web site with links to federal and state historic preservation programs and financial incentive programs.
- Distributing pamphlets that outline and discuss historic preservation programs available to property owners.



- Keeping handouts and applications on federal and state incentive programs at the Planning and Building public counters.
- Partnering with local non-profits to place plaques or other identification at designated historic buildings and sites.
- Coordinating with open space/land conservation organizations to preserve historic buildings and sites on land set aside for conservation, whether for public or private use.

Policy CC-21: Rock walls constructed prior to 1920 are important reminders of the County's agricultural past. Those walls which follow property lines or designated scenic roadways shall be retained to the extent feasible and modified only to permit required repairs and allow for openings necessary to provide for access.

Policy CC-22: The County supports efforts to recognize and perpetuate historic vineyard uses and should consider ways to provide formal recognition of "heritage" landscapes, trees, and other landscape features with owner consent.

Policy CC-23: The County supports continued research into and documentation of the county's history and prehistory, and shall protect significant cultural resources from inadvertent damage during grading, excavation, and construction activities.

Action Item CC-23.1: In areas identified in the Baseline Data Report as having a significant potential for containing significant archaeological resources, require completion of an archival study and, if warranted by the archival study, a detailed on-site survey or other work as part of the environmental review process for discretionary projects.

Action Item CC-23.2: Impose the following conditions on all discretionary projects in areas which do not have a significant potential for containing archaeological or paleontological resources:

- "The Planning Department shall be notified immediately if any prehistoric, archaeological, or paleontologic artifact is uncovered during construction. All construction must stop and an archaeologist meeting the Secretary of the Interior's Professional Qualifications Standards in prehistoric or historical archaeology shall be retained to evaluate the finds and recommend appropriate action."
- "All construction must stop if any human remains are uncovered, and the County Coroner must be notified according to Section 7050.5 of California's Health and Safety Code. If the remains are determined to be Native American, the procedures outlined in CEQA Section 15064.5 (d) and (e) shall be followed."

Policy CC-24: Promote the County's historic and cultural resources as a means to enhance the County's identity as the nation's premier wine country and a top tourist destination, recognizing that "heritage tourism" allows tourists to have an authentic experience and makes good business sense.



- Policy CC-25: Promote the use of recreational trails following historic alignments such as the Oat Hill Mine Road, and make every effort to include historical information at all trail heads and in trail maps and brochures. Also provide historical information about roads that follow historic trails where feasible, such as Silverado Trail, Old Sonoma Road, Glass Mountain Road, and others. Provide access for the elderly and disabled to interpretive information, trail segments, and trail heads as required by law.
- Policy CC-26: Projects which follow the Secretary of the Interior's Standards for Preservation Projects shall be considered to have mitigated their impact on the historic resource.
- Policy CC-26.5: When discretionary projects involve potential historic architectural resources, the County shall require an evaluation of the eligibility of the potential resources for inclusion in the NRHP and the CRHR by a qualified architectural historian. When historic architectural resources that are either listed in or determined eligible for inclusion in the NRHP or the CRHR are proposed for demolition or modification, the County shall require an evaluation of the proposal by a qualified preservation architect to determine whether it complies with the Secretary of the Interior's Standards for Preservation Projects. In the event that the proposal is determined not to comply with the Secretary of the Interior's Standards, the preservation architect shall recommend modifications to the project design for consideration by the County and for consideration and possible implementation by the project proponent. These recommendations may include modification of the design, re-use of the structure, or avoidance of the structure.
- Policy CC-27: Offer incentives for the appropriate rehabilitation and reuse of historic buildings and disseminate information regarding incentives available at the state and federal level. Such incentives shall include but are not limited to the following:
- a) Apply the State Historical Building Code when building modifications are proposed.
 - b) Reduce County building permit fees when qualified preservation professionals are retained by applicants to verify conformance with the SHBC and the Secretary of the Interior's Standards.
 - c) Use of the federal historic preservation tax credit for qualified rehabilitation projects.
 - d) Income tax deductions for qualified donations of historic preservation easements.
- Policy CC-28: As an additional incentive for historic preservation, owners of existing buildings within agricultural areas of the County that are either designated as Napa County Landmarks or listed in the California Register of Historic Resources or the National Register of Historic Places may apply for permission to reuse these buildings for their historic use or a compatible new use regardless of the land uses that would otherwise be permitted in the area so long as the use is compatible with agriculture, provided that the historic building is rehabilitated and maintained in conformance with the U.S. Secretary of the Interior's Standards for Preservation Projects.



This policy recognizes that, due to the small number of existing historic buildings in the County and the requirement that their historic reuse be compatible with agriculture, such limited development will not be detrimental to the Agriculture, Watershed or Open Space policies of the General Plan. Therefore such development is consistent with all of the goals and policies of the General Plan.

Action Item CC-28.1: Amend the Zoning Ordinance to provide a discretionary process such as a use permit by which property owners may seek approval consistent with Policy CC-28, for an additional incentive for historic preservation. The process shall preclude reuse of buildings which have lost their historic integrity and prohibit new uses that are incompatible with the historic building or that require inappropriate new construction.

Policy CC-29: Significant historic resources that are damaged by flood, fire, neglect, earthquake, or other natural disaster should be carefully evaluated by a structural engineer with preservation experience before they are determined to be beyond repair and destroyed.

Policy CC-30: Because the County encourages preservation of historic buildings and structures in place and those buildings and structure must retain “integrity” to be considered historically significant, the County shall discourage scavenging of materials from pre-1920 walls and other structures unless they are beyond repair.



LIGHT AND GLARE GOALS

Goal CC-6: Preserve and enhance the night environment of the County's rural areas and prevent excessive light and glare.

LIGHT AND GLARE POLICIES

Policy CC-31: The County considers nighttime darkness to be an integral part of the character of the County's rural areas.

Policy CC-32: Street lighting on County roadways shall be limited to the minimum amount needed for public safety and shall be designed to focus light only where it is needed.

Action Item CC-32.1: The County shall review and update as necessary its public works standards for street lighting to require the installation of fixtures which reduce the upward or sideways spillover of light consistent with the requirements of state law.

Policy CC-33: The design of buildings visible from the County's designated scenic roadways shall avoid the use of reflective surfaces which could cause glare.

Policy CC-34: Consistent with Building Code requirements for new construction in rural areas, nighttime lighting associated with new developments shall be designed to limit upward and sideways spillover of light. Standards shall be as specified in the most recent update of the "Nonresidential Compliance Manual for California's 2005 Energy Efficiency Standards" or the "Residential Compliance Manual for California's 2005 Energy Efficiency Standards" published by the State of California. Light timers and motion sensors shall be used wherever feasible.

NOISE GOALS

Goal CC-7: Accept those sounds which are part of the County's agricultural character while protecting the people of Napa County from exposure to excessive noise.

Goal CC-8: Place compatible land uses where high noise levels already exist and minimize noise impacts by placing new noise-generating uses in appropriate areas.

NOISE POLICIES

Policy CC-35: The noises associated with agriculture, including agricultural processing, are considered an acceptable and necessary part of the community character of Napa County, and are not considered to be undesirable provided that normal and reasonable measures are taken to avoid significantly impacting adjacent uses.



Note to the Reader: Agricultural uses covered by the Right to Farm are defined in Policy LU-2 in the Agricultural Preservation and Land Use Element. Please also see the Agricultural Preservation/Land Use Element for additional policies regarding agricultural uses and their right to operate.

Policy CC-36: Residential and other noise-sensitive activities shall not be located where noise levels exceed the standards contained in this Element without provision of noise attenuation features that result in noise levels meeting the current standards of the County for exterior and interior noise exposure.

Policy CC-37: The County shall seek to limit excessive noise impacts of recreational uses—including motorboats, shooting ranges, motorcycles, and other noise-producing equipment—through the enforcement of applicable laws (such as requirements for mufflers) and limits on the location and/or extent of such uses.

Policy CC-38: The following are the County’s standards for maximum exterior noise levels for various types of land uses established in the County’s Noise Ordinance. Additional standards are provided in the Noise Ordinance for construction activities (i.e., intermittent or temporary noise).

**EXTERIOR NOISE LEVEL STANDARDS
(LEVELS NOT TO BE EXCEEDED MORE THAN 30 MINUTES IN ANY HOUR)**

Land Use Type	Time Period	Noise Level (dBA) by Noise Zone Classification		
		Rural	Suburban	Urban
Single-Family Homes and Duplexes	10 p.m. to 7 a.m.	45	45	50
	7 a.m. to 10 p.m.	50	55	60
Multiple Residential 3 or More Units Per Building (Triplex +)	10 p.m. to 7 a.m.	45	50	55
	7 a.m. to 10 p.m.	50	55	60
Office and Retail	10 p.m. to 7 a.m.	60		
	7 a.m. to 10 p.m.	65		
Industrial and Wineries	Anytime	75		

- a) For the purposes of implementing this policy, standards for residential uses shall be measured at the housing unit in areas subject to noise levels in excess of the desired levels shown above.



- b) Industrial noise limits are intended primarily for use at the boundary of industrial zones rather than for noise reduction at the industrial use.
- c) Where projected noise levels for a given location are not included in this Element, site-specific noise modeling may need to be conducted in order to apply the County’s Noise policies.
- d) For further information, see the County Noise Ordinance.

Policy CC-39: The following are noise compatibility guidelines for use in determining the general compatibility of planned land uses:

**NOISE COMPATIBILITY GUIDELINES
(EXPRESSED AS A 24-HOUR DAY-NIGHT AVERAGE OR LDN)**

<i>Land Use</i>	<i>Completely Compatible</i>	<i>Tentatively Compatible</i>	<i>Normally Incompatible</i>	<i>Completely Incompatible</i>
<i>Residential</i>	<i>Less than 55 dBA</i>	<i>55-60 dBA</i>	<i>60-75 dBA</i>	<i>Greater than 75 dBA</i>
<i>Commercial</i>	<i>Less than 65 dBA</i>	<i>65-75 dBA</i>	<i>75-80 dBA</i>	<i>Greater than 80 dBA</i>
<i>Industrial</i>	<i>Less than 70 dBA</i>	<i>70-80 dBA</i>	<i>80-85 dBA</i>	<i>Greater than 85 dBA</i>

See Policy CC-43 for the definitions of these four levels of compatibility.

Policy CC- 40: Property owners proposing new noise- or vibration-sensitive uses in proximity to existing industrial activities such as Syar Quarry, haul roads leading to the quarry, and within 100’ of railroad tracks shall retain the services of a qualified noise expert to evaluate the potential for noise- and vibration-related land use conflicts. The expert shall recommend methods to ensure that residents and occupants will not be exposed to (a) excessive vibration levels that are disruptive or cause structural damage, or (b) noise in excess of the standards provided in this General Plan. Other methods to address noise and vibration may include, but are not limited to, building setbacks, site design and building orientation, soil compaction/grouting, noise barriers, buffers, building and foundation design, and incorporation of noise insulation. Compliance with this policy shall be demonstrated prior to issuance of a building permit.

Policy CC-41: Where noise-sensitive uses are proposed on County-owned sites within incorporated jurisdictions, the noise standards of that jurisdiction shall apply.

Policy CC-42: The following are the County’s standards for acceptable indoor intermittent noise levels for various types of land uses. These standards should receive special attention when projects are considered in “Tentatively Compatible” or “Normally Incompatible” areas as determined by Policies CC-39 and CC-43, and new uses shall incorporate design features to ensure that these standards are met.



INTERIOR NOISE LEVEL CRITERIA FOR INTERMITTENT NOISE

Land Use Type	Acceptable Noise Level (dBA CNEL)
Residential (Single- and Multi-Family)	
Living Areas, Daytime	60 dBA
Living Areas, Nighttime	55 dBA
Sleeping Areas	45 dBA
School Classrooms or Library	55 dBA
Church Sanctuary	45 dBA
Commercial, Educational, Office, Light and Heavy Industrial, Warehousing	Conform with applicable state and federal workplace safety standards

Note: Standards for public schools are set and enforced by the State of California and are not regulated by the County.

Policy CC-43: The following definitions shall be used in combination with the standards in the Noise Compatibility Guidelines shown above.

- a) “Completely Compatible” means that the specified land use is satisfactory and both the indoor and outdoor environments are pleasant.
- b) “Tentatively Compatible” means that noise exposure may be of concern, but common building construction practices will make the indoor living environment acceptable, even for sleeping quarters, and the outdoor environment will be reasonably pleasant.
- c) “Normally Incompatible” means that noise exposure warrants special attention, and new construction or development should generally be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. Careful site planning or exterior barriers may be needed to make the outdoor environment tolerable.
- d) “Completely Incompatible” means that the noise exposure is so severe that new construction or development should generally not be undertaken.

Policy CC-44: The County shall require that appropriate noise mitigation measures be included when new residential developments are to be built in close proximity to significant noise sources.

Policy CC-45: Development in the area covered by any Airport Land Use Compatibility Plan (ALUCP) shall be consistent with the noise levels projected for the airport. Where necessary, noise insulation or other measures shall be included to maintain desired interior noise levels.



Action CC-45.1: The County shall use avigation easements, disclosure statements, and other appropriate measures to ensure that residents and businesses within any airport influence area are informed of the presence of the airport and its potential for creating current and future noise.

Policy CC-46: Noise created by the construction of new transportation noise sources (such as new roadways or new rail service) shall be mitigated so as not to exceed maximum acceptable outdoor or indoor noise levels for existing noise-sensitive land uses. Mitigation may include the retrofitting of existing buildings with noise insulation to maintain interior quiet.

A detailed noise analysis shall be conducted as part of roadway improvement design where a proposed road widening or extension may expose existing noise-sensitive land uses to traffic noise in excess of County noise standards or (in the case where noise standards have already been exceeded) result in a substantial increase in traffic noise levels. The analysis shall identify potential impacts to sensitive receptors and identify noise attenuation features to mitigate substantial noise increase to the extent feasible. Features may include noise barriers, retrofitting buildings with additional noise insulation, use of specialized construction materials, or other appropriate measures. These features shall be incorporated into the roadway design and implemented as part of construction of roadway improvements.

Policy CC-47: Where feasible, the County should embrace new technologies to address existing and potential future noise sources. For example, use of rubberized asphalt concrete in roadway resurfacing can reduce noise levels experienced by nearby residents.

Policy CC-48: Where proposed commercial or industrial land uses are likely to produce noise levels exceeding the standards contained in this Element at existing or planned noise-sensitive uses, an acoustical analysis shall be required as part of the environmental review process so that noise mitigation may be included in the project design.

Policy CC-49: Consistent with the County's Noise Ordinance, ensure that reasonable measures are taken such that temporary and intermittent noise associated with construction and other activities does not become intolerable to those in the area. Construction hours shall be limited per the requirements of the Noise Ordinance. Maximum acceptable noise limits at the sensitive receptor are defined in Policies CC-35, CC-36, and CC-37.

Policy CC-50: The County shall cooperate with the cities and town to resolve mutual noise problems.



ODORS GOALS

- Goal CC-9:** Accept those odors which are part of the Napa County's character, while protecting people from exposure to unacceptable odors.
- Goal CC-10:** Place compatible land uses where unacceptable odors already exist and minimize any new uses that generate such odors.

ODORS POLICIES

Policy CC-51: The smells associated with wine-making, agriculture, and agricultural processes are considered to be an acceptable and integral part of the community character of Napa County, and are not considered to be undesirable, provided that normal and reasonable stewardship is followed in the operation of the wine-making or agricultural use and that odors are controlled to the extent possible consistent with the normal operation of the use.

Policy CC-52: Land uses sensitive to odors should generally not be placed near existing non-agricultural uses which generate offensive odors. Should sensitive uses be placed near existing odor-generating uses, the sensitive use shall be responsible for either (a) accepting the odor and notifying future residents/tenants, or (b) providing filters or other equipment to reduce odors to acceptable levels.

Policy CC-53: Odors associated with industrial and commercial uses—in particular, those generated by chemical or industrial processes—are considered generally unacceptable, and shall be required to mitigate their effects on nearby businesses and residences in accordance with standards of the Bay Area Air Quality Management District (BAAQMD).

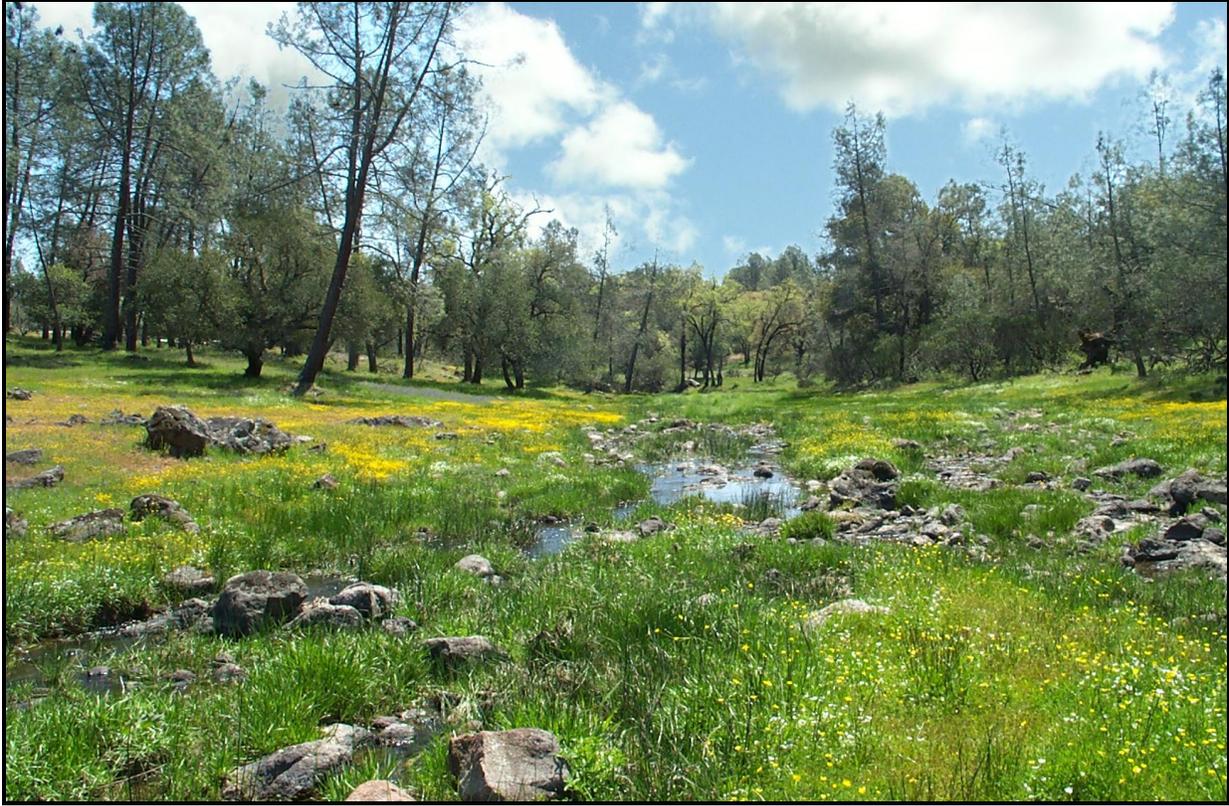
Action Item CC-53.1: Work with the BAAQMD to disseminate information regarding regulations, monitoring, and enforcement for noxious odors.

Policy CC-54: The County shall either require that adequate buffers be maintained between air pollution or odor sources and sensitive receptors such as residences, or that filters or other mitigation be provided to reduce potential exposures to acceptable levels consistent with regulatory requirements.

- a) New sources of toxic air contaminants or odors proposed near residences or sensitive receptors within screening distances recommended by the California Air Resources Board (CARB) or BAAQMD shall be evaluated and adequate buffers or filters or other equipment shall be provided.
- b) New residences or other sensitive receptors proposed near sources of toxic air contaminants or odors within screening distances recommended by CARB or BAAQMD shall be evaluated and adequate buffers shall be established or mitigations such as filters or other equipment shall be required.



CONSERVATION



Preserving Napa County's natural resources is vital to a healthy and sustainable environment.

INTRODUCTION

This Conservation Element provides goals, policies, and action items related to open space conservation as well as a wide range of other topics that together comprise the natural environment of Napa County, including its natural resources and its water resources. The goals and policies contained in this element also address climate change and sustainable practices for environmental health related to water, energy conservation, air pollutant, greenhouse gas emissions, clean energy generation, and similar issues. Policies and action items in this element consider the cumulative effects of development described in the Agricultural Preservation and Land Use Element by incorporating feasible mitigation measures from the Environmental Impact Report (EIR) associated with the 2005-2008 General Plan Update, and articulate when future development projects will be required to assess and mitigate project-specific impacts.

Note to the Reader: Please consult the Agricultural Preservation and Land Element for related policies about agricultural open space; and consult the Recreation and Open Space Element for related policies about open space for recreational purposes.



IN THIS ELEMENT

- **Introduction (Page CON-1)**
 - Conservation in Napa County (Page CON-2)
 - Natural Resources (Page CON-3)
 - Water Resources (Page CON-4)
 - Climate Protection and Sustainable Practices for Environmental Health (Page CON-13)
 - Managed Production of Resources (Page CON-17)
 - Vineyard Development (Page CON-19)
 - Open Space Conservation Goals and Policies (Page CON-22)
 - Open Space Conservation Policies (Page CON-22)
 - Natural Resources Goals and Policies (Page CON-25)
 - Natural Resources Policies (Page CON-25)
 - Natural Resources Goals/Policies Action Items (Page CON-33)
 - Water Resources Goals and Policies (Page CON-35)
 - Water Resources Policies (Page CON-36)
 - Water Resources Action Items (Page CON-43)
 - Climate Protection and Sustainable Practices for Environmental Health Goals and Policies (Page CON-45)
 - Climate Protection and Sustainable Practices for Environmental Health Policies (Page CON-45)
 - Climate Protection and Sustainable Practices for Environmental Health Action Items: (Page CON-51)
- **Figures:**
 - Figure CON-1: Major Napa County Watersheds (Page CON-9)
 - Figure CON-2: Napa Valley Groundwater Sub-Regions (Page CON-11)
 - Figure CON-3: Energy Use in Napa County (Page CON-14)
 - Figure CON-4: Countywide Wine Grape Acreage Trend Line (1958-2004) & Forecast (to 2030) (Page CON-20)

CONSERVATION IN NAPA COUNTY

Napa County has for many years been committed to the conservation of sensitive resources and has been at the forefront of both protecting agricultural land and providing for the conservation of natural resources including surface and ground water, soils, fisheries, wildlife, important plant species, and habitats.

An outgrowth of its commitment to agricultural preservation and urban-centered growth, the county's commitment to open space conservation has been extraordinarily successful when compared to other Bay Area counties. Over 89 percent of Napa County is considered "open space," in the sense that it is reserved for non-urban uses, and minimum parcel sizes of 40 to 160 acres apply to 93 percent of the unincorporated county.

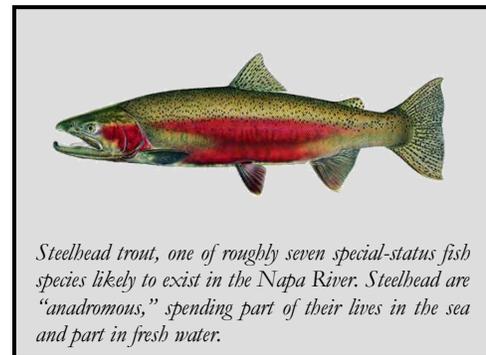


Napa County's Conservation Regulations, approved by the Board of Supervisors in 1991, established procedures for review of projects that might have an effect on water quality or other natural resources issues and were intended to balance the desires for environmental and agricultural sustainability. By minimizing erosion from construction and agricultural activities, the regulations protect against excessive soil loss, prevent the decline of water quality, and guard against the loss of economic productivity of the county's lands.

Since 1991, Napa County's conservation efforts have included reports by the Napa River Watershed Task Force (Phase I – May 1999 and Phase II – September 2000) and establishment of the Watershed Information Center and Conservancy (WICC) on May 21, 2002. The WICC is an advisory body to the Board of Supervisors and includes representatives from every jurisdiction in the county as well as members with technical expertise. As an apolitical organization focusing on information exchange and outreach, the WICC plays an increasing role in the collection of water quality monitoring data and support of stream restoration efforts. (For more information, see www.napawatersheds.org.)

NATURAL RESOURCES

California is known globally as a region having significant biodiversity (e.g., a “hot spot” for biological diversity), where species diversity is high (Myers et al. 2000, Stein et al. 2000). Napa County is located within the California Floristic Province, the portion of the state west of the Sierra Crest, which is known to be particularly rich in endemic plant species (Hickman 1993, Stein et al. 2000).¹ Compared to California as a whole, Napa County has an unusually diverse array of habitats and natural biodiversity and has been described, along with the northern San Francisco Bay Area, as a region containing “world-class biodiversity”.² Napa's varied topography, landscape of peaks and valleys, rolling hills, numerous microclimates, and many creeks, streams, and rivers all combine to create one of the 25 most biologically diverse counties in the United States. Napa County is home to nearly 150 “special-status” species. Two plant species found in the county are found nowhere else in the world (Napa bluegrass and *Calistoga* popcorn flower), and nine additional plant species are only found in Napa County and its neighboring counties.



Steelhead trout, one of roughly seven special-status fish species likely to exist in the Napa River. Steelhead are “anadromous,” spending part of their lives in the sea and part in fresh water.

Napa County has particularly diverse plant life, including oak woodlands, grasslands, mixed serpentine chaparral, mixed willow riparian forests, redwood forests, and vernal pools. Although Napa County occupies less than ½ percent of California's land, it contains 32 percent of the state's native flora. Approximately 114 special-status plant species have been observed in Napa County, and qualities of habitat suggest there may be more.

Special-status species are plants and animals that are legally protected under federal or state regulations and are designated as endangered, rare, or threatened. Other species of local concern or habitats of limited

¹ Napa County Baseline Data Report (BDR), 2005.

² Conservation Vision 2010, Land Trust of Napa County, 2004.



distribution³ can be considered “special-status” in some contexts, and species preservation and a healthy natural environment cannot be achieved without consideration for habitat protection, including significant plant communities. According to the California Oak Foundation, Napa County, with approximately 167,450 acres of oak woodlands comprising 33 percent of the county, has the highest density of oak woodlands in the state. The Foundation also makes note of the county’s numerous significant natural plant communities, including wetlands/marsh, grassland, chaparral, and forests (Garman & Firman, *Oaks 2040: The Status and Future of Oaks in California*, California Oak Foundation, November 2006).⁴

Napa County is also home to many wildlife species, including many rare, threatened, and endangered species. To date, 24 special-status wildlife species have been found in the county, and habitat suggests there may be 44 more. The coniferous forests of the northwest county provide homes for the threatened northern spotted owl, and the baylands of the southern county are home to over 130 species of birds, including the endangered California clapper rail. The rivers, creeks, and streams of Napa’s watersheds provide habitat for many species of plants, fish, invertebrates, and amphibians, including the threatened California red-legged frog.

This biota—or combination of the “flora and fauna” of the bio-community—provides real and measurable values to the county, including erosion control, water quality enhancement, natural beauty and ecological cohesiveness. As a result, habitat destruction, fragmentation, or land use conversions represent threats to the high level of biodiversity and special-status species in the county. Specific threats include natural regime disturbance (flooding and fire), human development, non-native invasive species, overgrazing, hydrologic modifications, wildlife exclusion fencing, conversion of natural habitats, disease, and certain non-native pests.

This Element addresses the natural resource threats and challenges mentioned above by articulating policies and actions to conserve, protect, and manage the county’s wide array of natural resources, including specific protection of special-status species, preservation and enhancement of biodiversity and natural habitats, support for continued resource monitoring and use of adaptive management methods.⁵ These conservation policies and their action items complement policies related to agricultural preservation, open space, and urban-centered growth presented in other elements of this General Plan.

WATER RESOURCES

Water is one of the most complex issues related to land use planning, development, and conservation; it is governed and affected by hundreds of federal, state, regional, and local mandates pertaining to pollution, land use, mineral resources, flood protection, soil erosion, reclamation, etc. Every year, the state legislature considers hundreds of bills relating to water issues, and in Napa County, more than two dozen agencies have some say in decisions and regulations affecting water quality and water use.

This Element addresses water resources by providing background information, goals, policies, and action items related to water quality, quantity, and conservation by highlighting the importance of water supply

³ Habitats of limited distribution are natural communities in the County that are considered sensitive due to limited local distribution, encompassing less than 500 acres of cover within the County, and are considered by local biological experts to be worthy of conservation.

⁴ <http://www.californiaoaks.org/html/2040.html>

⁵ Adaptive management is a challenging blend of scientific research, monitoring, and practical management that allows for experimentation and provides the opportunity to “learn by doing,” by modifying management practices as necessary based on real-time data about their effectiveness and changing environmental conditions.



planning and monitoring and the importance of protecting natural systems that provide water for consumptive uses, including groundwater supplies.

Watersheds

Healthy functioning watersheds are vital for a healthy environment and healthy economy, and Napa County has made great strides in acknowledging and protecting these natural systems. The residents of the county rely on healthy watersheds to provide adequate water for domestic and agricultural purposes as well as to support the existence, use, and enjoyment of natural resources. Many things we do on land affect the health and function of our watersheds. Watersheds are complex, dynamic systems, containing various parts that continually adapt to internal and external changes. The Napa River watershed, containing the Napa River and its tributaries, has long been important assets in Napa County's ecology, environment, and development, and is today the focus of community interest, enlightened stewardship, and hands-on habitat restoration efforts.

The Napa River Watershed

The Napa River travels 55 miles from the headwaters of Mt. St. Helena to the delta feeding San Pablo Bay through varied landscapes of forested mountain slopes, vineyards, urban areas, open pasture, grasslands, industrial zones, and marshes, providing many different habitats for fish and wildlife characteristic of coastal inland streams and rivers of northern California. With the exception of a small portion in Solano County, the Napa River watershed is approximately 245,724 acres (includes roughly 11,530 acres of marshlands discussed later), lies almost entirely within the boundaries of Napa County, and is home to most of the county's residents and developed areas. It is estimated that 95 percent or more of the entire population of Napa County lives in the Napa River watershed.

Contained by Mt. St. Helena to the north, the Mayacamas Mountains to the west, Howell Mountain, Atlas Peak, and Mt. George to the east, and the Napa-Sonoma Marsh to the south, the Napa River drains a 426-square-mile watershed that discharges to the San Pablo Bay. Relative to other watersheds in the San Francisco Bay Area, the Napa River watershed remains predominately rural, with only 34 square miles developed for urban uses. The remainder of the watershed consists of agricultural production (mostly vineyards) and undeveloped open space.

The Napa River basin supports a diverse assemblage of fish and wildlife. The basin is home to nearly sixteen intact communities of native fish species, including steelhead, fall-run Chinook salmon, Pacific and river lamprey, hardhead, tule perch, and Sacramento splittail (Leidy 1997). Such native fish diversity is unsurpassed in Central Valley and Sierra streams, suggesting that the Napa River should be a priority watershed for native fish and aquatic wildlife conservation (Leidy 2000, Stillwater Sciences 2004, CEMAR 2007).⁶ In this regard, the Napa River basin is often referred to as an "anchor watershed."⁷

Throughout the Bay-Delta region, the abundance and distribution of resident steelhead and Chinook salmon have substantially diminished since the 1940s. The Napa River is estimated to have historically supported 6,000 to 8,000 steelhead and as many as 2,000 to 4,000 Coho salmon. By the late 1960s, however, Coho

⁶ Leidy, R.A., G.S. Becker, B.N. Harvey. 2005. Historical distribution and current status of steelhead/rainbow trout in streams of the San Francisco Estuary, California. Center for Ecosystem Management and Restoration, Oakland, CA.

⁷ San Francisco Estuary Watersheds Evaluation: Identifying Promising Locations for Steelhead Restoration in Tributaries of the San Francisco Estuary, Center of Ecosystem Management and Restoration, Draft March 2007.



salmon were no longer observed, and steelhead had declined to an estimated 2,000 adults. The existing run of steelhead is believed to be less than a few hundred adults (Stillwater Sciences 2004). Little information is available to determine the historical abundance of Chinook salmon. However, the Napa River's hydrology and habitat suggests that Chinook habitat was historically available. In recent years, both juvenile and adult Chinook salmon have been observed in the Napa River and its lower major tributaries, including within newly created floodplains terraces, below the Napa First Street Bridge. An ongoing effort to monitor the abundance and relative distribution of Chinook in the Napa River watershed is currently under way. Since 2004 and annually thereafter, the Napa County Resource Conservation District (RCD) has conducted annual spawning surveys of adult Chinook salmon. Although longer-term monitoring is needed, initial findings indicate the Napa River main stem and lower reaches and several large tributaries are supporting a small, reproducing, broadly dispersed population of Chinook salmon (RCD 2007).

There are several efforts currently under way to increase general understanding of river processes and improve the health of the Napa River watershed. For example, construction is currently under way on the Napa River Flood Reduction Project, which incorporates "Living River Principles" (LRP)⁸ and includes reconnecting the river to its historic flood plain, maintaining the natural slope and width of the river, retaining natural channel features such as mud flats, shallows, and sand bars, and supporting a continuous fish and riparian corridor along the river. In addition, well over \$4.5 million has been obtained over the last five years by several resource conservation groups and stewardships to restore, enhance, and protect water quality, plant and animal habitat, natural stream processes, and community relationships throughout the watershed.⁹



The Napa River Marshes occupy the southern end of the Napa River watershed and amount to roughly 11,530 acres. Much of this area was "reclaimed" around the turn of the century for agricultural purposes, namely cattle grazing and hay. In the 1950s, much of the land in this area was converted to salt ponds. The Cargill Salt Company stopped producing salt in the ponds and sold the evaporator ponds to the State of California, which assigned ownership and management to the Department of Fish and Game. Restoration of this area has long been a vision for local resource agencies, conservationists, and municipalities. The North Slough Tidal Marsh Restoration Project was completed in 2006, and the area is now part of the largest tidal restoration project on the west coast of the United States and one of many restoration projects throughout the San Francisco Bay Area (Napa River Salt Marsh Restoration Project, Final EIS, June 2004). Currently there is an effort under way to re-establish and actively manage nearly 10,000 acres of historic wetlands, sloughs, and tidal areas in and around the mouth of the

⁸ A "living" Napa River system functions properly when it conveys variable flows and stores water in the floodplain, balances sediment input with sediment transport, provides good quality fish and wildlife habitat, maintains good water quality and quantity, and provides recreation and aesthetic values. A "living" Napa River conveys equilibrium and harmony with all that it touches and resonates this through the human and natural environment.

⁹ As of October 2007; Napa County Resource Conservation District based upon various known efforts and reports submitted to the Department of Conservation, in compliance with the state's Watershed Coordinator Grant Program, 2001-2007.



Napa River (Napa River Unit).¹⁰ A key component of this regional restoration effort is the Napa Plant Site Restoration (NPSR) project. The NPSR project is located near the City of American Canyon and entails the enhancement and restoration of 1,460 acres of wetlands and associated habitats to benefit estuarine biota including waterfowl, shorebirds, fishes, and small mammals. The project would re-establish wildlife corridors and connectivity of habitats and includes establishment of public access to the site to provide a variety of recreational and educational opportunities (Napa Plant Restoration Project, DEIR, February 2006).

These efforts and others help to sustain the valuable services the Napa River offers to the community's present and future generations. There has been a growing interest in local watershed partnerships and collaborative stewardships over the past several years, resulting in significant on-the-ground watershed improvements including removal of fish barriers, stream restoration and/or enhancement, focused watershed assessment, and integrated resource planning and project implementation to conserve many listed and locally significant plant and animal species. Collaboration among many watershed partners is expanding and taking a more regional focus. Private and public partnerships are sharing resources and coordinating educational and outreach efforts to maximize efficiency and meet multiple resource needs.

Other Watersheds

There exists a number of major surface water basins in Napa County. Most are constructed reservoirs and function as key water supplies for municipal consumption. The major water supply reservoirs in the Napa County from north to south include:

- Kimball Reservoir (serving Calistoga)
- Friesen Lakes (serving Howell Mountain Mutual Water Company)
- Bell Canyon Reservoir (serving St. Helena)
- Lake Berryessa (serving Lake Berryessa Resort Improvement District, Napa Berryessa Resort Improvement District, Spanish Flat Water District, Solano Irrigation District—serving various municipalities in Solano County)
- Lake Hennessey (serving Napa)
- Rector Reservoir (serving Yountville, State of California Veterans Home, Department of Fish and Game, and Napa State Hospital)
- Milliken Reservoir (serving Napa)
- Lake Curry (serving Vallejo)
- Lake Madigan (watershed only—serving Vallejo)

Although the Napa River drains the largest watershed in the county, other important watersheds cover the balance of the county: Putah Creek, Suisun Creek, and Napa River Marshes.

The Putah Creek watershed is approximately 231,358 acres and encompasses lands in four counties, but the majority of the watershed lies within Napa County. Putah Creek's source is in Lake County; after passing

¹⁰ Napa Sonoma Marsh Restoration Project, <http://www.napa-sonoma-marsh.org/>



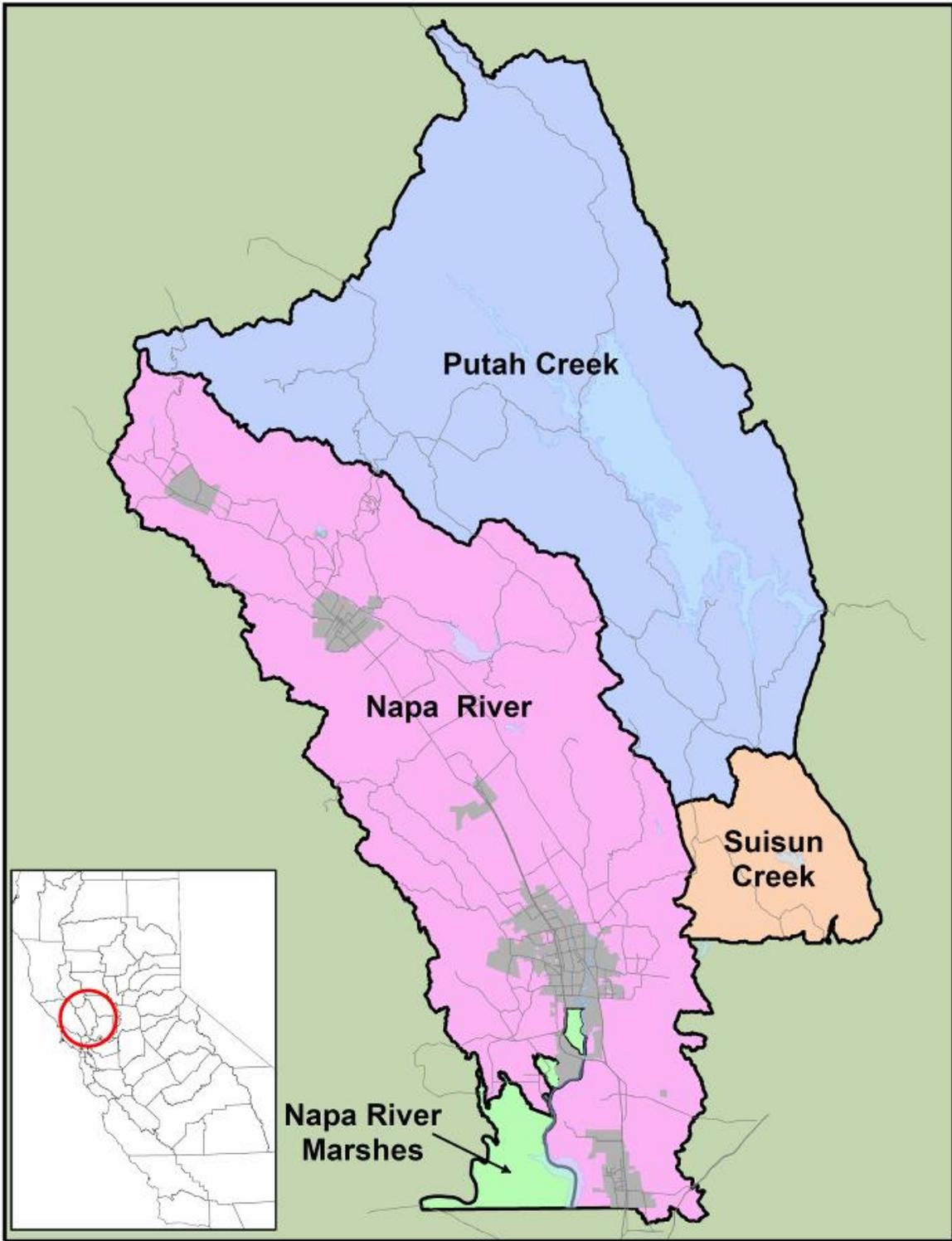
through Napa County, the creek crosses Solano County before entering the Sacramento River in Sacramento County.

Flanked by Howell Mountain and Atlas Peak on the west and the Blue Ridge and Vaca Mountains on the east, Putah Creek today feeds Lake Berryessa (which began forming when Monticello Dam was built in 1957). Major land uses in the watershed are recreation and rangeland, although there are limited residences and vineyards. The watershed supports a unique assemblage of natural communities including serpentine chaparral, grasslands, oak savanna, oak and mixed oak/coniferous woodlands, riparian, freshwater lake, and cliff habitats.

The Suisun Creek Watershed is approximately 30,386 acres and falls within both Solano and Napa Counties. Only a portion of the upper part of the watershed is in Napa County. Separated from the Napa Valley by Mt. George in the west and bounded by the Vaca Mountains on the east, the watershed contains the upper reaches of Suisun Creek (which eventually empties into Suisun Marsh and Suisun Bay) and several of its tributaries including Wooden Valley and Gordon Valley Creeks. Farms, ranches, residences, and vineyards are found in this watershed, along with oak woodlands and grassland habitats and Lake Curry, a municipal water supply reservoir.

This Element speaks to the county's watersheds and the resources they provide by offering a number of goals, policies, and action items related to watershed conservation and protection. In doing so, this Element provides specific action items related to watershed management and monitoring and stresses the importance of adaptive watershed management strategies.

FIGURE CON-1: MAJOR NAPA COUNTY WATERSHEDS



Source: Napa County Planning Dept., 2007



Water Quality

Napa County has accomplished much since the Napa River was listed as a water quality “impaired” water body by the State Water Resources Control Board (SWRCB), in compliance with requirements of the federal Clean Water Act in 1987-1990.¹¹

In 1991, the Board of Supervisors enacted the Conservation Regulations (Napa County Code Chapter 18.108), which are implemented by the Conservation, Development and Planning Department to address issues related to erosion control and stream setbacks. The intent of these regulations was to protect lands from excessive soil loss and maintain or improve water quality of watercourses by minimizing soil erosion from earthmoving, vegetation removal, and grading activities related to agriculture and structural projects. In addition, these regulations include setbacks from streams and rivers to preserve riparian areas and other natural habitats. In 1994 and 2002, additional sensitive domestic and municipal watershed protection measures were added to the county’s Conservation Regulations to ensure enhanced water quality protection in these areas. Some of those additional protections include vegetation retention requirements, shortened grading season, oversight of erosion control installations, special geologic stability assessments, and conservative sizing of water conveyance and detention facilities.

In 2004, under mandates from the state, the National Pollutant Discharge Elimination System (NPDES) was implemented by the Department of Public Works, which requires the county to ensure that storm water and erosion measures are provided for on all structural (non-agricultural) development projects. The intent of this program is to minimize polluted runoff, during the construction phase and post-construction phase of the project, to the extent possible.

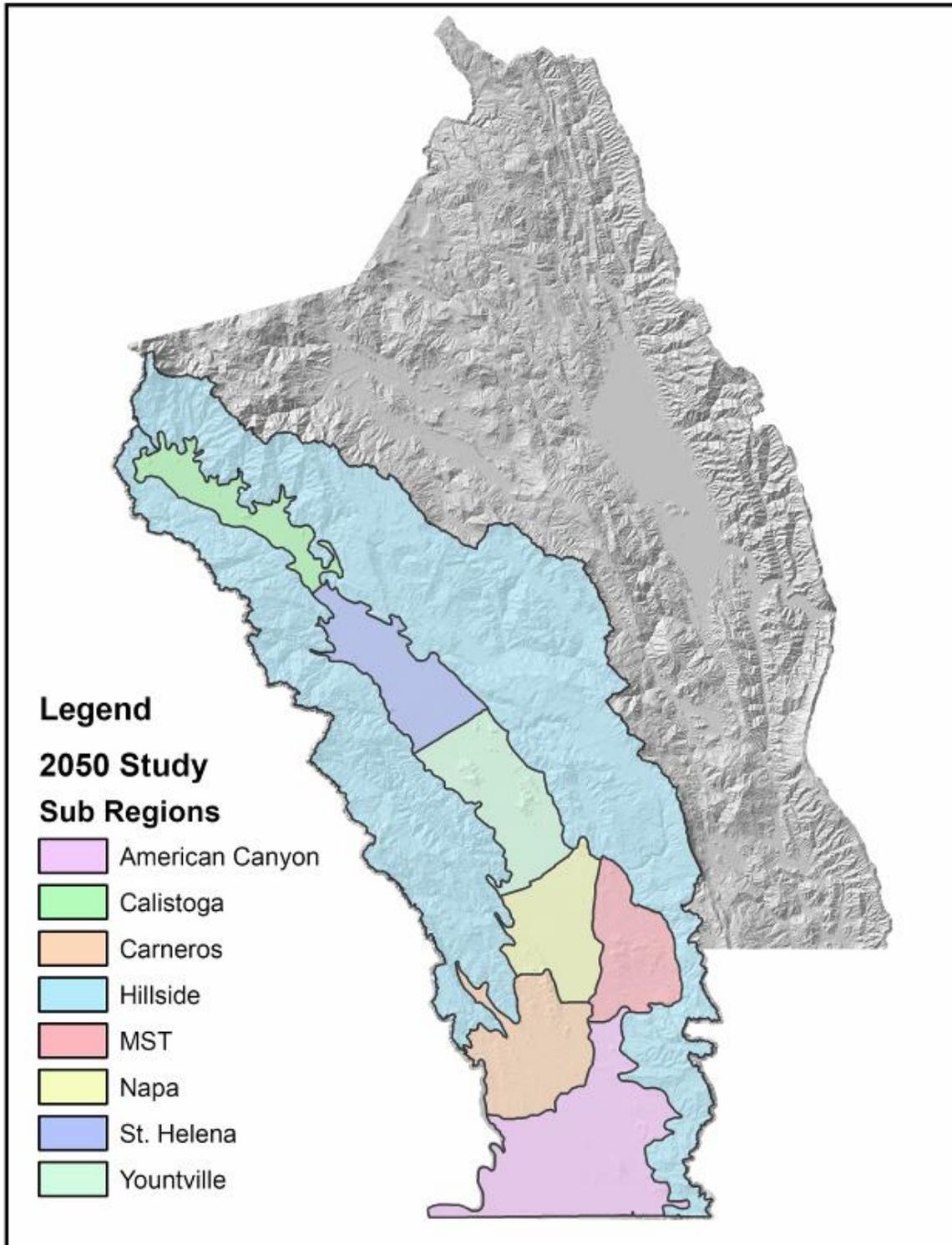
At the state and regional level, a listing of a water body as “impaired” triggers development of standards and implementation plans known as Total Maximum Daily Loads (TMDLs) for each water quality pollutant, and these standards and implementation plans are ultimately codified in amendments to the Basin Water Quality Control Plan. At their present stage of development (2007), it appears that the TMDLs related to the Napa River will identify limited locations for water quality monitoring and corrective actions related to pathogens, acknowledge the effectiveness of the county’s Conservation Regulations when it comes to sedimentation and controlling erosion from agricultural operations, support public-private partnerships related to river restoration and bank stabilization, and require improvements to public and private roads to address erosion and sediment loading. The role of existing dams and reservoirs in preventing sediment from reaching areas downstream and in reducing flows is also acknowledged.

This Element of the General Plan contains various policies that address water quality issues and opportunities throughout Napa County. Policies included in the Plan range from specific actions and compliance mechanisms to a broad range of support of locally led volunteer-based efforts aimed to improve the quality of the county’s waters.

¹¹ The Napa River’s water quality is considered impaired due to the presence of nutrients, pathogens (disease-causing organisms), and sediment. Regionally, the Putah Creek Watershed (Lake Berryessa) is listed as impaired for mercury, and the San Pablo Bay, into which the Napa River drains, has been listed as impaired for almost a dozen reasons.



FIGURE CON-2: NAPA VALLEY GROUNDWATER SUB-REGIONS



Source: 2050 Groundwater Study, Baseline Data Report



Water Supply, Conservation, and Reuse

The unincorporated areas of Napa County rely principally on groundwater resources and surface water collection, while the incorporated areas rely on local reservoirs and regional water providers. Principal exceptions include the county's Airport Industrial Area, which relies on municipal water from the cities of Napa and American Canyon; the Silverado area, which relies on municipal water from the City of Napa; a number of small communities around Lake Berryessa, which rely on water from the lake; and other developed areas like Angwin and Circle Oaks, which rely on a variety of private water suppliers.

There are three main groundwater basins in Napa County: the North Napa Valley Basin (NNV), Milliken-Sarco-Tulocay (MST), and Carneros. The NNV is the largest basin, extending from just north of Napa to the northwestern end of the valley just north of Calistoga. The MST basin is the second largest groundwater basin in the county, located adjacent to the city of Napa along the eastern edge of the valley floor. The Carneros basin is a very small basin at the southern end of the county. The MST basin is considered a Groundwater Deficient Area as groundwater levels have been in decline primarily since 1975 due to increases in agricultural uses. (Figure CON-2 shows the location of the MST and other groundwater sub-basins in Napa Valley.¹²)

The Napa County Board of Supervisors adopted a groundwater ordinance in 1996, and revised it in 2003. The ordinance is intended to regulate the extraction and use, and promote the preservation of the county's groundwater resources. Periodic review and revisions to the ordinance to identify groundwater areas in decline or projected decline are essential components of the ordinance. Compliance with this ordinance applies to development of new water systems or improvements to an existing water system that may use groundwater. Because the MST basin is considered a groundwater deficient area, additional regulations and review requirements under the California Environmental Quality Act (CEQA) have effectively required a "no net increase" in groundwater use associated with discretionary actions requiring county approval.

The Napa County Flood Control and Water Conservation District recently conducted a study, the "2050 Napa Valley Water Resources Study," comparing available Napa Valley water supplies to existing and future water demands through the year 2050. The study analyzed various water supply resources in eight sub-regions throughout the greater Napa Valley (Figure CON-2). The study conducted a focused analysis of water supplies serving the unincorporated areas of the valley and identifies a groundwater basin ("Main Basin") that includes the unincorporated areas in the vicinity of Calistoga, St. Helena, Yountville, Napa, and American Canyon. The groundwater in this basin primarily serves agricultural uses, with less than 1 percent pumped for urban uses.

Projecting water needs involves planning for "wet" and "dry" years, having adequate supplies, and having enough storage and capacity to hold and deliver needed water. According to predictions, during wet years, with ample rainfall, there is currently and will be enough water for all users, though not everyone has enough capacity to store what they need. Projections for dry years, however, shows users in both Napa's incorporated and unincorporated areas may not have enough water to meet all their needs through the year 2050. In other words, both municipal water supplies and groundwater supplies may face challenges during the lifetime of this General Plan—challenges that will need to be addressed through constructive collaboration or they will ultimately constrain even the limited land use changes and development decisions permitted under this Plan.

¹² Source: Baseline Data Report.



While groundwater use is not a significant source for municipal uses, groundwater typically serves as the main water supply source to meet water demands in the unincorporated areas of the county. These demands in the Napa River Watershed are estimated to be approximately 39,500 acre-feet annually (afa) in the year 2000 and are projected to increase up to approximately 51,500 afa in the year 2050. This increase in demand is predominantly a result of existing vineyards ultimately being converted to denser plantings (i.e. increased vine density per unit area) (West Yost & Associates, 2005).

The “2050 Study” identifies potential water supply projects that may be pursued to reliably meet existing and future demands. It also cautions municipalities considering groundwater use and urges aggressive pursuit of recycled water as a supply for non-potable (irrigation) water. Additionally groundwater monitoring is recommended. The Napa Sanitation District (NSD) has initiated planning for provision of recycled water to the MST and Carneros areas.

This Element of the General Plan contains a number of policies that address water supply, conservation, and reuse. The Plan contains policies supporting the protection of surface and groundwater resources, as well as policies that require the county to monitor groundwater supplies where publicly owned wells exist, and encourage voluntary private monitoring of the county’s groundwater resources. The Element further includes policies that reinforce the development and use of recycled water as a means of meeting future water supply demands.

CLIMATE PROTECTION AND SUSTAINABLE PRACTICES FOR ENVIRONMENTAL HEALTH

Like most communities in the Bay Area, Napa County consumes far more energy than it produces. Only about 8 percent of the county’s peak electricity demand is met by energy generated within the county; 92 percent of Napa’s energy is delivered from outside the county through facilities and services provided by Pacific Gas and Electric (PG&E). Napa County does not have a natural gas producing facility and therefore must import all natural gas consumed in the county. Table CON-A provides a listing of the existing (2005) electrical generating facilities in the county that generate roughly 0.5 megawatts (mw) or more.

**TABLE CON-A:
EXISTING ELECTRICAL GENERATING FACILITIES IN NAPA COUNTY
GENERATING APPROX. 0.5 MW OR MORE**

	Monticello Dam	American Canyon Power Plant	Napa State Hospital	Pacific Union College	Yountville COGEN	Soscol Water Recycling Facility
Facility Type	Hydroelectric	Waste to energy	Oil/gas	Oil/gas	Oil/gas	Waste to Energy
Primary Fuel	Hydro	Landfill gas	Natural gas	Natural gas	Natural gas	Methane
Capacity (Mega Watts)	11.9	1.76	1.6	1.38	3.0	.415
Year On-Line	1983	1985	1984	2005	1986	2001
Owner	Solano Irrigation District	Gas Recovery Systems Inc.	Napa State Hospital	Pacific Union College	Yountville Cogen Association	Napa Sanitation District

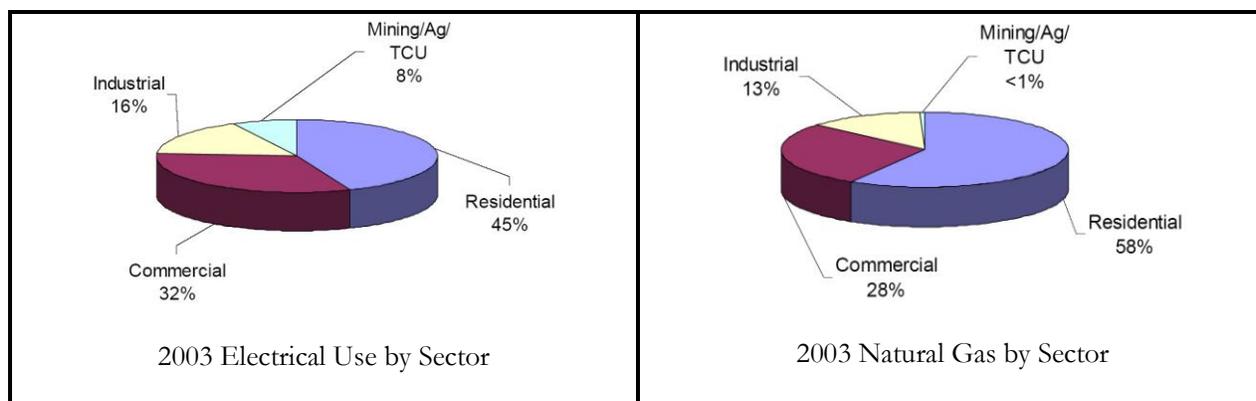
Source: California Energy Commission, 2005.

Most of the county’s energy—both electrical and natural gas—is consumed in residential settings, followed by the commercial and industrial sectors. Other notable energy consumers, including communication systems and agriculture, account for very small portions of overall demand; however, they constitute the sectors with the most significant growing demands (see Figure CON-3 below).

In general, more energy in the county is consumed as natural gas than as electricity, although the past decade has shown a considerable trend in the opposite direction. In the early 1990s, Napa consumed 70 percent more of its energy in the form of natural gas than as electricity. By 2006, natural gas consumption exceeded electricity consumption by only 21 percent. Total actual gas consumption by residential consumers has decreased, despite increasing population numbers.

Overall, the total amount of energy in the form of natural gas and electricity used in all of Napa County (including incorporated jurisdictions) between 1993 and 2003 (the most recent data available at the time of this General Plan Update) has been increasing. In this period, the peak annual demand was 106.8 barrel of oil equivalents (BOE) in 2000, increasing about 2.5 percent per year on average.

FIGURE CON-3: ENERGY USE IN NAPA COUNTY



Source: Baseline Data Report, California Energy Commission

In recent years, the amount of energy generated in Napa County has also increased.¹³ In FY2005-2006 alone, over 70 projects involving solar energy installations were approved in unincorporated Napa County, and as of December 31, 2006, Napa County was generating more solar energy per capita than any other Bay Area county.

¹³ According to the Baseline Data Report, PG&E calculated generation capacity of 21.92 MW and consumption of 235 MW for Napa County in 2004.



**TABLE CON-B:
BAY AREA SOLAR INSTALLATIONS BY COUNTY AS OF 12/31/2006**

County	Total Watts	Population	Watts/Capita
Alameda	20,726,148	1,448,905	14.30
Contra Costa	8,516,489	1,010,787	8.43
Marin	5,691,157	246,960	23.04
Napa	6,778,614	132,764	51.06
San Francisco	4,549,299	739,426	6.15
San Mateo	4,543,339	699,610	6.49
Santa Clara	11,662,934	1,699,052	6.86
Solano	4,543,184	411,593	11.04
Sonoma	11,978,200	466,477	25.68
Bay Area Total	82,374,941	7,105,240	11.59

Source: Northern California Energy Association, 2007

Growing concerns about climate change have focused attention on energy generation and energy use. Climate change is presently known to be both naturally occurring and induced by increases in the amounts of carbon dioxide (CO₂) and other greenhouse gases (GHGs) emitted into the earth's atmosphere. Greenhouse gases are not currently (2006) regulated as pollutants, although the State of California has adopted legislation in the form of the Global Warming Solutions Act of 2006, which mandates that statewide greenhouse gas emissions be reduced to 1990 levels by 2020.

Because Napa County is primarily rural, the amount of greenhouse gases generated is small compared to the other counties in the Bay Area and in statewide or global terms. However, like all other areas worldwide that contribute to global warming, Napa County will be affected by climate change and shares a responsibility to address this issue. The County's efforts will focus on reductions in the two major sources of greenhouse gases in the county: the use of energy derived from the burning of fossil fuels and the use of fossil fuels in motor vehicles. Transportation is the largest single contributor of greenhouse gas emissions in Napa County and is likely to remain so.

The terrain and climate that make the Napa Valley so valuable for grape-growing also make it susceptible to poor air quality. In the summer and fall, wind patterns transport air pollutants from the San Pablo Bay into the Napa Valley. Because the valley is widest at its southern end and narrows to the north, the mountains surrounding the valley serve as effective barriers to the prevailing northwesterly winds, and so the pollutants are trapped and cannot disperse.

Air quality standards are established by national and state laws, and specific standards are adopted at the regional level. The Bay Area is currently a "non-attainment" area for ozone (state and federal standards) and particulate matter (state standards), meaning Bay Area air pollutant emissions exceeds these standards. Air quality in Napa County is currently measured at only one monitoring station, which is located on Jefferson Street in the City of Napa.



Particulate Matter

Suspended particulate matter (PM) in the air column can be coarse or fine (and in between) and comes primarily from natural processes like wind-blown dust or soil. The finest particles result from combustion and burning such as fuel burned in cars and trucks, power plants, factories, fireplaces, and wood stoves.

The level of fine particulate matter in the air is a public health concern because it can bypass the body's natural filtration system more easily than larger particles and can lodge deep in the lungs. The health effects vary depending on a variety of factors, including the type and size of particles. Research has demonstrated a correlation between high PM concentrations and increased mortality rates. Elevated PM concentrations can also aggravate chronic respiratory illnesses such as bronchitis and asthma. In addition to damaging human health, particulates can also retard plant growth. Napa County has exceeded state standards for PM₁₀ or PM_{2.5} (dust particles with a width of 10 microns and 2.5 microns, respectively) within three of the last five years (2002, 2004, 2006).

Carbon Monoxide

Carbon monoxide (CO) is an odorless, colorless gas that is formed by the incomplete combustion of fuels. Motor vehicle emissions are the dominant source of CO in the Napa region. Regionally, CO emissions have decreased significantly in recent years, and carbon monoxide levels in Napa County are declining. The Napa region has attained both state and national CO standards and has not violated them since 1999. These improvements are due largely to the introduction of cleaner burning motor vehicles and motor vehicle fuels.

Solid Waste

Currently (2006), the County has in place the following plans related to solid waste:

- 2002 Napa Countywide Integrated Waste Management Plan
- Summary Plan (Countywide)
- Siting Element (Countywide)
- Source Reduction and Recycling Elements (SRRE) (American Canyon, City of Napa, Upper Valley Agency (UVA), remaining unincorporated County)
- Household Hazardous Waste Elements (HHWE) (American Canyon, City of Napa, UVA, remaining unincorporated County)
- Non-Disposal Facility Elements (NDFE) (American Canyon, City of Napa, UVA, remaining unincorporated County)

In addition, the County in 1991 adopted a "Waste Source Reduction and Recycled Product Content Procurement Policy" intended to reduce the amount of waste generated by the County's operations and encourage firms serving the County to use recycled materials.

There are five solid waste service providers and two joint power agencies/authorities in Napa County. Solid waste service providers include the Upper Valley Disposal Service (UVDS), Berryessa Garbage Service (BGS), Napa Recycling and Waste Services (NRWS), Napa County Recycling and Waste Services (NCRWS), and American Canyon Recycling and Disposal (ACRD). The joint power agencies/authorities in the County



include the Upper Valley Waste Management Agency (UVWMA) and the Napa Vallejo Waste Management Authority (NVWMA). These joint power agencies do not provide solid waste collection disposal services.

The UVWMA was formed to provide the coordination of economic and regional waste management services to meet the requirements set forth in the California Integrated Waste Management Act of 1999. The UVWMA includes Yountville, St. Helena, Calistoga, and the northern unincorporated portions of the County. The NVWMA includes the cities of Napa, Vallejo, and American Canyon and the southern portion of the unincorporated County. The NVWMA was formed to coordinate all solid waste services within its watershed. The NVWMA owns and operates the Devlin Road Recycling and Transfer Station, the Hazardous Waste Collection Facility, and the American Canyon Sanitary Landfill (now closed).

UVDS collects and disposes solid waste and recycling materials at the Clover Flat Landfill, which is located at 4380 Silverado Trail, just south of Calistoga. The Clover Flat Landfill is permitted to receive up to 600 tons of waste daily and has an ultimate permitted volumetric capacity of 5,100,000 cubic yards. This facility has a remaining capacity of 2,615,644 cubic yards as of September 2005 and is permitted through 2021, although the facility will likely be able to operate for at least 10 years beyond that date. Berryessa Garbage Service uses the Potrero Hills Landfill in Solano County, which is permitted to receive up to 4,330 tons of waste daily and has 8,200,000 cubic yards of remaining capacity as of January 2006.¹⁴

The NRWS, NCRWS, and ACRD transport waste to the Devlin Road Recycling and Transfer Facility, which receives an average of 560 tons of waste daily and has permitted capacity to handle up to 1,440 tons of solid waste per day. The waste is ultimately disposed of at the Keller Canyon Landfill in Contra Costa County which is permitted to receive 3,500 tons of waste per day. As of January 2004, the Keller Canyon Landfill had 64.8 million cubic yards of remaining capacity and has enough permitted capacity to receive solid waste through 2030, which is its anticipated closure date (California Integrated Waste Management Board, April 2006).

This Element contains policies intended to complement solid waste plans already in place. Policies in this Element promote waste reduction and recycling and provide siting criteria for waste disposal facilities.

MANAGED PRODUCTION OF RESOURCES

Preserving open space resources to meet the community's conservation goals while also addressing local needs for productive raw natural materials (e.g., primarily aggregate/gravel, sand, and stone, and to a lesser extent merchantable timber) requires a balanced approach. Napa County is not a vast producer of raw natural materials; however timber and aggregates (which includes sand and gravel) are produced on a limited scale.

Forest Resources

At the turn of the century into the 1900s, timber harvesting was a productive and profitable industry in Napa County. Thousands of acres of Napa's forests were logged each year, with some of Napa's lumber going to help rebuild the city of San Francisco after the 1906 earthquake and fire.

¹⁴ California Integrated Waste Management Board (www.ciwmb.gov); disposal site(s) capacity is estimated in volume (cubic yards), whereas receipt of waste is weighed (i.e., in tons) on a daily basis.



Today Napa has approximately 40,000 acres of land that contains commercial timber species.¹⁵ This 40,000 acres of identified timberland is solely accounted for by forest species composition and does not include other factors such as soil type that influences the CAL FIRE's determination and jurisdiction of what is and is not managed timberland under the Forest Practices Act (Napa County BDR, 2005). Most of the County's timberland is located in five areas (in descending order): the Western Mountains, the Eastern Mountains, Livermore Ranch, Pope Valley, and Angwin. Most timber harvesting in Napa County is a one-time cutting of forests and the conversion of timberlands into vineyards. However, a limited amount of sustainable yield timber harvesting does take place in the county, and this Element, together with the Agricultural Preservation and Land Use Element, contains policies supporting this activity.

Mineral Resources

Despite some historic mining activities, the geologic opportunities for future mineral extraction in Napa County are not clearly known, and state mineral resource zone (MRZ) maps do not exist for the bulk of the County. There are currently three mines in Napa County designated as active by the State Department of Conservation, Office of Mine Reclamation:

- Napa Quarry (Syar Industries, Inc.)
- Pope Creek Quarry (Don Wesner, Inc.)
- American Canyon Quarry (Syar Industries, Inc.) (initiated reclamation in July, 2007)

Only one of these—Napa Quarry—is a significant mine. Located on hill slopes southeast of the City of Napa, the Napa Quarry (formerly Basalt Rock Quarry) first opened in the early 1900s. Today it generates about 500,000 tons of basalt rock each year for use as concrete aggregate.

The Pope Creek Quarry produced an average of 8,000 tons of aggregate over the last five years from their hard rock quarry.

This Element contains specific goals and policies that address open space as it pertains to the conservation of natural resources, agricultural land, and rangeland. Additionally, this Element stresses the preservation of forests and woodlands and conservation and prudent management of the County's mineral resources for current and future generations.

Geothermal Resources

Geothermal resources are subsurface thermal, mineral and energy resources. Areas of significant geothermal potential (e.g., waters and/or mass) are known to exist in several areas of Napa County. Historically, geothermal resources in the region have stimulated resort development and mineral water bottling facilities. Today geothermal resources are used on a limited scale; however, in the future the resource may offer some potential use in lieu of imported energy. At present, there are a small number of public and private facilities in Napa County utilizing geothermal resources to complement building energy requirements. Advanced geothermal systems of this kind utilize geothermal bore fields (wells) and an underground closed-loop system for heating and cooling. A structure's thermal control needs are achieved through an energy exchange

¹⁵ California Forest Practice Rules, Title 14, California Code of Regulations, species Group A and those in Group B that are found on lands where the species in Group A now exist or have grown naturally.



between the building and the earth's thermal mass. Used in this manner, geothermal energy is considered a clean, renewable, and sustainable energy source.

Successful efforts to address the challenges of climate change begin at the local level and include the implementation of environmentally sustainable practices designed to meet present and future energy needs. This Element of the General Plan contains numerous policies and actions that directly address climate change, energy conservation, and environmental sustainability.

VINEYARD DEVELOPMENT

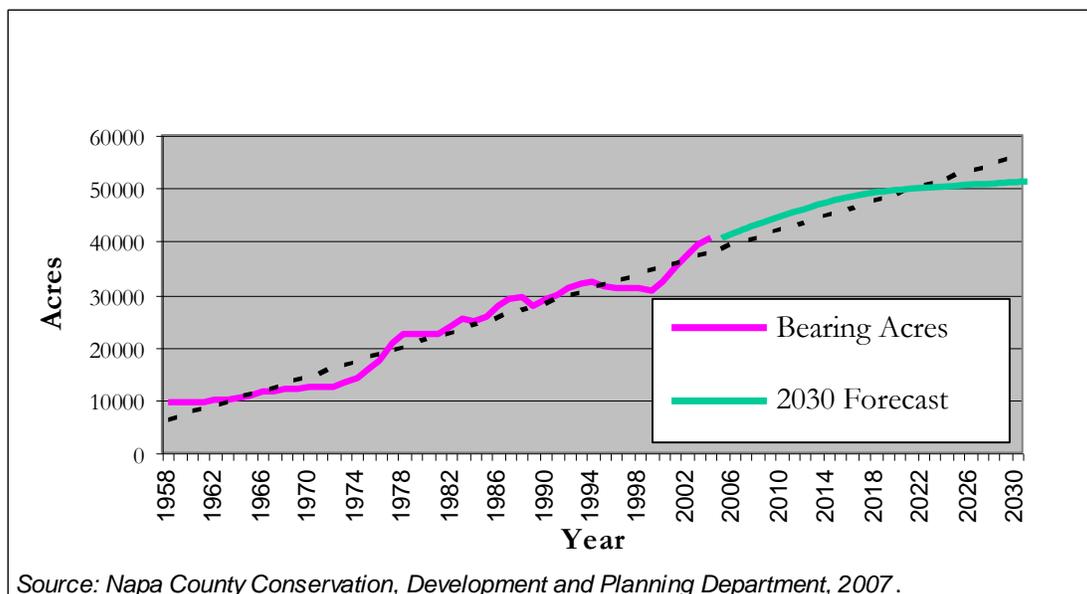
Grapes have been grown in Napa County since the first half of the 19th century, although the pace of vineyard development and the acreage of producing vineyards increased most noticeably in the period from the mid 1970s to the present. Today (2006) there are approximately 49,657 acres¹⁶ of developed vineyard area spread throughout the County's valleys and hillsides, representing about 9.8 percent of the County's total land area. The spread of vineyards and the economic success of the wine industry have directly benefited open space conservation in Napa County by staving off the residential subdivisions that have altered the landscape of so many California communities in the last 30 years.

While there is no doubt there will be additional vineyards in the future, it is difficult to predict the pace and quantity of new acreage that will be developed with any certainty because of the number of factors involved. Some of these factors change over time while others are immutable. Factors include, first of all, whether the land has the characteristics (*terroir*) suitable for growing grapes (e.g., soil, exposure, climate, slope). Another factor is physical accessibility. Other factors are economic (e.g., whether the land can be profitably cultivated, the availability of capital, and the anticipated market for wine grapes), and others are environmental (e.g., topography, water availability) and regulatory (e.g., endangered species, whether a vineyard is allowed on certain lands because of legal restrictions for slope >30 percent).

Figure CON-4 illustrates a projection of future vineyard development potential that was intended to inform analyses in the Environmental Impact Report associated with the 2008 General Plan Update. Based on historical trends, pending applications, available/suitable lands, and professional judgment, this projection of about 10,000 additional acres—an increase of 20 to 25 percent over 25 years—is thought to be somewhat high, although it can serve as a useful outside limit, beyond which the countywide cumulative impacts of vineyard development have not been adequately assessed. As discussed below and as reflected within the policies and action items presented in this Element, vineyard development—even within this projected cumulative limit—requires responsible land stewardship.

¹⁶ Napa County 2006 Agricultural Crop Report accounted for 45,136 total (bearing and non-bearing) vine-acres (i.e., net producing fields). The 49,657 acres of vineyard accounted for above are gross vineyard acres, derived from July 2006 aerial photography, and include vineyard avenues and turnarounds associated with a vineyard's footprint and operational needs.

FIGURE CON-4: COUNTYWIDE WINE GRAPE ACREAGE TREND LINE (1958-2004) & FORECAST (TO 2030)



Environmentally Responsible Vineyards

Napa County grape growers are leaders in environmentally responsible vineyard development and vineyard management practices. These practices include soil loss and conservation strategies addressing sediment contributions to the Napa River, utilization of water conservation strategies and groundwater monitoring, integrated pest management (IPM) and application of vineyard-related chemicals in a manner that protects the long-term production of soils and ensures vineyard runoff does not impact off-site water bodies and aquatic resources, and collaborative and non-invasive strategies for addressing crop diseases or pests, like the glassy winged sharp shooter, that are potentially devastating for the industry.

Most importantly, viticultural practices are constantly evolving, and Napa County grape-growers stay abreast of best management practices to ensure that vineyards remain sustainable over the very long term. Just as vineyards themselves are periodically replanted for a number of reasons, including changes in consumer tastes, the need for a root stock that is more naturally resistant to an emerging pest or disease or simply a decrease in productivity due to the age of the vines, vineyard development and vineyard management practices are always improving.

Various programs and agencies exist to support the grape growers' efforts to farm sustainably. The Napa Sustainable Winegrowing Group (NSWG), an ad-hoc group of local grapegrowers, vintners, local government, and educational organizations, has been promoting sustainable agriculture in Napa County since 1995. Through monthly educational meetings, scheduled grower forums, and annual seminars in Spanish and English, NSWG identifies and promotes winegrowing practices that are economically viable, socially responsible, and environmentally sound. As of July 2007, NSWG membership represented 24,008 acres of farmed land (primarily vineyards) and 24,594 acres of wild/unfarmed land in Napa County. The NSWG is coordinated with assistance from the Napa County Resource Conservation District (RCD), a special state-established local non-regulatory district whose mission is to promote responsible watershed management

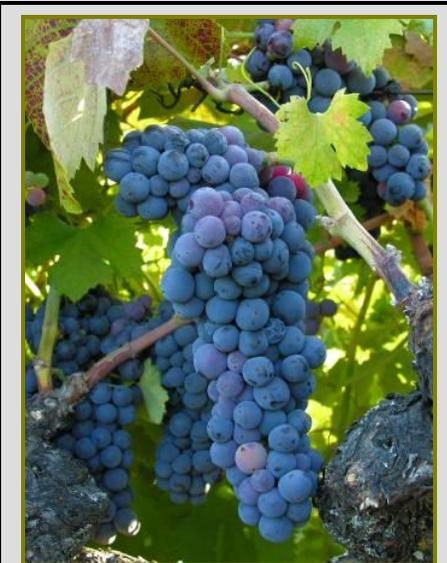


through voluntary community stewardship and technical assistance. Since 1945, the RCD has facilitated natural resource conservation through community involvement, education, assessment, planning, and implementation. The RCD and the local office of the U.S. Department of Agriculture's Natural Resources Conservation Services (NRCS) work closely together and are committed to using cooperative and scientifically sound methods to ensure that the natural resources of Napa County's watersheds are sustained, conserved, restored, and protected within a landscape of productive agriculture, growing urban areas, and wild lands.

Stream and creek stewardships are increasingly being formed, with assistance from the Napa County RCD, NRCS, and others to facilitate coordinated restoration and maintenance of the County's watercourses among landowners and managers. The Rutherford Dust Society is spearheading a collaborative stewardship effort to restore and maintain the health of the Napa River within the Rutherford Appellation. In 2002, a collaboration of farming and conservation groups, with assistance from the RCD and NRCS, developed a "Napa Green Certified Land" program to help individual grape growers develop farm plans and land management practices that restore and sustain aquatic habitat and improve water quality. Now known as "Napa Green Certified Land/Fish Friendly Farming," the program provides an incentive-based method for creating and sustaining environmental quality and habitat on private land. Landowners and managers enroll in the program, learn environmentally beneficial management practices, and carry out ecological restoration projects.¹⁷ The focus is on the land manager as the central figure in achieving and sustaining environmental quality. This approach ensures long-term environmental improvements and sustainable agriculture and implements the principles of state and federal environmental regulations. Various resource agencies participate in the certification process and serve as an objective third party in the program.

As of October 2007 there were approximately 21,777 acres enrolled in the Napa Green Certified Land/Fish Friendly Farming program or are in the process of being certified. There are also 69 farms, including approximately 1,686 acres of vineyards registered as organic with the Napa County Agricultural Commissioner, and many additional acres in the process of registering.

Regulatory agencies and County government also play a role in ensuring that vineyard development and vineyard practices are environmentally responsible. State and federal agencies protect special-status species, critical habitats, wetlands, and other water resources. The County's grading, stormwater, and Conservation Regulations protect County lands from excessive soil loss that could threaten local water quality and ultimately lead to loss of economic productivity. The Conservation Regulations affect development and maintenance standards of new and replanted vineyards on land slopes greater than 5 percent. Ongoing environmental benefits of the Conservation Regulations go far beyond the soil loss issue protecting valuable natural resources. Specifically, they provide for stream setbacks based on a sliding scale directly correlated to the slope of the land adjacent to the stream or waterway. These setbacks are primarily intended to be protective of water quality, aquatic habitats, and special-status fish



vi·ti·cul·ture, noun.

"The cultivation or culture of grapes especially for wine making."
-Merriam-Webster Online Dictionary

¹⁷ <http://www.fishfriendlyfarming.org>



species, but they also provide for significant terrestrial habitat preservation and wildlife movement. Similarly, the Conservation Regulations require retention of 40 to 60 percent of the vegetation existing on June 16, 1993 on parcels within sensitive domestic water supply drainages.¹⁸ Protecting drinking water through this requirement also accomplishes habitat preservation and other environmental benefits.

The goals and policies of this Conservation Element are intended to recognize and support positive industry trends, private-public partnership efforts, and effective elements of the existing regulatory framework. Grape growers and local government understand that only by protecting our natural resources will we ensure our continued ability to benefit from cultivation of the earth.

OPEN SPACE CONSERVATION GOALS AND POLICIES

Goal CON-1: The County of Napa will conserve resources by determining the most appropriate use of land, matching land uses and activities to the land’s natural suitability, and minimizing conflicts with the natural environment and the agriculture it supports.



Glassy Winged Sharpshooter

This insect carries the bacterium (*Xylella fastidiosa*) that causes Pierce’s disease. The bacterium damages the water transport system of grapevines and ultimately kills them. Although this insect pest has not become established in Napa County as of 2007, the Glassy Winged Sharpshooter is considered to be a major threat to the County’s wine industry. The County, along with state and other local agencies, is working to prevent the spread of this insect.

OPEN SPACE CONSERVATION POLICIES

Policy CON-1: The County will preserve land for greenbelts, forest, recreation, flood control, adequate water supply, air quality improvement, habitat for fish, wildlife and wildlife movement, native vegetation, and natural beauty. The County will encourage management of these areas in ways that promote wildlife habitat renewal, diversification, and protection.

Policy CON-2: The County shall identify, improve, and conserve Napa County’s agricultural land through the following measures:

- a) Limit growth to minimize urban development on agricultural land and reduce conflict with the agricultural operations and economy.
- b) Provide a permanent means of preservation of open space land for agricultural production.

¹⁸ Sensitive domestic water supply drainages are defined as including the following lakes and reservoirs: Kimball, Rector, Milliken, Bell Canyon, Hennessey (including Friesen Lakes), Curry, and Madigan.



- c) Require that existing significant vegetation be retained and incorporated into agricultural projects to reduce soil erosion and to retain wildlife habitat. When retention is found to be infeasible, replanting of native or non-invasive vegetation shall be required.
- d) Encourage the use of recycled water, particularly within groundwater deficient areas, for vegetation enhancement, frost protection, and irrigation to enhance agriculture and grazing.
- e) Encourage inter-agency and inter-disciplinary cooperation, recognizing the agricultural commissioner's role as a liaison and the need to monitor and evaluate pesticide and herbicide programs over time and to potentially develop air quality, wildlife habitat, or other programs if needed to prevent environmental degradation.
- f) Minimize pesticide and herbicide use and encourage research and use of integrated pest control methods such as cultural practices, biological control, host resistance, and other factors.
- g) Encourage the use of Williamson Act contracts and use techniques to preserve agricultural lands.
- h) Coordinate with municipalities' adopting and implementing policies, such as large lot zoning and urban limit lines, to limit urban expansion and encourage development of vacant land in areas already urbanized.

Policy CON-3: The County shall support sustainable agricultural practices, private stewardship programs and activities, and the formation and activities of volunteer stewardship groups in all three major watersheds, particularly agricultural appellation, river, and watershed-based organizations by:

- a) Supporting grant applications,
- b) Facilitating access to data, and
- c) Working to achieve increased landowner participation in sustainable practices and stewardship groups as needed.

Policy CON-4: The County recognizes that preserving watershed open space is consistent with and critical to the support of agriculture and agricultural preservation goals.

Policy CON-5: The County shall identify, improve, and conserve Napa County's rangeland through the following measures:

- a) Providing a permanent means of preservation of open space areas for rangeland.
- b) Encouraging responsible brush removal techniques with adequate environmental safeguards, leaving uncleared islands and peninsulas to provide cover for wildlife.
- c) Staging land conversion operations to minimize adverse environmental impact on the watershed.
- d) Encouraging livestock management activities to avoid long-term destruction of rangeland productivity and watershed capacity through overgrazing, erosion, or damage to riparian areas.



CONSERVATION

- e) Encouraging replanting of depleted areas to restore rangeland productivity and/or restore native biological resource values.
- f) Coordinating rangeland management programs with those of other counties, the State of California, and the federal government in areas where vegetation conversion programs are planned.
- g) Protecting trees and shrubs on rangelands for wildlife habitat and aesthetic purposes and encouraging alternate uses of rangelands, such as wildlife and open space, if grazing is phased out.

Policy CON-6: The County shall impose conditions on discretionary projects which limit development in environmentally sensitive areas such as those adjacent to rivers or streamside areas and physically hazardous areas such as floodplains, steep slopes, high fire risk areas and geologically hazardous areas.

Note to the Reader: Please also see related policies contained within the Safety Element.

Policy CON-7: The County shall enact and enforce regulations which maintain or improve the current level of environmental quality found in Napa County. The County shall uniformly and fairly enforce codes and regulations and shall, with respect to enforcing regulations related to environmental quality, assign high priority to abatement of violations that may constitute actual or potential threats to public health or safety or that may cause significant environmental damage. Enforcement actions shall be designed to discourage significant damage and future violations.

Policy CON-8: The County will use financial and other incentives to encourage voluntary dedication in easement or fee title to the County of Napa or its designee (such as a local non-profit land trust) of significant habitat areas, as appropriate, to ensure long-term protection for fish and wildlife resources and protection of agricultural lands and open space.

Policy CON-9: The County shall pursue a variety of techniques and practices to achieve the County's Open Space Conservation policies, including:

- a) Exclusive agriculture zoning or Transfer of Development Rights.
- b) Acquisition through purchase, gift, grant, bequest, devise, lease, or otherwise, the fee or any lesser interest or right in real property.
- c) Williamson Act or other incentives to maintain land in agricultural production or other open space uses.
- d) Requirements for mitigation of development impacts, either on-site or at other locations in the county or through the payment of in-lieu fees in limited circumstances when impacts cannot be avoided.

Note to the Reader: Please see the Recreation and Open Space Element for policies related to protection and acquisition of open space including prohibitions on the use of eminent domain.



NATURAL RESOURCES GOALS AND POLICIES

- Goal CON-2:** Maintain and enhance the existing level of biodiversity.
- Goal CON-3:** Protect the continued presence of special-status species, including special-status plants, special-status wildlife, and their habitats, and comply with all applicable state, federal, or local laws or regulations.
- Goal CON-4:** Conserve, protect, and improve plant, wildlife, and fishery habitats for all native species in Napa County.
- Goal CON-5:** Protect connectivity and continuous habitat areas for wildlife movement.
- Goal CON-6:** Preserve, sustain, and restore forests, woodlands, and commercial timberland for their economic, environmental, recreation, and open space values.
- Goal CON-7:** Identify and conserve areas containing significant mineral deposits for future use and promote the reasonable, safe, and orderly operation of mining and extraction and management activities, where environmental, aesthetic, and adjacent land use compatibility impacts can be adequately addressed.

NATURAL RESOURCES POLICIES

- Policy CON-10: The County shall conserve and improve fisheries and wildlife habitat in cooperation with governmental agencies, private associations and individuals in Napa County. [Implemented by Action Item CON NR-2]
- Policy CON-11: The County shall maintain and improve fisheries habitat through a variety of appropriate measures, including the following as well as best management practices developed over time (also see Water Resource Policies, below):
- a) Consider the feasibility of using reclaimed wastewater as a means of maintaining adequate water flow to support fish life and reduce pollution of the Napa River.
 - b) Consider all feasible ways to maintain and restore sufficient flows and channel characteristics necessary for fish passage consistent with state and federal guidelines.
 - c) Undertake and publicize water use conservation strategies necessary to protect and prolong the duration of in-stream flows for aquatic resources including migrating anadromous fish such as steelhead and Chinook salmon.



- d) Encourage and support programs and efforts related to fishery habitat restoration and improvement including steelhead presence surveys, development and utilization of hydraulic modeling, and removal of fish barriers.
 - e) Manage the removal of invasive vegetation and the retention of other riparian vegetation to reduce the potential for increased water temperatures and siltation and to improve fishery habitat.
 - f) Pursue consolidated and streamlined regulatory review of fisheries and wildlife habitat restoration projects.
 - g) Encourage the retention of large woody debris in streams to the extent consistent with flood control considerations.
 - h) Encourage the use of effective vegetated buffers between urban runoff and local storm drains.
 - i) Promote and support forest management efforts and fire reduction practices in coordination with the California Department of Forestry and Fire Protection that reduce fuel loads and provide protection for water quality and fish habitat.
 - j) Require mitigation of gravel removal activities so they result in no net adverse effects to streambed attributes, temperature, habitat, and water quality necessary for native fisheries health. This may include restoration and improvement of impacted areas (e.g., gravel areas and pools and woody-debris areas). Gravel removal that results in adverse impacts to native fisheries shall be determined to have a significant impact under CEQA. [Implemented by Action Item CON NR-3]
 - k) Implement sediment reduction measures in sand and gravel operations and other high sediment-producing land uses.
 - l) Control gravel removal and degradation from stream beds to minimize the adverse effects upon the spawning and feeding areas of fish.
 - m) Control sediment production from mines, roads, development projects, agricultural activities, and other potential sediment sources.
 - n) Implement road construction and maintenance practices to minimize bank failure and sediment delivery to streams.
 - o) Enforce boat speed limits to reduce damage to warm water game fish fisheries.
- [Implemented by Action Item CON NR-2]

Policy CON-12: Public water development projects shall provide an adequate release flow of water to preserve fish populations and public access to the water via public lands. [Implemented by Action Item CON NR-2]

Policy CON-13: The County shall require that all discretionary residential, commercial, industrial, recreational, agricultural, and water development projects consider and address impacts to wildlife habitat and avoid impacts to fisheries and habitat supporting special-status species to the extent feasible. Where impacts to wildlife and special-status species cannot be avoided, projects shall include effective mitigation measures and management plans including provisions to:



- a) Maintain the following essentials for fish and wildlife resources:
 - 1) Sufficient dissolved oxygen in the water.
 - 2) Adequate amounts of proper food.
 - 3) Adequate amounts of feeding, escape, and nesting habitat.
 - 4) Proper temperature through maintenance and enhancement of streamside vegetation, volume of flows, and velocity of water.
- b) Ensure that water development projects provide an adequate release flow of water to preserve fish populations.
- c) Employ supplemental planting and maintenance of grasses, shrubs and trees of like quality and quantity to provide adequate vegetation cover to enhance water quality, minimize sedimentation and soil transport, and provide adequate shelter and food for wildlife and special-status species and maintain the watersheds, especially stream side areas, in good condition.
- d) Provide protection for habitat supporting special-status species through buffering or other means.
- e) Provide replacement habitat of like quantity and quality on- or off-site for special-status species to mitigate impacts to special-status species.
- f) Enhance existing habitat values, particularly for special-status species, through restoration and replanting of native plant species as part of discretionary permit review and approval.
- g) Require temporary or permanent buffers of adequate size (based on the requirements of the subject special-status species) to avoid nest abandonment by birds and raptors associated with construction and site development activities.
- h) Demonstrate compliance with applicable provisions and regulations of recovery plans for federally listed species.

[Implemented by Action Item CON NR-2 and 4]

Policy CON-14: To offset possible losses of fishery and riparian habitat due to discretionary development projects, developers shall be responsible for mitigation when avoidance of impacts is determined to be infeasible. Such mitigation measures may include providing and permanently maintaining similar quality and quantity habitat within Napa County, enhancing existing riparian habitat, or paying in-kind funds to an approved fishery and riparian habitat improvement and acquisition fund. Replacement habitat may occur either on-site or at approved off-site locations, but preference shall be given to on-site replacement.

Policy CON-15: The County shall establish and update management plans protecting and enhancing the County's biodiversity and identify threats to biological resources within appropriate evaluation areas, and shall use those plans to create programs to protect and enhance biological resources and to inform mitigation measures resulting from development projects. [Implemented by Action Item CON NR-2]



CONSERVATION

Note to the Reader: Please also see Water Resources section of this Element, Policies CON-42 and -63, Action Items CON WR-2 and -5, and Climate Protection and Sustainable Practices for Environmental Health Policy 73.

Policy CON-16: The County shall require a biological resources evaluation for discretionary projects in areas identified to contain or potentially contain special-status species based upon data provided in the Baseline Data Report (BDR), California Natural Diversity Database (CNDDDB), or other technical materials. This evaluation shall be conducted prior to the approval of any earthmoving activities. The County shall also encourage the development of programs to protect special-status species and disseminate updated information to state and federal resource agencies. [Implemented by Action Item CON NR-5]

Policy CON-17: Preserve and protect native grasslands, serpentine grasslands, mixed serpentine chaparral, and other sensitive biotic communities and habitats of limited distribution. The County, in its discretion, shall require mitigation that results in the following standards:

- a) Prevent removal or disturbance of sensitive natural plant communities that contain special-status plant species or provide critical habitat to special-status animal species.
- b) In other areas, avoid disturbances to or removal of sensitive natural plant communities and mitigate potentially significant impacts where avoidance is infeasible.
- c) Promote protection from overgrazing and other destructive activities.
- d) Encourage scientific study and require monitoring and active management where biotic communities and habitats of limited distribution or sensitive natural plant communities are threatened by the spread of invasive non-native species.
- e) Require no net loss of sensitive biotic communities and habitats of limited distribution through avoidance, restoration, or replacement where feasible. Where avoidance, restoration, or replacement is not feasible, preserve like habitat at a 2:1 ratio or greater within Napa County to avoid significant cumulative loss of valuable habitats.

(Also see Policies CON-30 regarding wetlands, and Policy CON-26 regarding riparian and aquatic habitats.)

Policy CON-17.5: Periodically review and revise as necessary the list of sensitive biotic communities subject to Policy CON-17, above.

Policy CON-18: To reduce impacts on habitat conservation and connectivity:

- a) In sensitive domestic water supply drainages where new development is required to retain between 40 and 60 percent of the existing (as of June 16, 1993) vegetation on-site, the vegetation selected for retention should be in areas designed to maximize habitat value and connectivity.



- b) Outside of sensitive domestic water supply drainages, streamlined permitting procedures should be instituted for new vineyard projects that voluntarily retain valuable habitat and connectivity, including generous setbacks from streams and buffers around ecologically sensitive areas.
- c) Preservation of habitat and connectivity of adequate size, quality, and configuration to support special-status species should be required within the project area. The size of habitat and connectivity to be preserved shall be determined based on the specific needs of the species.
- d) The County shall require discretionary projects to retain movement corridors of adequate size and habitat quality to allow for continued wildlife use based on the needs of the species occupying the habitat.
- e) The County shall require new vineyard development to be designed to minimize the reduction of wildlife movement to the maximum extent feasible. In the event the County concludes that such development will have a significant impact on wildlife movement, the County may require the applicant to relocate or remove existing perimeter fencing installed on or after February 16, 2007 to offset the impact caused by the new vineyard development.
- f) The County shall disseminate information about impacts that fencing has on wildlife movement in wild land areas of the County and encourage property owners to use permeable fencing.
- g) The County shall develop a program to improve and continually update its database of biological information, including identifying threats to wildlife habitat and barriers to wildlife movement.
- h) Support public acquisition, conservation easements, in-lieu fees where on-site mitigation is infeasible, and/or other measures to ensure long-term protection of wildlife movement areas.

Policy CON-19: The County shall encourage the preservation of critical habitat areas and habitat connectivity through the use of conservation easements or other methods as well as through continued implementation of the Napa County Conservation Regulations associated with vegetation retention and setbacks from waterways.

Policy CON-20: The County shall monitor biodiversity and habitat connectivity throughout the County and apply appropriate adaptive management practices as necessary to achieve applicable Natural Resources Goals. Changing conditions may include external forces such as changing state or federal requirements, or changes in species diversity, distribution, etc. [Implemented by Action Item CON NR-5]

Policy CON-21: The County shall initiate and support efforts relating to the identification, quantification, and monitoring of species biodiversity and habitat connectivity throughout Napa County. [Implemented by Action Item CON NR-5]

Policy CON-22: The County shall encourage the protection and enhancement of natural habitats which provide ecological and other scientific purposes. As areas are identified, they should be delineated on environmental constraints maps so that appropriate steps can be taken to appropriately manage and protect them.



Policy CON-23: The County shall work with local resource and land management agencies to develop a comprehensive approach to controlling the spread of non-native invasive species and reducing their extent on both public and private land, including developing an invasive weed ordinance. The Invasive Weed Ordinance shall include among other things regulatory standards for construction activities that occur adjacent to natural areas, including riparian and/or intermittent streams or watercourses, to inhibit the establishment of noxious weeds through accidental seed import.

Policy CON-24: Maintain and improve oak woodland habitat to provide for slope stabilization, soil protection, species diversity, and wildlife habitat through appropriate measures including one or more of the following:

- a) Preserve, to the extent feasible, oak trees and other significant vegetation that occur near the heads of drainages or depressions to maintain diversity of vegetation type and wildlife habitat as part of agricultural projects.
- b) Comply with the Oak Woodlands Preservation Act (PRC Section 21083.4) regarding oak woodland preservation to conserve the integrity and diversity of oak woodlands, and retain, to the maximum extent feasible, existing oak woodland and chaparral communities and other significant vegetation as part of residential, commercial, and industrial approvals.
- c) Provide replacement of lost oak woodlands or preservation of like habitat at a 2:1 ratio when retention of existing vegetation is found to be infeasible. Removal of oak species limited in distribution shall be avoided to the maximum extent feasible.
- d) Support hardwood cutting criteria that require retention of adequate stands of oak trees sufficient for wildlife, slope stabilization, soil protection, and soil production be left standing.
- e) Maintain, to the extent feasible, a mixture of oak species which is needed to ensure acorn production. Black, canyon, live, and brewer oaks as well as blue, white, scrub, and live oaks are common associations.
- f) Encourage and support the County Agricultural Commission's enforcement of state and federal regulations concerning Sudden Oak Death and similar future threats to woodlands.

[Implemented by Action Item CON NR-7]

Policy CON-25: The County shall disseminate information to land owners regarding habitat conservation and other natural resources goals and build partnerships to accomplish effective outreach regarding policies, incentives, and regulations.

Policy CON-26: Consistent with Napa County's Conservation Regulations, natural vegetation retention areas along perennial and intermittent streams shall vary in width with steepness of the terrain, the nature of the undercover, and type of soil. The design and management of natural vegetation areas shall consider habitat and water quality needs, including the needs of native fish and special status species and flood protection where appropriate. Site-specific setbacks shall be established in coordination with Regional Water Quality Control Boards, California Department of Fish and Game, U.S. Fish and Wildlife Service, National Oceanic and Atmospheric Administration National Marine Fisheries



Service, and other coordinating resource agencies that identify essential stream and stream reaches necessary for the health of populations of native fisheries and other sensitive aquatic organisms within the County's watersheds.

Where avoidance of impacts to riparian habitat is infeasible along stream reaches, appropriate measures will be undertaken to ensure that protection, restoration, and enhancement activities will occur within these identified stream reaches that support or could support native fisheries and other sensitive aquatic organisms to ensure a no net loss of aquatic habitat functions and values within the county's watersheds.

Policy CON-27: The County shall enforce compliance and continued implementation of the intermittent and perennial stream setback requirements set forth in existing stream setback regulations, provide education and information regarding the importance of stream setbacks and the active management and enhancement/restoration of native vegetation within setbacks, and develop incentives to encourage greater stream setbacks where appropriate.

Incentives shall include streamlined permitting for certain vineyard proposals on slopes between 5 and 30 percent and flexibility regarding yard and road setbacks for other proposals.

[Implemented by Action Item CON NR-1]

Policy CON-28: To offset possible additional losses of riparian woodland due to discretionary development projects and conversions, developers shall provide and maintain similar quality and quantity of replacement habitat or in-kind funds to an approved riparian woodland habitat improvement and acquisition fund in Napa County. While on-site replacement is preferred where feasible, replacement habitat may be either on-site or off-site as approved by the County.

Policy CON-29: The County shall coordinate its efforts with other agencies and districts such as the Resource Conservation District and share a leading role in developing and providing outreach and education related to stream setbacks and other best management practices that protect and enhance the County's natural resources. [Implemented by Action Item CON NR-5]

Policy CON-30: All public and private projects shall avoid impacts to wetlands to the extent feasible. If avoidance is not feasible, projects shall mitigate impacts to wetlands consistent with state and federal policies providing for no net loss of wetland function.

Policy CON-31: The County shall maintain and improve marshland habitat in the southern part of the county through a variety of appropriate measures, including:

- a) Utilize reclaimed wastewater for salinity control and management of marshlands, meadows, and salt ponds.
- b) Establish County Policy for promoting wildlife habitat use within marshland areas such as Coon Island, Fly Bay, Devil's Slough, North Slough, the area between Napa Slough and South Slough, Fagan Slough Peninsula, (Cargill) Napa Plant Restoration



Site, Bull Island, all of the berm areas between the top of the levee and center of the slough, and other nearby marshland and meadowlands.

- c) Encourage environmental study, a viewing platform, and wildlife preserve at the (Cargill) Napa Plant Restoration Site, Fagan Slough Area. Work with the California Department of Fish and Game to implement this policy. [Implemented by Action Item CON NR-5]
- d) Restrict the location or construction of structures on levees by large lot zoning because of environmental health problems, potential flood hazard, and impacts to wildlife habitat.
- e) Monitor rise in sea level and the resulting migration of marshlands and wetlands using adaptive management strategies to modify County practices when warranted.

Policy CON-32: The County shall maintain and improve slough and tidal mudflats habitat with appropriate measures, including the following:

- a) Filling, dredging, draining, and polluting of mudflats and sloughs should be restricted to provide an adequate supply of oxygen, retain habitat, and maintain food organism production to conserve fish and wildlife and reduce pollution.
- b) Utilize reclaimed wastewater for salinity control of mudflats and sloughs where needed.
- c) Evaluate proposed marinas and harbors with regard to alternative sites with first priority for wildlife habitat and impact on scarce landforms such as marshlands.
- d) Dredging for marina construction and maintenance requires a heavy public subsidy while serving a small portion of the total citizenry. Consideration should be given to having construction and maintenance dredging done by private enterprise rather than public agencies.
- e) Prevent filling of existing river areas, berm areas, salt ponds, wetlands, and marsh areas because these areas are important for public health and safety as their water surfaces lower the air temperatures, they serve as irreplaceable fish and wildlife habitat, they are subject to amplified earthquake movement and subsoil liquefaction, and they support oxygen-producing plants.

Policy CON-33: The County shall encourage waterfowl in shallow, open shoreline areas of reservoirs by planting appropriate vegetation for waterfowl food, when feasible.

Policy CON-34: The County shall seek to identify the need for aggregate and timber resources and provide for the sustainable use and management of resources in the County in a manner that is compatible with environmental conditions.

Policy CON-35: The County shall encourage active forest management practices to preserve and maintain existing forests and timberland, allowing for their economic and beneficial use.

Policy CON-36: The County shall encourage and support property owners' requests for use of the Timber Preserve (TP) zoning district, as allowed by county code.



Note to the Reader: Please see the Agricultural Preservation and Land Use Element for additional policies related to timber resources.

- Policy CON-37: The County shall identify, improve, and conserve mineral and aggregate resources and ensure the long-term production and supply as follows:
- a) The County shall request that the State Department of Conservation conduct a countywide study to assess the location and value of mineral and aggregate resources.
 - b) Identify known mineral resources on the General Plan Land Use Map or in the Baseline Data Report, based on mapping prepared by the State of California.
 - c) Apply zoning for mineral resource areas and appropriate surrounding areas to allow for resource management and future resource availability.
 - d) Fulfill the County's responsibilities under the Surface Mining and Reclamation Act (SMARA).
 - e) Encourage compatible use of resource areas such as low density recreation, wildlife habitat, or agriculture and protect resource areas from incompatible uses.
 - f) Continue to enforce established policy on geothermal energy exploration and development (Napa County Code Title 16), considering the potential adverse environmental effects such as noise pollution, air pollution, water pollution, and poorly located transmission lines that can accompany improper geothermal development.
- Policy CON-38: The County shall identify, improve, and conserve Napa County's sand and gravel resources, preventing removal of streambed sand and gravel in any manner that would cause adverse effects on water quality, fisheries, riparian vegetation, or flooding.
- Policy CON-39: Resource extraction activities (e.g., mining and geothermal development) shall fully address environmental implications, such as air pollution, visual distractions, siltation of nearby streams, increase in surface runoff, removal of underground water by pumping, increase in erosion or landslide hazard, disposal of chemical wastes, creation of impervious layers and surface compaction, extent of vegetation removal, and site rehabilitation procedures.
- Policy CON-40: Encourage the ongoing reclamation of sand and gravel mining areas through the implementation of reclamation plans. In conformance with state law, all mining operations shall have up-to-date reclamation plans and adequate financial assurances to the satisfaction of the County.

NATURAL RESOURCES GOALS/POLICIES ACTION ITEMS

- Action Item CON NR-1: Amend the Conservation Regulations to offer incentives such as a streamlined review process for new vineyard development and other projects that incorporate environmentally sustainable practices that avoid or mitigate significant environmental impacts. [Implements Policy 27]



Action Item CON NR-2: The County shall seek grant funding and other support and establish a fisheries monitoring program(s) consistent with the efforts of the Watershed Information Center and Conservancy of Napa County in order to track the current condition of special-status fisheries and associated habitats in the County's watersheds. Programs will include tracking the effectiveness of BMPs, mitigation measures and ongoing restoration efforts for individual projects in the watersheds, and the implementation of corrective actions for identified water quality issues that are identified as adversely impacting fisheries. Monitoring programs shall be conducted in coordination with the State and Regional Water Boards, California Department of Fish and Game, U.S. Fish and Wildlife Service, and National Oceanic and Atmospheric Administration National Marine Fisheries Service to the extent necessary. [Implements Policies 10-15]

Action Item CON NR-3: The County shall amend its Local Procedures for Implementing CEQA to require gravel removal projects to result in no net adverse effects to stream temperature, bed attributes, or habitat necessary for native fisheries' health. This may include restoration and improvement of impacted habitat areas (e.g., gravel areas and pools and woody-debris areas). [Implements Policy 11(j)]

Action Item CON NR-4: The County shall adopt an ordinance that prohibits construction activities within the channel of any waterway identified to contain existing or potential spawning habitat for special-status fish species during limited time periods of spawning activities. [Implements Policy 13]

Action Item CON NR-5: The County shall maintain and update the Biological Resources and Fisheries chapters of the BDR as necessary to provide the most current data and mapping. Updates shall be provided online and made available for review at the Conservation, Development and Planning Department. The following specific data sets and maps shall be updated as needed:

- a) The County's Biological Database (through the use of the California Department of Fish and Game's California Natural Diversity Database (CNDDDB) and information from the California Native Plant Society (CNPS)), including the addition of biological data to expand and improve the accuracy of the database and its usefulness to the public;
- b) Databases and mapping of sensitive biotic communities and habitats of limited distribution;
- c) Databases and mapping of oak woodlands and related sensitive biotic communities;
- d) Databases and mapping of riparian woodlands and related sensitive biotic communities;
- e) Databases and mapping of sloughs and tidal mudflats and related sensitive biotic communities.

[Implements Policies 16, 20, 21, 29, and 31(c)]



Action Item CON NR-6: The County shall adopt protocols to be followed, including a methodology for analyzing the need for buffers, and establish setbacks where discretionary projects are proposed on parcels that may contain sensitive biotic communities or habitats/communities of limited distribution or sensitive natural communities. [Implements Policy 17]

Action Item CON NR-7: The County shall adopt a voluntary Oak Woodland Management Plan to identify and mitigate significant direct and indirect impacts to oak woodlands. Mitigation may be accomplished through a combination of the following measures:

- a) Conservation easement and land dedication for habitat preservation;
- b) Payment of in-lieu fees; and/or
- c) Replacement planting of appropriate size, species, area, and ratio.

[Implements Policy 24]

WATER RESOURCES GOALS AND POLICIES

Goal CON-8: Reduce or eliminate groundwater and surface water contamination from known sources (e.g., underground tanks, chemical spills, landfills, livestock grazing, and other dispersed sources such as septic systems).

Goal CON-9: Control urban and rural storm water runoff and related non-point source pollutants, reducing to acceptable levels pollutant discharges from land-based activities throughout the county.

Goal CON-10: Conserve, enhance and manage water resources on a sustainable basis to attempt to ensure that sufficient amounts of water will be available for the uses allowed by this General Plan, for the natural environment, and for future generations.

Goal CON-11: Prioritize the use of available groundwater for agricultural and rural residential uses rather than for urbanized areas and ensure that land use decisions recognize the long-term availability and value of water resources in Napa County.

Goal CON-12: Proactively collect information about the status of the county's surface and groundwater resources to provide for improved forecasting of future supplies and effective management of the resources in each of the County's watersheds.



Goal CON-13: Promote the development of additional water resources to improve water supply reliability and sustainability in Napa County, including imported water supplies and recycled water projects.

WATER RESOURCES POLICIES

Policy CON-41: The County will work to protect Napa County's watersheds and public and private water reservoirs to provide for the following purposes:

- a) Clean drinking water for public health and safety;
- b) Municipal uses, including commercial, industrial and domestic uses;
- c) Support of the eco-systems;
- d) Agricultural water supply;
- e) Recreation and open space; and
- f) Scenic beauty.

Policy CON-42: The County shall work to improve and maintain the vitality and health of its watersheds. Specifically, the County shall:

- a) Use all available sources of assistance to protect and enhance the Napa River and its tributaries and watershed to meet or exceed water quality standards imposed by state and federal authorities (e.g., pursue grants and other funding opportunities to assist in the identification, testing, and improvement of individual septic as well as community waste disposal systems, and to support watershed monitoring/sampling and scientific understanding to inform and develop effective and targeted management options in an adaptive and locally driven manner).
- b) Reduce water pollutants through education, monitoring, and pollutant elimination programs (e.g., watershed education and monitoring programs identified in the Watershed Information Center and Conservancy (WICC) Strategic Plan and Napa County/Resource Conservation District (RCD) Watershed Programs, and pollution reduction goals outlined in Napa County's Phase II National Pollution Discharge Elimination System (NPDES) General Permit from the State Water Board).
- c) Support voluntary cooperative efforts in watershed planning to identify and establish habitat enhancement goals on various reaches of the Napa River and its tributaries, including, but not limited to, the development of localized watershed management plans, project identification, implementation and monitoring to support adaptive management (e.g., Napa Green Certified Land/Fish Friendly Farming, Rutherford Dust Restoration Team, Resource Conservation District's Stewardship Program, on- and off-site habitat protection and mitigation programs, and dozens of other active efforts currently planned or now underway).
- d) Support environmentally sustainable agricultural techniques and best management practices (BMPs) that protect surface water and groundwater quality and quantity (e.g., cover crop management, integrated pest management, informed surface water withdrawals and groundwater use).



- e) Promote and support the use of recycled water wherever feasible, including the use of tertiary treated water, to help improve supply reliability and enhance groundwater recharge.
- f) Support completion of the federal, state, and local government flood control projects that contribute to the health of Napa County's watersheds.
- g) Recognize that unmanaged forests and watersheds can have unintended adverse environmental consequences such as increasing the threat and intensity of wild land fires, which could lead to widespread erosion and degradation of water quality. Support voluntary efforts by landowners to reduce fuel loads in forests and watersheds to reduce this threat.
- h) Recognize that efforts to protect and preserve water for wildlife habitat and watershed health in Napa County can have long term benefits related to adequate water supplies and water quality. [Implemented by Action Items CON WR-1, 4, and 7]

Policy CON-43:

Pursuant to the Open Space and Conservation goals and policies that conserve open space and recreational resources, the County shall protect and enhance watershed lands, including the downstream delivery of essential watershed resources and benefits from headwater channels. The County's efforts shall include:

- a) Preserving and where economically feasible restoring the density and diversity of water dependent species and continuous riparian habitats based on sound ecological principles; and
- b) Supporting the acquisition, development, maintenance and restoration of habitat lands for wildlife and watershed enhancement where clearly consistent with General Plan policies.

Policy CON-44:

The County shall identify, improve, and conserve Napa County's surface water resources through the following measures:

- a) Evaluate and develop land use policies resulting in the appropriate density and mix of impervious surface and stable vegetation cover to improve water quality and reduce surface water pollution and siltation within domestic water supply watersheds.
- b) Encourage public agencies and private individuals to explore environmentally sensitive ways to store winter runoff in consultation with the State Department of Water Resources and other regulatory agencies.
- c) Promote a balanced approach to managing reservoir outflows, particularly municipal supply reservoirs, through coordination with cities and town to maintain a reliable water supply for domestic uses, minimize flooding, and preserve fish habitat and riparian vegetation.
- d) Work with other agencies to develop a comprehensive understanding of potential deficiencies in surface water supplies, and coordinate with private property owners on a voluntary basis to collect additional surface water data and implement an expanded voluntary monitoring effort to ensure development of effective water



management and conservation strategies where appropriate. [Implemented by Action Items CON WR-1, 4, and 7]

Policy CON-45: Protect the County’s domestic supply drainages through vegetation preservation and protective buffers to ensure clean and reliable drinking water consistent with state regulations and guidelines. Continue implementation of current Conservation Regulations relevant to these areas, such as vegetation retention requirements, consultation with water purveyors/system owners, implementation of erosion controls to minimize water pollution, and prohibition of detrimental recreational uses. [Implemented by Action Item CON WR-3]

Policy CON-46: Napa County’s past, present, and future are intertwined with that of the Napa River; therefore, the County is committed to improving and sustaining the health of the river, through attaining water quality and habitat enhancement goals, supporting public access to the river for visual appreciation and recreational purposes, and completing federal, state, and local flood control projects that are consistent with “living rivers” principles.

Policy CON-47: The County shall comply with applicable Water Quality Control/Basin Plans as amended through the Total Maximum Daily Load (TMDL) process to improve water quality. In its efforts to comply, the following may be undertaken:

- a) Monitoring water quality in impaired waterbodies identified by the Regional Water Quality Control Board(s).
- b) Addressing failing septic systems in the vicinity of Murphy, Browns Valley, and Salvador Creeks and throughout the County, should they be found to exist.
- c) Retrofitting County-maintained roads to reduce sediment caused by runoff.
- d) Supporting voluntary habitat restoration and bank stabilization efforts, with particular focus on the main stem and main tributaries of the Napa River.
- e) Ensuring continued effectiveness of the National Pollution Discharge Elimination System (NPDES) program and storm water pollution prevention.
- f) Ensuring continued effectiveness of the County’s Conservation Regulations related to vineyard projects and other earth-disturbing activities.
- g) Addressing effects related to past and current mining, grazing, and other activities to the extent feasible.
- h) Amending the County’s Conservation Regulations or County Code to address excessive sediment delivered to waterways as required by state law, particularly as it relates to private roads and rural unimproved (i.e., dirt or gravel) roads.
- i) Developing outreach and education programs to inform land owners and managers about improving surface water quality (e.g., rural and private road maintenance, soil and vegetation retention, construction site management, runoff control, etc.) and cooperating with other governmental and non-governmental agencies seeking to establish waiver or certification programs. [Implemented by Action Item CON WR-4]



- Policy CON-48: Proposed developments shall implement project-specific sediment and erosion control measures (e.g., erosion control plans and/or stormwater pollution prevention plans) that maintain pre-development sediment erosion conditions or at minimum comply with state water quality pollution control (i.e., Basin Plan) requirements and are protective of the County's sensitive domestic supply watersheds. Technical reports and/or erosion control plans that recommend site-specific erosion control measures shall meet the requirements of the County Code and provide detailed information regarding site specific geologic, soil, and hydrologic conditions and how the proposed measure will function.
- Policy CON-49: The County shall develop and implement a water quality monitoring program (or programs) to track the effectiveness of temporary and permanent Best Management Practices (BMPs) to control soil erosion and sedimentation within watershed areas and employ corrective actions for identified water quality issues (in violation of Basin Plans and/or associated TMDLs) identified during monitoring. [Implemented by Action Item CON WR-4]
- Policy CON-50: The County will take appropriate steps to protect surface water quality and quantity, including the following:
- a) Preserve riparian areas through adequate buffering and pursue retention, maintenance, and enhancement of existing native vegetation along all intermittent and perennial streams through existing stream setbacks in the County's Conservation Regulations (also see Policy CON-27 which retains existing stream setback requirements).
 - b) Encourage flood control reduction projects to give full consideration to scenic, fish, wildlife, and other environmental benefits when computing costs of alternative methods of flood control.
 - c) The County shall require discretionary projects to meet performance standards designed to ensure peak runoff in 2-, 10-, 50-, and 100-year events following development is not greater than predevelopment conditions.
 - d) Maintain minimum lot sizes of not less than 160 acres in Agriculture, Watershed, and Open Space (AWOS) designated areas to reflect desirable densities based on access, slope, productive capabilities for agriculture and forestry, sewage disposal, water supply, wildlife habitat, and other environmental considerations.
 - e) In conformance with National Pollution Discharge Elimination System (NPDES) requirements, prohibit grading and excavation unless it can be demonstrated that such activities will not result in significant soil erosion, silting of lower slopes or waterways, slide damage, flooding problems, or damage to wildlife and fishery habitats.
 - f) Adopt development standards, in conformance with NPDES Phase II requirements, for post-construction storm water control.
 - g) Address potential soil erosion by maintaining sections of the County Code that require all construction-related activities to have protective measures in place or installed by the grading deadlines established in the Conservation Regulations. In



addition, the County shall ensure enforceable fines are levied upon code violators and shall require violators to perform all necessary remediation activities.

- h) Require replanting and/or restoration of riparian vegetation to the extent feasible as part of any discretionary permit or erosion control plan approved by the County, understanding that replanting or restoration that enhances the potential for Pierce's Disease or other vectors is considered infeasible.
- i) Encourage management of reservoir outflows (bypass flows) to maintain fish life and riparian (streamside) vegetation.
- j) Encourage minimal use of chemical treatment of reservoirs to prevent undue damage to fish and wildlife resources.
- k) Prohibit new septic systems in areas where sewage treatment and disposal systems are available and encourage new sewage treatment and disposal systems in urbanized areas where there is high groundwater recharge potential and existing concentrations of septic systems.

Policy CON-50.5: Recognize the importance of water resources that guard against flooding and attenuate floodwaters including those rivers, creeks, streams, flood corridors, riparian habitat, and lands that may accommodate floodwater important for the purposes of groundwater recharge and stormwater management as those areas identified on the County's adopted Federal Emergency Management Agency (FEMA) Flood Insurance Rate Mapping (FIRM)¹⁹. (see also Policy SAF-25 and Figure SAF-3)

Policy CON-51: Recognizing that groundwater best supports agricultural and rural uses, the County discourages urbanization requiring net increases in groundwater use and discourages incorporated jurisdictions from using groundwater except in emergencies or as part of conjunctive-use programs that do not cause or exacerbate conditions of overdraft or otherwise adversely affect the County's groundwater resources.

Policy CON-52: Groundwater is a valuable resource in Napa County. The County encourages responsible use and conservation of groundwater and regulates groundwater resources by way of its groundwater ordinances. [Implemented by Action Items CON WR-6 and 9]

Policy CON-52.5: Over time, the County should seek ways to increase the institutional capacity and level of expertise within the County related to groundwater issues.

Policy CON-53: The County shall ensure that the intensity and timing of new development are consistent with the capacity of water supplies and protect groundwater and other water supplies by requiring all applicants for discretionary projects to demonstrate the availability of an adequate water supply prior to approval. Depending on the site location and the specific circumstances, adequate demonstration of availability may include evidence or calculation of groundwater availability via an appropriate hydrogeologic analysis or may be satisfied by compliance with County Code "fair-share" provisions or applicable State

¹⁹ Flood Insurance Rate Map, Napa County, California, Map Number 06055CIND0A (index sheet), Effective Date: September 26, 2008



law. In some areas, evidence may be provided through coordination with applicable municipalities and public and private water purveyors to verify water supply sufficiency.

Policy CON-53.5: Before authorizing any new exportation of water from the County, the County shall ensure an adequate, long term supply of ground and surface water for agriculture, conservation, domestic, industrial, and recreational uses in affected areas/watersheds.

Policy CON-54: The County shall maintain or enhance infiltration and recharge of groundwater aquifers by requiring all projects in designated groundwater deficient areas as identified in the County's groundwater ordinance (County Code Chapter 13.15) be designed (at minimum) to maintain a site's predevelopment groundwater recharge potential, to the extent feasible, by minimizing impervious surfaces and promoting recharge (e.g., via the use of water retention/detention structures, use of permeable paving materials, bio-swales, water gardens, cisterns, and other best management practices). [Implemented by Action Item CON WR-5]

Policy CON-55: The County shall consider existing water uses during the review of new water uses associated with discretionary projects, and where hydrogeologic studies have shown that the new water uses will cause significant adverse well interference or substantial reductions in groundwater discharge to surface waters that would alter critical flows to sustain riparian habitat and fisheries or exacerbate conditions of overdraft, the County shall curtail those new or expanded water uses. [Implemented by Action Item CON WR-6]

Policy CON-56: The County shall discourage the drilling or operation of any new wells in known areas of saltwater intrusion until such time as a program has been approved and funded which will minimize or avoid expansion of salt water intrusion into useable groundwater supplies.

Policy CON-57: The County shall work with appropriate agencies and districts to develop an understanding of potential groundwater deficiencies and coordinate with private property owners to voluntarily collect groundwater data, including implementing effective water management and conservation strategies and encouraging exploration and use of alternative (e.g., non-groundwater) water supplies where feasible to further conserve existing groundwater resources. [Implemented by Action Items CON WR-8 and 9]

Policy CON-58: Recognizing the difficulty of assessing and resolving groundwater problems, the County shall periodically review and update groundwater policies and ordinances as new studies and monitoring data become available to protect the County's surface water and groundwater resources, and implement various protective recommendations outlined in the 2050 Napa Valley Water Resources Study as appropriate (West Yost & Assoc., 2005). [Implemented by Action Item WR-9]

Policy CON-59: The County shall disseminate available information (online or in report format) on groundwater levels on an aggregated drainage basin level or other aggregated scale that is appropriate based on data availability and confidentiality. [Implemented by Action Item WR-5]



CONSERVATION

Policy CON-60: The County shall promote cost-effective water conservation and water efficiency measures that reduce water loss, waste, and water demand through the following measures:

- a) Taking a leadership role in water conservation efforts, by monitoring and publicly reporting on the County's water use, using low flow fixtures, drought-tolerant landscaping, drip irrigation, recycled water use where available and appropriate, periodic water use "audits" and other strategies to conserve water at all County-owned and operated facilities.
- b) Requiring the use of water conservation measures in areas served by municipal supplies to improve water use efficiency and reduce overall demand including, but not limited to, working cooperatively with all water providers and with developers to incorporate water conservation measures into project designs (e.g., as recommended by the California Urban Water Conservation Council), and coordination with water providers to continue to develop and implement water drought contingency plans to assist County citizens and businesses in reducing water use during periods of water shortages and emergencies.
- c) Seeking cooperative partnerships with government agencies, non-profit organizations, private industry groups, and individuals in furthering water conservation strategies in Napa County.

[Implemented by Action Item CON WR-9]

Policy CON-60.5: All aspects of landscaping from the selection of plants to soil preparation and the installation of irrigation systems should be designed to reduce water demand, retain runoff, decrease flooding, and recharge groundwater.

Policy CON-61: The County shall coordinate and collaborate with other agencies to identify, improve, and conserve Napa County's community and municipal water supply resources as follows:

- a) Environmentally sustainable water supply projects should receive priority attention, including development of sustainable alternative water supplies such as the use of recycled water or other options for non-potable uses in Carneros and the MST groundwater basins.
- b) Manage potential disruptions in water supply from reduced Sierra snow-pack and related drought conditions to ensure a stable water supply in the future by purchasing additional supplies or entitlements, including opportunities to purchase dry year water supplies, modifying standard operational procedures and/or facilities to enhance the availability of local water resources, and planning for water supply treatment facilities and delivery systems to urbanized areas of the county.

[Implemented by Action Item CON WR-7]

Policy CON-62: As stated in Policy AG/LU-74, the County supports the extension of recycled water to the Coombsville area to reduce reliance on groundwater in the MST groundwater basin and exploration of other alternatives. Also, the County shall identify and support ways to utilize recycled water for irrigation and non-potable uses to offset dependency on



groundwater and surface waters and ensure adequate wastewater treatment capacity through the following measures:

- a) Require (as part of continued implementation of County Code Title 13 Division 2 provisions associated with sewer systems) verification of adequate wastewater service for all development projects prior to their approvals. This requirement includes coordination with wastewater service purveyors to verify adequate capacity and infrastructure either exists or will be available prior to operation of the development project.
- b) Use wastewater treatment and reuse facilities where feasible to reclaim, reuse, and deliver treated wastewater for irrigation and possible potable use depending on wastewater treatment standards.
- c) Require proposals for non-residential construction in the Airport Industrial Area and lower Milliken-Sarco-Tulocay Creeks Area to incorporate dual plumbing to allow for the use of non-potable/recycled water when such water becomes available.
- d) Encourage the use of non-potable/recycled water wherever recycled water is available and require the use of recycled water for golf courses where feasible.

Policy CON-63: The County will support the work of the Watershed Information Center and Conservancy (WICC) Board as a clearinghouse for watershed information, a forum for citizen and interagency discussion and cooperation, and development and coordination of watershed monitoring efforts and strategic planning. [Implemented by Action Items CON WR-4, 7, 8, and 9]

Policy CON-64: The County shall monitor the rise in sea levels and resulting saltwater intrusion into surface waters and use adaptive management strategies to modify County practices when warranted. [Implemented by Action Item CON WR-4, 8, and 9]

WATER RESOURCES ACTION ITEMS

Action Item CON WR-1: Develop basin-level watershed management plans for each of the three major watersheds in Napa County (Napa River, Putah Creek, and Suisun Creek). Support each basin-level plan with focused sub-basin (drainage-level) or evaluation area-level implementation strategies, specifically adapted and scaled to address identified water resource problems and restoration opportunities. Plan development and implementation shall utilize a flexible watershed approach to manage surface water and groundwater quality and quantity. The watershed planning process should be an iterative, holistic, and collaborative approach, identifying specific drainage areas or watersheds, eliciting stakeholder involvement, and developing management actions supported by sound science that can be effectively implemented. [Implements Policies 42 and 44]

Action Item CON WR-2: [Reserved]

Action Item CON WR-3: Update the Conservation Regulations to establish an appropriate protective buffer (e.g., a special protection zone) in areas that drain toward any intake structure associated with the County's sensitive domestic water supply



drainages, requiring specific development and performance measures to protect water quality and balance property owners' ability to use their land and stipulating that discretionary projects must be located outside of the protective buffer wherever this is feasible. [Implements Policy 45]

Action Item CON WR-4: Implement a countywide watershed monitoring program to assess the health of the County's watersheds and track the effectiveness of management activities and related restoration efforts. Information from the monitoring program should be used to inform the development of basin-level watershed management plans as well as focused sub-basin (drainage-level) implementation strategies intended to address targeted water resource problems and facilitate restoration opportunities. Over time, the monitoring data will be used to develop overall watershed health indicators and as a basis of employing adaptive watershed management planning. [Implements Policies 42, 44, 47, 49, 63, and 64]

Action Item CON WR-5: Identify, map, and disseminate information on groundwater recharge areas, to the extent feasible, and provide educational materials and resource information on ways of reducing and limiting the development of non-pervious surfaces in those areas. [Implements Policy 54 and 59]

Action Item CON WR-6: Establish and disseminate standards for well pump testing and reporting and include as a condition of discretionary projects that well owners provide to the County upon request information regarding the locations, depths, yields, drilling and well construction logs, soil data, water levels and general mineral quality of any new wells. [Implements Policy 52 and 55]

Action Item CON WR-7: The County, in cooperation with local municipalities and districts, shall perform surface water and groundwater resources studies and analyses and work toward the development and implementation of an integrated water resources management plan (IRWMP) that covers the entirety of Napa County and addresses local and state water resource goals, including the identification of surface water protection and restoration projects, establishment of countywide groundwater management objectives and programs for the purpose of meeting those objectives, funding, and implementation. [Implements Policy 42, 44, 61 and 63]

Action Item CON WR-8: The County shall monitor groundwater and interrelated surface water resources, using County-owned monitoring wells and stream and precipitation gauges, data obtained from private property owners on a voluntary basis, data obtained via conditions of approval associated with discretionary projects, data from the State Department of Water Resources, other agencies and organizations. Monitoring data shall be used to determine baseline water quality conditions, track groundwater levels, and identify where problems may exist. Where there is a demonstrated need for additional management actions to address groundwater problems, the County shall work collaboratively with property owners and other stakeholders to prepare a plan for managing groundwater supplies pursuant to State Water Code Sections 10750-10755.4 or other applicable legal authorities. [Implements Policy 57, 63 and 64]



Action Item CON WR-9: The County shall adopt a Water-Efficient Landscape Ordinance for multifamily residential, industrial, and commercial developments regarding the use of water-efficient landscaping consistent with AB 325. [Implements Policy 52, 57, 58, 60, 63 and 64]

Action Item CON WR-9.5: The County shall work with the SWRCB, DWR, DPH, CalEPA, and applicable County and City agencies to seek and secure funding sources for the County to develop and expand its groundwater monitoring and assessment and undertake community-based planning efforts aimed at developing necessary management programs and enhancements.

CLIMATE PROTECTION AND SUSTAINABLE PRACTICES FOR ENVIRONMENTAL HEALTH GOALS AND POLICIES

Goal CON-14: Promote policies to ensure the long-term sustainability of Napa County, including its environment, economy, and social equity.

Goal CON-15: Reduce emissions of local greenhouse gases that contribute to climate change.

Goal CON-16: Promote the economic and environmental health of Napa County by conserving energy, increasing the efficiency of energy use, and producing renewable energy locally.

Goal CON-17: Reduce air pollution and reduce local contributions to regional air quality problems, achieving and maintaining air quality in Napa County which meets or exceeds state and federal standards.

Goal CON-18: Provide sufficient long-term solid waste disposal capacity for the County consistent with California Integrated Waste Management Act (Public Resources Code section 40000, et seq.) requirements.

Note to the Reader: Please see the Open Space Conservation and Water Resources sections above for additional policies regarding water conservation and sustainable practices related to habitat preservation and forest, and open space management.

CLIMATE PROTECTION AND SUSTAINABLE PRACTICES FOR ENVIRONMENTAL HEALTH POLICIES

Policy CON-65: The County shall support efforts to reduce and offset greenhouse gas (GHG) emissions and strive to maintain and enhance the County's current level of carbon sequestration functions through the following measures:



- a) Study the County's natural, agricultural, and urban ecosystems to determine their value as carbon sequesters and how they may potentially increase.
- b) Preserve and enhance the values of Napa County's plant life as carbon sequestration systems to recycle greenhouse gases.
- c) Perpetuate policies in support of urban-centered growth and agricultural preservation preventing sprawl.
- d) Perpetuate policies in support of alternative modes of transportation, including transit, paratransit, walking, and biking.
- e) Consider GHG emissions in the review of discretionary projects. Consideration may include an inventory of GHG emissions produced by the traffic expected to be generated by the project, any changes in carbon sequestration capacities caused by the project, and anticipated fuel needs generated by building heating, cooling, lighting systems, manufacturing, or commercial activities on the premises. Projects shall consider methods to reduce GHG emissions and incorporate permanent and verifiable emission offsets.
- f) Establish partnerships with experts, trade associations, non-governmental associations, and community and business leaders to support and participate in programs related to global climate change.

[Implemented by Action Items CON CPSP-1 and 2]

Policy CON-66:

The County shall promote the implementation of sustainable practices and green technology in agriculture, commercial, industrial, and residential development through the following actions:

- a) Project Construction
 - 1) Utilize recycled, low-carbon, and otherwise climate-friendly building materials such as salvaged and recycled content materials for buildings, hard surfaces, and landscaping materials.
 - 2) Minimize, reuse, and recycle construction-related waste.
 - 3) Utilize alternative fuels in construction equipment and require construction equipment to utilize the best available technology to reduce emissions.
- b) Education and Outreach
 - 1) Assure that County staff is trained to provide guidance, if requested, to residents and agricultural, commercial, and industrial users on sustainable practices and green technology.
 - 2) Cooperate with and develop partnerships with public, private, and non-profit groups to further the knowledge and implementation of sustainable practices.
 - 3) Encourage residential, commercial, industrial, processing, and agricultural projects to develop methods to reduce and capture CO₂ produced and emitted and to sequester that which is captured.



- c) Residential Development
 - 1) Increase the supply of affordable and workforce housing to encourage local workers to live in the County, minimize commuting and reduce greenhouse gas emissions.
 - 2) Consistent with policies in the Agriculture Preservation and Land Use Element, residential development shall be focused in urbanized areas.

Policy CON-67: The County shall promote and encourage “green building” design, development, and construction through the achievement of Leadership in Energy and Environmental Design (LEED) standards set by the U.S. Green Building Council, the Green Point Rated system standards set by Builditgreen.org, or equivalent programs. Actions in support of this policy shall include:

- a) Audit current County practices to assess opportunities and barriers to implementation of current sustainable practices.
- b) Amend the County Code as necessary to remove barriers to and encourage “green” construction.
- c) Develop new County buildings as “green buildings,” utilizing sustainable construction and practices.
- d) Encourage all new large development projects and major renovation of existing facilities to be based on Green Building Council standards utilizing sustainable construction and practices to achieve a minimum LEED rating of Silver, or comparable level on the Green Point Rated system per standards set by Builditgreen.org or other comparable updated rating systems.
- e) Support state and federal incentive programs that offer rebates and cost sharing related to the implementation of “green building” standards and LEED certification.

[Implemented by Action Item CON CPSP-3]

Policy CON-68: The County shall promote research and the development and use of advanced and renewable energy technology through the following actions:

- a) Use expedited permit processing or other incentives as promotion mechanisms.
- b) Assist in securing grants to support the implementation of photovoltaic, wind, and other renewable energy technologies to provide a portion of the County’s energy needs.
- c) Encourage the use of renewable energy resources in residential, commercial, industrial, and agricultural projects and uses.

[Implemented by Action Item CON CPSP-4]

Policy CON-69: The County shall provide incentives and opportunities for the use of energy-efficient forms of transportation such as public transit, carpooling, walking, and bicycling. This shall include the provision and/or the extension of transit to urban areas where development densities (residential and nonresidential) would support transit use, as well as bus turnouts/access, bicycle storage, and carpool/vanpool parking where appropriate.



CONSERVATION

- Policy CON-70: The County shall seek to increase the amount of energy produced through locally available energy sources, including establishing incentives for, and removing barriers to, renewable and alternative energy resources (solar, wind) where they are compatible with the maintenance and preservation of environmental quality. [Implemented by Action Items CON CPSP-4 and 5]
- Policy CON-71: The County shall encourage the use of bio-fuels and geothermal resources where feasible and environmentally sustainable.
- Policy CON-72: The County shall seek to reduce the energy impacts from new buildings by applying Title 24 energy standards as required by law and providing information to the public and builders on available energy conservation techniques, products, and methods available to exceed those standards by 15 percent or more.
- Policy CON-73: The County shall monitor the ecological effects of climate change in Napa County over time, including sea level rise, effects on water resources, local microclimates, native vegetation, agriculture, and the economy. Consistent with the principle of adaptive management, the County shall adapt policies and operations to address identified effects as feasible.
- Policy CON-74: The County shall evaluate new technologies for energy generation and conservation and solid waste disposal as they become available, and shall pursue their implementation as appropriate in a manner consistent with the principle of adaptive management. This evaluation shall include review of promising technological advances which may be useful in decreasing County greenhouse gas (GHG) emissions, increase in renewable energy that is generated locally, and review of the County's success in meeting targets for GHG emission reductions. [Implemented by Action Item CON CPSP-4]
- Policy CON-75: The County shall work to implement all applicable local, state, and federal air pollution standards, including those related to reductions in GHG emissions. [Implemented by Action Item CON CPSP-6]
- Policy CON-76: The County shall minimize air pollutant emissions from all County facilities and operations to the extent feasible, consistent with the County's desire to provide a high level of public service.
- Policy CON-77: All new discretionary projects shall be evaluated to determine potential significant project-specific air quality impacts and shall be required to incorporate appropriate design, construction, and operational features to reduce emissions of criteria pollutants regulated by the state and federal governments below the applicable significance standard(s) or implement alternate and equally effective mitigation strategies consistent with BAAQMD's air quality improvement programs to reduce emissions.

Note to the Reader: Please see the Circulation Element for more policies on transportation demand management. The County shall emphasize "demand management" strategies which seek to reduce single-occupant vehicle use in order to achieve state and federal air quality plan objectives and shall seek to ensure that public transit is a viable and attractive alternative to the use of private motor vehicles.



In addition to these policies, the County's land use policies discourage scattered development which contributes to continued dependence on the private automobile as the only means of convenient transportation. The County's land use policies also contribute to efforts to reduce air pollution.

- Policy CON-78: The County shall support intergovernmental efforts directed at stringent tailpipe emission standards and inspection and maintenance programs for all feasible vehicle classes, and revisions to BAAQMD's Ozone Attainment Plan to accelerate and strengthen market-based strategies consistent with the General Plan. [Implemented by Action Item CON CPSP-6]
- Policy CON-79: The County shall ensure that all County vehicles conform with applicable emission standards at the time of purchase and throughout their use. To the extent feasible, the County shall purchase the lowest emitting vehicles commercially available to meet County vehicle needs.
- Policy CON-80: The County shall seek to reduce particulate emissions and avoid exceedences of state particulate matter (PM) standards by:
- a) Providing information regarding low emitting fireplaces to property owners who are constructing or remodeling homes.
 - b) Fireplaces or wood stoves for new development shall comply with current local and state emission standards for wood-burning stoves or shall be fueled by natural gas.
 - c) Disseminating information in support of the BAAQMD's "Spare the Air Tonight" program (and other related programs) when PM exceedences are projected to occur.
 - d) Disseminating information regarding agricultural burn requirements established by the BAAQMD.
 - e) Requiring implementation of dust control measures during construction and grading activities and enforcing winter grading deadlines.
- Policy CON-81: The County shall require dust control measures to be applied to construction projects consistent with measures recommended for use by the BAAQMD.
- Policy CON-82: The County shall require applicants seeking demolition permits to demonstrate compliance with any applicable BAAQMD requirements, particularly those related to asbestos-containing materials (ACMs) and exposure to lead paint. [Implemented by Action Item CON CPSP-6]
- Policy CON-83: The County shall prepare and disseminate maps showing areas where soils are known to contain naturally occurring asbestos and shall require enhanced dust suppression measures for grading and construction projects in these areas consistent with BAAQMD requirements.
- Policy CON-84: The County shall require the establishment and maintenance of adequate buffer distances or filters or other equipment modifications for new sources of toxic air contaminants (TACs) and odors near proposed or existing sensitive receptors consistent



with local and state regulatory requirements and guidelines. [Implemented by Action Item CON CPSP-6]

Note to the Reader: See the Community Character Element for additional policies related to odors.

Policy CON-85: The County shall utilize construction emission control measures required by CARB or BAAQMD that are appropriate for the specifics of the project (e.g., length of time of construction and distance from sensitive receptors). These measures shall be made conditions of approval and/or adopted as mitigation to ensure implementation. [Implemented by Action Item CON CPSP-6]

Policy CON-86: The County shall implement the 2002 Napa County Countywide Integrated Waste Management Plan, consistent with California Integrated Waste Management Act (Public Resources Code section 40000 et seq) requirements, including the plan's Summary Plan, Siting Element, Source Reduction and Recycling Element (SRRE); Household Hazardous Waste Element (HHWE) and Non-Disposal Facility Element (NDFE). [Implemented by Action Item CPSP-6]

Policy CON-87: The County shall promote solid waste source reduction, reuse, recycling, composting and environmentally-safe transformation of waste. The County shall seek to comply with the requirements of AB 939 with regard to meeting state-mandated targets for reductions in the amount of solid waste generated in Napa County.

Policy CON-88: The County shall provide information to businesses and residents on available options to implement waste reduction targets. Other actions may include:

- a) Actively promoting a comprehensive, consistent, and effective recycled materials procurement effort among other governmental agencies and local businesses.
- b) Encouraging all companies that do business in Napa County to recycle and reuse construction scraps, demolition materials, concrete, industrial waste, and green waste.

Policy CON-89: The County itself shall be a leader in promoting waste reduction and recycling through a variety of means when feasible, including:

- a) Adopting requirements for the use of recycled base materials (e.g., recycled raw batch materials, rubberized asphalt from recycled tires, and other appropriate materials), if practicable, in requests for bids for public roadway construction projects.
- b) Procurement policies and procedures, which facilitate purchase of recycled, recyclable, or reusable products and materials where feasible.
- c) Requiring contractors to provide products and services to the County, including printing services, demonstrating that they will comply with the County's recycled materials policies.
- d) Providing recycling centers at County facilities to the public free of charge.



Policy CON-90: The County shall support efforts to provide solid waste resource recovery facilities and household hazardous waste collection facilities convenient to residences, businesses, and industries.

Policy CON-91: Encourage the maximum protection of all environmental values at solid waste disposal sites by the adoption of standards of planning, design, construction, operation, and maintenance, including:

- a) Location away from residential areas.
- b) Screening from view.
- c) Good road access, not through residential areas.
- d) No inhabited areas downwind from the site because dust and odor problems can occur in even the most carefully conducted operations.
- e) Location to prevent flooding and pollution and contamination of surface and ground water.
- f) Haul distance standards.

Policy CON-92: The County shall support and encourage the re-use and development of lands for open space and recreational purposes following the implementation of landfill closure programs.

CLIMATE PROTECTION AND SUSTAINABLE PRACTICES FOR ENVIRONMENTAL HEALTH ACTION ITEMS:

Action Item CON CPSP-1: The County shall develop a greenhouse gas (GHG) emissions inventory measuring baseline levels of GHGs emitted by County operations through the use of electricity, natural gas, fossil fuels in fleet vehicles and County staff commute trips, and shall establish reduction targets. [Implements Policy CON-65]

Action Item CON CPSP-2: The County shall conduct a GHG emission inventory analysis of all major emission sources in the County by the end of 2008 in a manner consistent with Assembly Bill 32, and then seek reductions such that emissions are equivalent to year 1990 levels by the year 2020. Development of a reduction plan shall include consideration of a “green building” ordinance and other mechanisms that are shown to be effective at reducing emissions. [Implements Policy CON-65]

Action Item CON CPSP-3: The County shall conduct an audit within the next five years of County facilities to evaluate energy use, the effectiveness of water conservation measures, production of GHGs, use of recycled and renewable products and indoor air quality to develop recommendations for performance improvement or mitigation. The County shall update the audit periodically and review progress towards implementation of its recommendations. [Implements Policy CON-67]



CONSERVATION

Action Item CON CPSP-4: The County shall map Napa County's biomass, wind, geothermal, solar photovoltaic, solar thermal, biofuel, landfill gas, and other potential renewable energy sources and partner with other organizations and industry to disseminate information about the potential for local energy generation. [Implements Policies CON-68, 70, and 74]

Action Item CON CPSP-5: The County shall quantify increases in locally generated energy between 2000 and 2010, and establish annual numeric targets for local production of "clean" (i.e., minimal GHG production) energy by renewable sources, including solar, wind, biofuels, waste, and geothermal. [Implements Policy CON-70]

Action Item CON CPSP-6: The County shall periodically review and update the County Code to be consistent with requirements of CARB and the BAAQMD. [Implements Policies CON-75, 78, 82, 84, 85 and 86]



ECONOMIC DEVELOPMENT



Harvest time—the busiest time of the year in Napa County’s vineyards, and the birth of another vintage of the county’s world-famous wines.

When Napa wines won top honors at the famous Paris Tasting in 1976, a new world in wine was born. California wines were shown to be equal to or better than French wines, with the result that the state’s wines—and Napa County’s in particular—began commanding worldwide respect and commensurate prices. The shift away from the county’s historical agricultural activities (mostly ranching and orchards) accelerated, and grapes and wine became the county’s primary economic engine.

According to a recent study¹, wine- and grape-based agriculture today remains the county’s #1 industry, supported by tourism/hospitality, accounting for billions of dollars in economic activity each year, and supporting almost half of the county’s jobs and businesses.

¹ “Economic Impact of Wine and Vineyards in Napa County,” MKF Research, June 2005.



IN THIS ELEMENT

- **Napa County's Economy (Page E-2)**
 - **Jobs, Workers, Housing, and Income (Page E-3)**
 - **Worker Training (Page E-5)**
 - **Eastern Napa County (Page E-5)**
 - **Interagency Coordination (Page E-6)**
 - **Economic Goals and Policies (Page E-8)**

The County's role in economic development has historically been focused on maintaining agricultural land uses, primarily through the Agricultural Preserve and voter-approved Measure J (which serves to limit conversion of agricultural land to other uses). The task of economic development has traditionally been coordinated by agencies and groups such as the Napa Valley Economic Development Corporation, local chambers of commerce, and the Napa Valley Vintners. This Economic Development Element (which is not required by the state as part of the General Plan), represents the first time the County has directly stated its goals and policies on this important issue.

This Economic Development Element is interrelated with the other Elements that comprise this General Plan. This Element's policies recognize the need to implement land use, circulation, energy, and other policies to encourage and enhance a strong economy and a high quality of life.

The following sections provide a brief summary of a number of key issues related to the county's economy:

- The county's **economy** and its historical basis
- Napa County **jobs** and their relationship to **housing and income**
- The need for **worker training**
- The special needs of **eastern Napa County**
- The need for **economic diversity**
- The implications of an **aging population** on the economy, including the changing job needs of the county's workforce

These issues are addressed later in this Element in the Goals and Policies.

NAPA COUNTY'S ECONOMY

Napa County's economy is based on agriculture, and in particular a highly specialized form of agriculture: grape-growing and wine-making. In addition, the county's wineries draw visitors from California and beyond, creating a strong secondary economy in the form of tourism and hospitality.



According to a recent study of tourism in the valley², Napa's visitor market is predominantly domestic—more than half of all visitors come from within California. Visitors to Napa tend to be mature, educated, and wealthy—managers, executives, and professionals coming to Napa for wines, wineries, food, family, and friends. Situated in the San Francisco Bay Area near technology centers and around several major and world-class colleges and universities, Napa is close to major communities fitting the profile of fine wine consumers. Because of Napa's position in the international market, Napa County will also likely remain an international destination.

Agriculture plays a more significant role in Napa County's economy than in any other county in the Bay Area, a distinction directly related to the strength of the wine economy, which is in turn related to the high prices commanded by the county's premium wines. Although Napa's wine accounts for only 4 percent of the state's wine volume, it accounts for 21 percent of all California's wine revenue, due to the high prices commanded by Napa vintages.

According to the 2005 MKF Research study (commissioned by a local industry group, the Napa Valley Vintners), the wine industry as a whole—including jobs related to grape growing, wine-making, hospitality and tourism, and tax revenues—contributes a total of \$9.5 billion to the county's economy, including sales, wages, and activity in other sectors related to wine. Also according to the report, the wine industry directly and indirectly constitutes almost half of the County's total employment, generates wages of nearly \$1.4 billion, and produces more than \$800 million in taxes, part of which (primarily in the form of property, sales, and transient occupancy taxes) stays within Napa County to support local needs.

The Napa County Agricultural Crop report for 2005 listed the value of Napa's crops at more than a half billion dollars, approximately 98 percent of which is the value of wine grapes.

Napa's agricultural economy is strong, has withstood recent economic downturns, and "attracts a continuing flow of significant capital investment in the county."³ However, it is important to keep in mind that increased competition—both domestic and foreign—as well as other external factors have the potential to negatively impact revenue. Nevertheless, as of this writing, the County's economy remains strong and shows signs of continued growth.

JOBS, WORKERS, HOUSING, AND INCOME

Jobs need workers to fill them, and workers need housing that they can afford in which to live and raise families. However, local jobs are increasingly not the kind which can support owning or renting a home in the county. This has implications for local employers (who are finding it difficult to fill jobs) and for workers (who often have to commute to Napa County from less expensive residential areas elsewhere in the region).

Housing affordability in Napa County decreased by 20 percent in the period 2000-2005, the steepest decline in the Bay Area. According to a standard indicator, the Housing Affordability Index (which measures the percentage of an area's residents that can afford to purchase a median priced home), a combination of wage levels and home prices in the County combined to make the median home affordable to only 22 percent of

² "Napa County Visitor Profile Study & Napa County Economic Impact Study," Purdue Tourism and Hospitality Research, March 2006.

³ "Economic Impact of Wine and Vineyards in Napa County," MKF Research, June 2005.



households.⁴ Napa County’s overall housing affordability index is similar to the state as a whole (24 percent). The need for workforce housing is explored in depth in the Housing Element of this General Plan.

The same affordability issues affect those who rent. Based on the current (2006) Fair Market Rent for a two-bedroom apartment of \$1,112, a single earner would need to be paid \$21.38 per hour for a full-time, 40-hour-per-week job in order to avoid overpaying for housing.⁵ By comparison, the estimated mean (average) wage in Napa County is \$13.76 per hour—at this wage level, a single worker would need to work 62 hours per week.

Because the core Napa wine economy is based on a specialized form of agriculture, there are some very well-paying jobs in the wine industry including marketing, corporate development, viticulture, and wine-making. Some service industry jobs in Napa pay better wages than similar jobs in other parts of the state, and the special skills needed in vineyards result in higher pay for agricultural workers. However, on the whole, service jobs tend to pay relatively low wages. A comparison of Napa County’s median income and those of other Bay Area counties is shown below:

**TABLE E-A:
MEDIAN INCOMES FOR BAY AREA COUNTIES, 2006⁶**

County	Median Household Income
Alameda	\$61,014
Contra Costa	\$69,487
Marin	\$78,919
Napa	\$65,260
San Francisco	\$57,496
San Mateo	\$74,546
Santa Clara	\$76,810
Solano	\$62,213
Sonoma	\$58,330
Entire Nine-County Bay Area	\$66,657
California (Entire State)	\$53,629

Source: Bay Area Census, at www.bayareacensus.ca.org

Unless jobs can be created which raise the incomes of lower wage workers in the county and steps can be taken to reduce housing costs, this disparity between local income and cost of living will continue to be a problem.

⁴ As of the third quarter of 2006.

⁵ That is, paying more than 30% of gross income, the federal standard for overpayment.

⁶ Source: Bay Area Census, at www.bayareacensus.ca.gov



WORKER TRAINING

Employers in Napa report challenges in finding trained, qualified workers. While the cost of living in Napa is often cited as a barrier to attracting workers, education and workforce training are also significant issues. In addition, as the demographics of the County change, from the perspectives of both ethnic composition and age brackets, the locally available labor pool might become a significant challenge for the county's economy.

Historically, the County's public education system, from elementary school through college, has provided a basic education, and on-the-job experience was the means of training skilled workers. This is less true today as jobs and job training have become more specialized.

In recent years, Napa Valley College has worked with the community to provide specialized training for some of the jobs specific to Napa's needs. The college's goals include advancing "local economic growth and global competitiveness" and providing "education, training and services that contribute to continuous workforce improvements." The college presently integrates with Napa's economy with extensive programs in nursing, hospitality management, and viticulture/winery technology, among others.

Pacific Union College in Angwin, a liberal arts college affiliated with the Seventh-day Adventist Church, also presents additional opportunities to utilize existing educational resources to provide education and training that meets the needs of the county's employers.

At the secondary school level, New Technology High School in Napa is working to improve the educational experience for students in Napa County and the United States. New Technology High School serves as a national model for progressive education and curriculum in line with the needs of a rapidly advancing job market and the use of modern technological tools.

EASTERN NAPA COUNTY

While Napa County is best known for the Napa Valley, the Napa River watershed constitutes less than half of the land in the county. The Putah Creek watershed to the east and the Suisun Creek watershed in the southeast are home to valuable agricultural resources, and provide other economic opportunities as well.

These watersheds are almost entirely rural with no incorporated cities or towns, and only a handful of residential areas are located in the Putah Creek Watershed. Local residents look primarily to the cities and town of Napa Valley for commercial services.

Largely within the greater Napa Valley Appellation, this area of the county has a growing wine industry, with vineyards in many of the various valleys, including Chiles Valley, Pope Valley, Capell Valley, Gordon Valley and Wooden Valley. A few wineries are also located in this area. The other primary agricultural use is grazing livestock.

In addition to agriculture, the other potential economic opportunity lies in the local federally owned lake and the scenic natural resources and the visitors they attract. This region, sometimes referred to as Napa's Lake District, roughly includes some 155,000 acres of land. The focal point of the Lake District is the *Lake Berryessa Recreation Area*, a 19,000-acre lake formed by the development of Monticello Dam in 1957, including



9,000 acres of land around the lakeshore. Lake Berryessa draws some 1.4 million visitors per year⁷ who come to enjoy the lake, the scenery, and the recreational opportunities.

In addition to the federal lake, substantial state land acquisitions in the 1990s and 2000s, added to other federal land holdings, have now resulted in roughly half of the land in the Lake District being publicly owned federal recreation or state wildlife areas, including the recently designated *Cedar Roughs Wilderness Area* and the 20,000-acre *Knoxville Wildlife Area*.

In the last couple of decades the few small clusters of commercial activity in the Lake District have faced declining economic times, with only a limited ability to generate revenue from visitors outside the private concessions at the lake. However, a newly released federal visitor services plan for the lake, coupled with the substantial increase in public land in the past decade, presents new economic opportunities for the area. The federal plan for the lake focuses on improved public access, new visitor-serving accommodations, and diversification of the recreational activities from boating and fishing to hiking, biking, and paddling, with more emphasis on nature interpretation.

Critical to the economic future of the Lake District are the quality of the new federal concessions to be opened within the next two years, developing facilities to support a new focus on nature-based recreation, improving public access to the thousands of acres of public land in the area, and protecting the natural resources that attract visitors, including the scenic views of the hills and ridges.

INTERAGENCY COORDINATION

The agriculturally productive heart of the county exists throughout a valley which runs 28 miles and includes five local governments and communities, resulting in tightly bound systemic relationships. In particular, the City of Napa is the site of governmental, financial, healthcare, informational, cultural, and social services, as well as office space, retail businesses, and workforce housing on which the county economy depends.

The City of American Canyon, which incorporated in 1992, is the only city in the county growing at a significant rate and is rapidly becoming a thriving community with residential, commercial, and industrial sectors.

Cooperation between governmental agencies to achieve shared goals has been and will continue to be pursued by the County. Examples of such cooperation include:

- The formation of the Industrial Area Subcommittee (comprised of the County of Napa and the cities of Napa and American Canyon) to ensure that development in the Airport Industrial Area is limited to local-serving, business-park type uses.
- Participation in the Napa County League of Governments (NCLOG), the Napa Valley Housing Authority, the Napa County Transportation Planning Agency (NCTPA), Napa LAFCO, and other countywide interjurisdictional governmental bodies. In 2007, NCLOG was merged with NCTPA to form the Napa County Transportation and Planning Agency (NCTPA).

⁷ Source: Bureau of Reclamation, Future Recreation Use and Operations of Lake Berryessa, Final Environmental Impact Statement, p. 136 (2005).



Interagency cooperation through NCLOG in the first four years of its existence has already led to several important achievements, including agreements between the County and the cities of American Canyon and Napa to share the provision of affordable housing and the development of a long-range, countywide visitor serving strategy to improve the county's tourism industry. Additionally, NCLOG developed an Existing Conditions report relative to the tourism industry, which helped lay the foundation for the ongoing effort by the Conference and Visitors Bureau to develop a "Destination Brand Strategy" for the County, an effort which was in its final stages as of this writing.

Economic Diversity

Although the county's economy is based primarily on agriculture, the County recognizes the need to diversify the types of industries and jobs available—so long as these new jobs do not adversely affect the agricultural sector.

The County's high quality of life should be a major draw for certain industries which compete with other regions to attract highly skilled workers, such as legal, medical, and other professions. The County also recognizes the need to expand the number of local jobs for workers in Napa County (particularly middle-income workers) who must now commute to jobs in other counties.

Aging and Hispanic Populations in Napa County

Two emerging trends in the county's population have direct implications for economic development, since they will dramatically change the markets for goods and services: the aging of the population and growth of Hispanic households. *Note to the reader: Both of these issues, as well as issues related to other population groups with special housing needs, are addressed in detail in the Housing Element of this General Plan.*

Like most of California and the U.S., Napa County's population is aging. The median age of the County's population has steadily increased in recent decades and is projected to continue increasing:

**TABLE E-B:
NAPA COUNTY: MEDIAN AGE, 1970-2025**

1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
32.2	33.7	36.5	38.3	39.3	40.1	40.3	40.3	41.2	42.1

Source: US Census, Association of Bay Area Governments Projections 2005

**TABLE E-C:
NAPA COUNTY: PERCENTAGE OF POPULATION 65+, 2000-2030**

2000	2005	2010	2015	2020	2025	2030
15.4%	15.7%	16.6%	18.4%	20.3%	22.4%	24.3%

Source: US Census, Association of Bay Area Governments Projections 2005

Aging populations raise a number of issues related to jobs, services, and the economy. As populations age, they tend to require higher levels of health care and other services. Older populations also tend not to be as



mobile, driving less and using public transportation when necessary. Their participation in the workforce also declines, particularly for older individuals.

Another dramatic trend in Napa County is the increasing percentage of the population with Hispanic heritage. In Napa County, the Hispanic population increased from 8.7 percent in 1980 to 23.7 percent in 2000; during the same period, the Hispanic population in the Bay Area as a whole increased from 12.2 percent to 19.4 percent. Napa County, which in 1980 had one of the lowest percentages of Hispanic persons among Bay Area counties, now has the highest Hispanic population among the nine counties in the Bay Area (28.3 percent of total population in 2005, compared to 21.2 percent for the Bay Area as a whole).⁸

These ongoing changes in the County's population represent challenges and opportunities for local businesses, which will need to adjust but can also grow to serve these new needs.

ECONOMIC GOALS AND POLICIES

Goal E-1: Maintain and enhance the economic viability of agriculture.

Policy E-1: The County's economic development will focus on ensuring the continued viability of agriculture in Napa County.

Policy E-2: The County recognizes that tourism contributes to the economic viability of agriculture in Napa County and is an important part of the County's economy, generating jobs, local spending, and tax revenues.

Policy E-3: The County recognizes the importance of the Napa brand and encourages efforts to protect and enhance the image and integrity of the "Napa" and "Napa Valley" names for the marketing of Napa County goods, services, tourism, and lifestyle.

Policy E-4: The County will work with governmental and non-governmental groups—including chambers of commerce, industry associations, the cities and town, and economic development organizations—to maintain the economic viability of agriculture and improve the economic vitality of all of Napa County.

Policy E-5: The County shall periodically assess the demand for industrial land and determine appropriate strategies to ensure an adequate supply of industrially designated land to support the agricultural industry's need for warehousing and support functions without converting the county's farmland to accommodate these uses.

Goal E-2: Develop and promote a diversity of business opportunities, which do not conflict with agriculture.

Policy E-6: The County values the businesses which currently operate in Napa County. Business retention strategies will be integral to meeting the County's economic goals.

⁸ Source: 2005 estimate, Bay Area Census, www.bayareacensus.ca.gov. Other county percentages as of 2005: Alameda, 20.9%; Contra Costa, 21.2%; Marin, 12.4%; San Francisco, 13.8%; San Mateo, 22.6%; Santa Clara, 25.0%; Solano, 21.3%; Sonoma, 21.2%.



- Policy E-7: The County encourages a healthy and thriving arts and culture community, recognizing that it enhances the aesthetic appeal of Napa County, enriches the quality of life of all residents, and contributes to a vital economy. The County will promote and advance public policies aimed at maintaining a vibrant cultural community.
- Policy E-8: Recognizing the limited availability of non-agricultural land in Napa County, efforts to identify and attract new businesses and employment-generating projects will be targeted toward uses which add value to the county's economy. Factors to be considered may include:
- a) Wages—New jobs should provide wages commensurate with the cost of living.
 - b) Local Employment—New businesses are encouraged to provide jobs for persons already living in Napa County so that these persons can live and work close to home, reducing commuting and increasing their involvement in the community.
 - c) Location—New businesses should be located in areas served by readily available infrastructure and where adverse impacts on agriculture can be avoided.
 - d) Diversity—New businesses should increase diversity in the county's economy without adversely affecting agriculture.
 - e) Serving Local Businesses—New businesses should provide opportunities for Napa businesses and consumers to purchase needed goods and services within Napa County.
 - f) Efficient—New industrial uses should make efficient use of the limited supply of industrial land in the county.
- Policy E-9: The County recognizes the needs of residents in remote and outlying areas such as Angwin, Pope Valley, and Lake Berryessa, and encourages efforts to retain and attract local commercial services in these areas, in appropriate locations.
- Policy E-10: Ancillary uses in the Airport Industrial Area shall be limited to locally-serving (i.e., business park supporting) uses, with regard to both nature and extent, as specified in the Airport Industrial Area Specific Plan.
- Policy E-11: The County recognizes the interrelated nature of economic development among the various jurisdictions in Napa County and will work with the county's cities and town to develop cooperative programs that are consistent with the County's goals and policies.
- Policy E-12: The issues of housing and transportation are strongly linked to the county's economic health. The County recognizes this interrelationship and will work to implement the goals and policies of the Circulation, Housing, and other elements of this General Plan to provide workforce housing, reduce traffic congestion, and improve the county's economic health.
- Policy E-13: The County is committed to monitoring the Napa County economy on an ongoing basis and to adapting its economic development goals and policies to meet changing needs.



Action Item E-13.1: The County Board of Supervisors will be provided with periodic updates on the state of the County's economy, in order to more effectively utilize County resources to promote countywide economic health.

Goal E-3: Develop and maintain a skilled and adaptable local workforce.

Policy E-13.5: Increasing the supply of workforce housing will help the County maintain a stable and locally based work force, reduce commuter traffic and air emissions, and support the local economy.

Policy E-14: Recognizing that the economic development, workforce development, and education sectors are critically important to creating a skilled workforce tailored to the needs of local employers, the County encourages the work of these sectors to help identify the current and future skill needs of workers and will work with these communities in meeting these needs. The county also acknowledges the role of the County's Workforce Investment Board (WIB) in the implementation of workforce-related projects, including the encouragement of further education and training opportunities for recent immigrants.

Policy E-15: Recognizing that (1) a sizeable portion of the county's population is located in rural areas, (2) seniors will make up an increasing share of the population and workforce, and (3) small businesses are important to the overall economy, the County encourages efforts that meet the needs of these groups, particularly related to enabling appropriate home-based businesses to be established in suitable locations.

Policy E-16: The County supports the expansion of energy and telecommunication services consistent with provisions of County Code Chapter 18.119 and other applicable state and federal regulations to all areas of the county where these services are needed to support the development of locally appropriate jobs and services, including home-based businesses.

Policy E-17: Recognizing that working parents need affordable and available child care in order to enter and remain in the workforce, the County supports the provision of child care services in proximity to jobs.

Policy E-18: The County will monitor trends in employment, demographics, revenue generation, and the composition of the economy – along with external factors that may impact it – during the life of this Plan at least as frequently as the Housing Element is updated and take steps as necessary, to adapt accordingly to threats and opportunities that may arise, as long as they are consistent with the Goals and Policies in all elements of this General Plan.

Population and employment projections contained in the Final Environmental Impact Report for the 2008 General Plan Update and used in subsequent updates do not represent a plan for growth in the unincorporated area, but merely constitute a conservative (high) benchmark for analytical purposes, aiding in the assessment of potential cumulative impacts. Also, the County expects that growth will be paced growth over the 25-30 year life of the General Plan.



Policy E-19: The County should recognize the contributions of local businesses to the economy of Napa County by instituting local preferences where appropriate.

Note to the Reader: Please see the Housing Element of this General Plan for policies regarding the housing needs of the Napa County workforce and creation of housing in association with new job generation, as well as the Community Character and Agriculture/Land Use Elements for related policies.

Goal E-4: Promote the Lake District to residents and visitors as a destination for both water- and nature-based recreation while protecting the lake and the natural resources, including the scenic views, as valuable economic assets along with local agriculture.

Policy E-20: Tourism at Lake Berryessa provides an opportunity to serve visitors to the lake and provide commercial opportunities that will benefit local residents and the county as a whole. The County encourages the expansion of visitor-serving uses at the lake in the locations shown on the Land Use Map and as described in the area-specific policies for Lake Berryessa in the Agricultural Preservation and Land Use Element.

Policy E-21: The County's economic development in the Lake District will focus on the continued viability of both agriculture and outdoor recreation tourism.

Policy E-22: The County endorses the importance of visitor-serving, nature-based, public recreational facilities in appropriate locations, particularly those that improve access to public land and are consistent with protection of local natural resources and agriculture.

Policy E-23: The County will work with federal, state, and local agencies that own land in this area to coordinate the use of public resources in a manner consistent with these goals and policies and resulting in the County's recovery of its own investment in supporting the use of these lands.



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HOUSING



Source: Napa Valley Community Housing, Magnolia Park Townhomes and Apartments

INTRODUCTION

Since its establishment in 1969, California Housing Element Law has mandated that California local governments develop plans to supply housing to current and future residents, regardless of income level. The Housing Element is the only one of the seven required General Plan elements that is reviewed for adequacy by the State. The State Department of Housing and Community Development (HCD) performs this function. Following local adoption, the County will submit the Housing Element to HCD for certification.

Under state housing laws (Government Code section 65583), the housing element must include (1) an assessment of the housing needs and an inventory of resources and constraints relevant to meeting those needs, (2) a statement of the community's goals, quantified objectives and policies relative to the maintenance, preservation, improvement, and development of affordable housing, and (3) a program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element. After a review of the County's progress meeting objectives outlined in the 2004 Housing Element and a summary of the County's current housing needs, this Housing Element presents the County's overall housing goals. It then describes a series of housing policies, objectives, and programs that lay out how the County intends to achieve its goals. Proceeding along the path from goals to programs, the reader will note that each level is more specific and action-oriented than the last. Policies are intended to provide general guidance to the County's decision-making process in support of housing-related goals. Objectives define quantifiable outcomes for this



Element. Programs are specific action steps or implementation measures that the County will take to achieve its goals. Goals, policies, and programs are valid until they are amended or updated by the County Board of Supervisors. The objectives are applicable for the Housing Element planning period (from July 1, 2009 through June 30, 2014, or as may be amended by State law). Definitions for specialized terms that are used in this Housing Element can be found in the glossary of terms contained in the Housing Needs Assessment (2009), which is incorporated here by reference.

Although the goals are not categorized, the policies, objectives, and programs are classified into six different categories, as follows:

- 1) Rehabilitation
- 2) Affordability
- 3) Special Needs
- 4) Housing Development
- 5) Removal of Governmental Constraints
- 6) Energy and Water Conservation

In addition, Appendix H-1 of this document provides a summary of the sites that have been identified and will be made available for the development of housing to accommodate the County's regional housing need allocation (RHNA) for the Housing Element compliance period of January 1, 2007, through June 30, 2014. (Note that the compliance period is different from the five-year planning period, which covers July 1, 2009 through June 30, 2014.) Table H-H, at the end of this chapter, provides an easy-to-read summary of all of the programs, or action steps, along with timing, sources of funding, and parties responsible for implementation.

One Coordinated Vision

Although this Housing Element addresses a range of housing-related issues specific to the unincorporated County in compliance with State law, and is primarily intended to facilitate housing affordable to all economic segments of the community, this Housing Element also furthers a vision that is shared by all jurisdictions within the County. This vision is grounded in Napa County's rural character, its agricultural economy, and each jurisdiction's commitment to combat sprawl by directing growth to urban areas. While facilitating housing in rural Napa County would appear to be at odds with this vision, the State's mandate is clear, and the sites and programs presented in this Housing Element have been tailored carefully to focus primarily on land within already designated urbanized areas of the unincorporated County.

This Housing Element's goals, policies, objectives and programs have also been coordinated with goals, policies, and action items in other sections of the Napa County General Plan. Specifically, the Housing Element is designed to further land use and transportation policies that support using a variety of strategies to address long-term housing needs (Policy AG/LU-30) and using a coordinated approach to land use and circulation, thereby promoting a healthier community (Policy CIR-4).

AB 32 and SB 375

Recently adopted State legislation in the form of Assembly Bill 32 (2006) and Senate Bill 375 (2008) advance the State's goals of coordinating land use and transportation policies, reducing vehicle miles travelled and combating climate change. While both bills will ultimately result in the need for policy changes at the local level, they first require State and regional agencies such as the California Air Resources Board (CARB) and the Metropolitan Transportation Commission (MTC) to complete planning efforts and define specific



requirements and strategies. Nonetheless, this Housing Element incorporates a number of policies and programs aimed at reducing vehicle miles travelled and greenhouse gas emissions consistent with policies and action items elsewhere in this plan (see Policy CON-65). This includes directing new housing development to urbanized areas, thus preserving open space and agriculture and placing homes close to existing job centers, transit, and services; promoting jobs/housing balance and affordable and workforce housing so that workers can find suitable housing near their places of employment; and encouraging and facilitating development of higher-density housing where appropriate. Collectively, these policies and programs will help to limit the impact of new housing development on greenhouse gas emissions and create opportunities to reduce greenhouse gas emissions from existing and future development. In the future, the County will update the General Plan as needed to comply with specific requirements resulting from implementation of AB 32 and SB 375 at the State and regional levels.

IN THIS ELEMENT

- **Summary of Housing Element Needs Assessment (Page H-4)**
- **Housing Goals, Policies, Objectives and Programs (Page H-12)**
- **Figure H-1: Sites Proposed for Rezoning (Page H-20)**
- **Appendix H-1: Summary of Housing Sites Inventory (Page H-30)**



SUMMARY OF HOUSING ELEMENT NEEDS ASSESSMENT

The Housing Needs Assessment that was prepared for this Housing Element contains the data, background analysis, and findings on local housing conditions, trends, and needs that are required to be included in the Housing Element and that helped to inform the process of updating the County's housing goals, policies, objectives and programs. Key findings from the Housing Needs Assessment relate to the County's achievements under the 2004 Housing Element, current demographic trends, special housing needs, governmental and non-governmental constraints on housing, and the housing sites analysis. The Housing Needs Assessment is integral to this Housing Element and its findings are summarized below.

Review of 2004 Housing Element

The County made nearly every policy change recommended as part of the 2004 Housing Element Program Actions. Some highlights of implementation actions completed since adoption of the 2004 Housing Element include:

- Adopted a Reasonable Accommodation Ordinance to increase the disabled population's accessibility to new residential construction.
- Commissioned a study completed by the California Institute for Rural Studies entitled "An Assessment of the Demand for Farm Worker Housing in Napa County" in March of 2007.
- Created Affordable Housing Combination Districts to enable the development of housing units for very low-, low-, and moderate-income households.
- Implemented Memorandum of Understanding agreements (MOUs) with the City of Napa and with the City of American Canyon for the transfer of RHNA housing unit obligations

These policy changes removed potential governmental constraints and provided incentives for the development of affordable housing. While some of the Program Actions not completed are no longer relevant, some Program Actions need continued work in the 2007 to 2014 Housing Element planning period and are retained in some form as programs in this Housing Element. These include:

- Development of new housing in designated urban areas, including housing for low- and very low-income households.
- Establishment of additional farmworker housing as recommended in the report by the California Institute for Rural Studies entitled "An Assessment of the Demand for Farm Worker Housing in Napa County."

Unincorporated Area Facts, 2000 and 2008

Resident Population

2000: 27,864

2008: 29,666

Median Age

2000: 41.7

2008: 42.7

Avg. Household Size

2000: 2.59

2008: 2.57

Population under 18

2000: 5,525

2008: 5,276

% Change: -4.5%

Population 65 & over

2000: 4,386

2008: 4,701

% Change: 7.6%

Adjusted Median Household Income (2008 \$)

2000: \$78,695

2008: \$81,278

% Change: 3.3%

Jobs (Annual Avg.)

2000: 14,600

2008: 16,300

% Change: 11.6%

Sources: 2000 Census, 2008; Claritas Inc, 2008; CA DoF, 2008; CA EDD, 2008; Bay Area Economics, 2008.



Overall, the 2004 Housing Element helped guide the County's activities to promote and facilitate the development, conservation, and rehabilitation of housing for all economic segments of the community.

Demographic and Economic Trends

Since 2000, the population and number of households in the unincorporated County grew at rates below those of Napa County as a whole, indicating that the incorporated cities are in fact a focal point of much of the County's population and housing growth. This adheres to the Napa County General Plan priorities of agricultural preservation and urban centered growth.

Although the official household median income for all of Napa County is \$79,600 per year, the median income in the unincorporated County is over \$81,000 per year and the median age has increased to nearly 43 years. Thus, the unincorporated County's population is increasingly older and more affluent, compared to Napa County as a whole and the Bay Area. However, given the legal definitions of extremely low-, very low-, and low-incomes presented below, it is evident that around 30 percent of households in the unincorporated County have an income at or below the low-income level and require affordable housing.

**TABLE H-A:
NAPA COUNTY INCOME LIMITS, 2008**

2008 Income Limits	Household Size 3-Persons	Household Size 4-Persons	Household Size 5-Persons
Extremely Low-Income	\$21,500	\$23,900	\$25,800
Very Low-Income	\$35,800	\$39,800	\$43,000
Low-Income	\$55,350	\$61,500	\$66,400
Moderate Income	\$86,000	\$95,500	\$103,100

Sources: CA HCD, 2008; Bay Area Economics, 2008.

**TABLE H-B:
UNINCORPORATED AREA HOUSEHOLD BY INCOME CATEGORY, 2008**

Income Category	Households	Percentage
Extremely Low-Income	715	7%
Very Low-Income	879	8%
Low-Income	1,643	15%
Moderate –Income	1,989	19%
Above Moderate-Income	5,391	51%
All Income	10,617	100%

Sources: Claritas Inc., 2008; CA DoF, 2008; Bay Area Economics, 2008.

Existing Housing and Market Conditions

Single-family detached units constitute the majority of the housing units in Napa County as a whole, leaving a minimal number of alternative housing options. However, the housing stock is relatively new and the



incidence of overcrowding in the Unincorporated Area is below those of both Napa County as a whole and the Bay Area region.

**TABLE H-C:
MAXIMUM AFFORDABILITY LEVEL OF FOR-SALE AND RENTAL UNITS**

Household Size	Maximum Affordable Home Price	Maximum Affordable Monthly Rental Rates
3-Person Household		
Extremely Low-Income	n.a.	\$432 (a)
Very Low-Income	\$113,096	\$789 (a)
Low-Income	\$174,889	\$1,278 (a)
Moderate-Income	\$271,684	\$2,044 (a)
4-Person Household		
Extremely Low-Income	n.a.	\$473 (b)
Very Low-Income	\$125,733	\$870 (b)
Low-Income	\$194,349	\$1,413 (b)
Moderate-Income	\$301,759	\$2,263 (b)
5-Person Household		
Extremely Low-Income	n.a.	\$488 (c)
Very Low-Income	\$135,842	\$918 (c)
Low-Income	\$209,765	\$1,503(c)
Moderate-Income	\$325,768	\$2,421 (c)

Notes: (a) Two-bedroom unit; (b) Three-bedroom unit; (c) Four-bedroom unit.

Sources: HCD, 2008; HUD, 2008; City of Napa Housing Division, 2008; BAE, 2008.

In general, moderate-income households could not afford to pay the median sales price for homes sold in Napa County as a whole from May 2007 through April 2008. The price of rental housing, however, is affordable to low-income large family households of five or more related persons, as well as moderate- and above moderate-income households. Using this standard affordability methodology, which assumes that 30 percent of household income can be spent on housing, most very low- and smaller low-income households' needs are unmet by local market rate housing.



Special Housing Needs

Of the six special needs populations identified in accordance with State Housing Element Law, the largest unmet housing needs, given the prevalence of households with excessive housing cost burdens, exist among the disabled, farmworkers, and the homeless. Although less acute, unmet needs also exist for single female-headed households, large family households, and the elderly. The column on the right presents the total number of persons or households in each type of special needs category, based upon information from HUD and Claritas.

While the percentage of elderly households in the unincorporated County exceeds that of the Bay Area, the housing cost burden of the elderly is aligned closely with that of the general population in the unincorporated County, meaning that elderly households experience similar housing cost burdens to the general population at all income levels.

The demand for emergency shelters, transitional, and permanent supportive housing units remains high in the County as a whole given the limited supply of all three types of facilities, especially permanent supportive housing. Based on information from a local consortium of service providers developed in 2007, which accounted for existing needs, available supply, and a planned project, there is still a shortfall of accommodations for 138 persons for the County as a whole (allocated by housing type, this equals approximately 23 emergency shelter beds, 23 transitional housing beds, and 110 permanent supportive housing beds).

Unincorporated Area Special Needs Groups, 2008

Disabled Persons: 4,505

Elderly Households: 2,819

*Large Family Households:
1,002*

*Single Female-Headed
Households: 293*

Farmworkers: 6,790

*Homeless Persons (Napa County
as a Whole): 430*

*Sources: Claritas Inc, 2008;
2000 CHAS data set,
huduser.org, 2008; California
Institute for Rural Studies, 2007;
Napa County Continuum of Care,
2007; Bay Area Economics,
2008.*

TABLE H-D:

ESTIMATED NEED AND INVENTORY FOR EMERGENCY SHELTER, TRANSITIONAL HOUSING, AND PERMANENT SUPPORTIVE HOUSING, COUNTY AS A WHOLE

	Emergency Shelter		Transitional Housing		Permanent Supportive Housing		TOTAL
	Individuals	Families	Individuals	Families	Individuals	Families	
Estimated Need	84	45	85	50	91	75	430
Current Inventory	74	32	77	35	46	10	274
Unmet Need/Gap	10	13	8	15	45	65	156

Sources: Napa County Continuum of Care, Exhibit 1, 2007; Bay Area Economics, 2008.

Given the unmet need within the County, State Law requires that Napa County, at a minimum, either identify a zoning district where emergency shelters can be built as of right, or enter into a multijurisdictional agreement to develop facilities to address the unmet need. Currently, emergency shelters are permitted only with a conditional use permit in the Industrial and General Industrial zoning districts and existing multijurisdictional agreements have left a small unmet need for emergency shelters. Special Needs Program



H-3d would address this need by identifying a zoning district for homeless shelters to be permitted “by right.”

Nongovernmental and Governmental Constraints

With the implementation of the 2004 Housing Element, numerous steps were taken to remove constraints to housing. The two biggest remaining constraints to the development, conservation, and rehabilitation of housing in the unincorporated area are the availability of water and sewer services to support higher density housing, and County and State policies that support the preservation of farmland and open space in the unincorporated area. Development in the County is primarily served by well (groundwater) and septic systems, however, incorporated cities and special districts provide some urban infrastructure and services. Since the development of higher density housing cannot generally rely upon individual wells and septic systems for services, the County will need to work closely with incorporated cities, special districts and property owners in extending the necessary infrastructure to unincorporated areas targeted for housing development.

Housing Sites Inventory and Analysis

One of the threshold requirements for HCD to certify the adequacy of a local Housing Element is a determination that the jurisdiction has an adequate supply of land, appropriately zoned, to accommodate its RHNA, including allocations of housing for households at all income levels, including very low-, low-, moderate-, and above moderate-income households.

The Association of Bay Area Governments (ABAG) is charged with developing the RHNA for the Bay Area region, including Napa County. On May 15, 2008, the ABAG Board of Directors approved the final RHNA for the January 1, 2007 through June 30, 2014 period. On September 18, 2008, ABAG approved a transfer of units from the unincorporated Napa County to the City of Napa pursuant to Government Code Section 65584.07 and an agreement between the two agencies. The net allocation for unincorporated Napa County is shown below:

**TABLE H-E:
UNINCORPORATED AREA RHNA, 2007-2014**

	Very Low- Income	Low- Income	Moderate- Income	Above Moderate- Income	TOTAL
Original ABAG Allocation	181	116	130	224	651
<i>Less Transfer to the City of Napa</i>	23	15	16	28	82
Remaining Balance	158	101	114	196	569

Sources: ABAG, 2008; County of Napa, 2008; Bay Area Economics, 2008.

Generally, the County is able to accommodate its need for housing affordable to households in the above moderate-income level on parcels throughout the unincorporated Area that allow the development of a single dwelling. The County can accommodate the need for housing affordable to moderate-income households through a number of mechanisms, such as allowing the construction of secondary dwelling units (which must be less than 1,200 sq. ft. on parcels that already have one existing unit. The County’s greatest challenge is to identify sites that can accommodate housing affordable to very low- and low-income households.



As explained above, market rate rental units are typically not affordable to very low- and low-income households; thus, there is a need for subsidized affordable housing to address the needs of these two income groups. AB 2348, Chapter 724 (2004), requires that the County demonstrate how adopted zoning densities accommodate the need for lower income housing, considering such factors as market demand, financial feasibility, and development experience with other lower income housing projects. Alternatively, in Napa County, any site zoned for at least 20 dwelling units per acre is assumed to be zoned at a density suitable for lower income housing. As shown in the summary of the sites inventory analysis in Table H-F, and in the full sites inventory analysis in Appendix H-1, Napa County has several sites that can meet this criterion. In addition, other sites at lower densities are also expected to provide the needed level of affordability for the reasons specified in the analysis. Table H-G provides an accounting of the County's ability to accommodate its RHNA obligation.

**TABLE H-F: SUMMARY OF HOUSING SITES INVENTORY**

Site	APN/ Location	Zoning	General Plan	By Right Density (du/ac) (a)	Acreage	Realistic Unit Capacity
Angwin – Site A	024-410- 007	AHCD	Urban Residential	10	11.4 (b) (entire parcel= 18.5 ac)	114 (c)
Angwin – Site B	024-080- 029	AHCD	Urban Residential	11	7 (b) (entire parcel= 44.5 ac)	77 (d)
Sub-Area Maximum = 191 Units (Minimum 80 Low & Very Low Income)						
Moskowite Corner – Site A	032-150- 062	AHCD	Rural Residential	3	1 (b) (entire parcel = 8.7 ac)	3 (e)
Moskowite Corner – Site B	032-150- 063	AHCD	Rural Residential	3	2 (b) (entire parcel = 11.4 ac)	6 (e)
Moskowite Corner– Site C	032-150- 048	AHCD	Rural Residential	4	20.8	83 (e)
Moskowite Corner– Site D	032-150- 047	AHCD	Rural Residential	4	11.4	45 (e)
Sub-Area Maximum = 100 Units (Minimum 25 Low & Very Low Income)						
Spanish Flat Site A	019-261- 038	AHCD	Rural Residential	5	1.5 (b) (entire parcel= 6.2 ac)	7 (f)
Spanish Flat Site B	019-261- 035	AHCD	Rural Residential	5	5 (b) (entire parcel = 6.7 ac)	25 (f)
Spanish Flat Site C	019-261- 026	AHCD	Rural Residential	5	1.7	8 (f)
Spanish Flat Site D	019-261- 025	AHCD	Rural Residential	5	0.9	4 (f)
Spanish Flat Site E	019-262- 001	AHCD	Rural Residential	5	3 (b) (entire parcel= 27.3 ac)	15 (f)
Spanish Flat Site F	019-050- 003	AHCD	Rural Residential	5	8.1	40 (f)
Sub-Area Maximum = 110 Units (Minimum 27 Low & Very Low Income)						
Napa Pipe– Site A and Site B	046-412- 005 and 046-400- 030	Napa Pipe Residential (g)	Study Area	20	20(b)	304

Notes: (a) Defined as density allowed by right. Napa Pipe allowable density would be minimum of 20 du/ac. (b) The total parcel size is larger than the area proposed for development. (c) Affordable Housing Combination District (AHCD) requires that Angwin Site A units include the following affordability levels: 10% Very Low, 30% Low and 25 to 30% Moderate. (d) AHCD requires that Angwin Site B units include the following affordability levels: 50% Very Low and Low. (e) AHCD requires that Moskowite Corner units include the following affordability levels: 25% Very Low and Low, and 25% Moderate. (f) AHCD requires that Spanish Flat units include the following affordability levels: 25% Very Low and Low, and 25% Moderate. (g) Napa Pipe zoning is proposed for enactment per Housing Development Program H-4e and would permit housing on a portion of the site in Airport Land Use Compatibility Plan Zone E.

Sources: Napa County GIS, Napa County General Plan and Zoning Ordinance, Napa County Existing Housing Element and Environmental Assessment, local infrastructure and service providers

Table H-G: Summary of RHNA and Sites Capacity

	Household Income Level			TOTAL
	Very Low and Low	Moderate	Above Moderate	
Original RHNA Allocation (Units)	297	130	224	651
<i>Less Transfers to City of Napa</i>	38	16	28	82
Net Adjusted RHNA	259	114	196	569
Less Units Already Produced				
Single Family Homes	0	0	119	119
Second Units	0	22	0	22
<i>Sub-Total Units Already Produced</i>	0	22	119	141
Net Remaining Outstanding RHNA	259	92	77	428
Unit Capacity on Identified Sites				
SFR Capacity on Vacant Parcels (a)	0	0	326	326
Projected Additional 2nd Units	0	50	0	50
Napa Pipe (b)	152-202	102-152	0	304
Angwin Sites (c)	80	51	60	191
Moskowite Corner Sites (d)	25	25	50	100
Spanish Flat Sites (e) (f)	25	25	49	99
Total Unit Capacity on Identified Sites	282-332	253-303	485	1,070
"Buffer" or Excess Capacity	23 to 73	161 to 211	408	642

Notes:

- (a) Vacant sites available for market rate (above moderate-income) units exceed this number, but the Growth Management System provides for construction of approximately 97 market rate units per year. Napa County staff estimate there are at least 2,000 parcels in the AW district alone where single-family residential units could be built. Actual SFR land capacity will be greater considering additional available sites in other zoning districts. 326 units represents balance of market rate units that could be permitted after accounting for market rate units that could be permitted on AHCD sites. Since these parcels are located in areas not served by public sewer systems, they are not identified on a site-specific basis (Government Code Section 65583.2(b)(6)).
- (b) 20 acres of Napa Pipe site are proposed for rezoning to allow up to 304 units at minimum of 20 du/ac; between 152 and 202 units would be "by right" and the balance would be allowed subject to use permit or development agreement. Proposed for enactment per Housing Element Program H-4e and would permit housing on a portion of the site in Airport compatibility zone E.
- (c) Affordable Housing Combination District (AHCD) requires that Angwin Site A units include the following affordability levels: 10% Very Low, 30% Low and 25% to 30% Moderate; AHCD requires that Angwin Site B units include the following affordability level: 50% Very Low and Low.
- (d) AHCD requires that Moskowitz Corner units include the following affordability levels: 25% Very Low and Low, and 25% Moderate.
- (e) AHCD requires that Spanish Flat units include the following affordability levels: 25% Very Low and Low, and 25% Moderate.
- (f) Analysis of realistic unit capacity indicates that while AHCD regulations permit a total of 110 units, the sites can likely yield a maximum of 99 units.

Sources: County of Napa, BAE, 2009.



GOALS, POLICIES, OBJECTIVES, AND PROGRAMS

The goals, policies objectives, and programs outline the County's plan to address the housing needs of residents of the unincorporated County during the planning period from July 1, 2009 through June 30, 2014. The section begins with a list of goals, which represent the County's overarching values related to housing. The list of Policies provides a framework for future actions and decision-making that will support those goals. These are followed by a list of Objectives that provide quantifiable targets for the County to measure its progress towards certain goals and policies. The last section defines specific Programs that the County will implement in order to achieve its goals and objectives.

Housing Goals

- GOAL H-1:** Plan for the housing needs of all economic segments of the population residing in unincorporated Napa County.
- GOAL H-2:** Coordinate non-residential and residential goals, policies, and objectives with the cities and towns in Napa County to direct growth to urbanized areas, preserve agricultural land, and maintain a County-wide jobs/housing balance.
- GOAL H-3:** Support agricultural industries with a policy and regulatory environment that facilitates the provision of permanent and seasonal farmworker housing.
- GOAL H-4:** Maintain and upgrade the County's housing stock and reduce the number of housing units lost through neglect, deterioration, or conversion from affordable to market-rate or to non-residential uses.
- GOAL H-5:** Maximize the provision of new affordable housing, in both rental and ownership markets within unincorporated Napa County.
- GOAL H-6:** Maximize housing choice and economic integration, and eliminate housing discrimination in unincorporated Napa County based on race, age, religion, color, national origin, ancestry, physical or mental disability, medical condition, marital status, gender, self-identified gender or sexual orientation, or economic status.
- GOAL H-7:** Maintain an orderly pace of growth that helps the County preserve the public health, safety, and welfare and provide needed public services.
- GOAL H-8:** Increase energy efficiency and water conservation in new and existing residential structures in unincorporated Napa County.



Housing Policies

REHABILITATION POLICIES

Policy H-1a: The County shall improve the quality of its housing stock over time by ensuring that new units meet applicable codes and existing units found to be in violation are brought into compliance as opposed to removed, whenever possible.

Policy H-1b: The County shall seek state and federal funding to assist qualified owners of rental properties with rehabilitation of identified substandard units, to the extent that these units are reserved for lower-income households.

AFFORDABILITY POLICIES

Policy H-2a: The County shall work to reduce the cost of housing to extremely low-, very low-, low- and moderate-income households through available local, state, federal, and private rental and homeownership assistance programs.

Policy H-2b: The County shall encourage the construction of new affordable housing units within designated urban areas at densities that are commensurate with the availability of public or private water and sewer systems. These units shall be capable of purchase or rental by persons of extremely low-, very low-, low- and/or moderate-income as determined by applicable Federal guidelines.

Policy H-2c: The County shall use inclusionary housing to promote development of a full range of housing types in the County and ensure that multifamily projects and subdivisions include onsite affordable housing components.

Policy H-2d: The County shall continue to ensure that its Growth Management System does not constrain affordable housing production by allowing unused Category 4 permits to accumulate indefinitely. (Also see Policy AG/LU-119.)

Policy H-2e: The County shall continue to use its Affordable Housing (:AH) combination zoning district as an incentive for affordable housing production.

Policy H-2f: The County shall continue to cooperate with the incorporated municipalities in Napa County by using its Affordable Housing Fund to assist with the construction or rehabilitation of affordable housing units in suitable locations and at suitable densities consistent with the Affordable Housing Ordinance and criteria when funds are available.

Policy H-2g: The County shall encourage the provision of second units, as described in Government Code section 65852.2, in suitable locations.

Policy H-2h: The County shall maximize the length of time that affordable housing units stay affordable, particularly when units are developed using Affordable Housing Fund monies, produced through the inclusionary housing program, built upon County-owned land, or receive other forms of County assistance. Typically such units shall be deed restricted as affordable for a minimum of 40 years.



Policy H-2i: The County will facilitate greater production of affordable housing units by making suitable surplus County-owned sites available for affordable housing.

Policy H-2j: The County shall facilitate the rehabilitation of mobilehome parks to provide new affordable units.

SPECIAL NEEDS HOUSING POLICIES

Policy H-3a: The County shall work with the agricultural industry, its trade organizations, non-profit organizations, and public agencies to assess, plan for, and meet the needs of permanent and seasonal farmworkers, including farmworker families and unaccompanied farmworkers.

Policy H-3b: The County shall work to ensure that migrant farmworker housing meets applicable health and safety standards.

Policy H-3c: The County shall work in cooperation with other public and private agencies to prevent and remedy instances of housing discrimination within the unincorporated County.

Policy H-3d: The County shall give priority to providing assistance for housing targeted to those groups with demonstrated special needs such as the elderly, disabled, farmworkers, and homeless when consistent with the Affordable Housing Ordinance and criteria.

Policy H-3e: The County shall continue its support of emergency and transitional housing programs through public and private service agencies.

Policy H-3f: The County shall continue to work with the cities to establish and operate adequate emergency shelters within the County and shall provide adequate opportunity for the development of emergency shelters through its land use regulations.

Policy H-3g: The County shall support design of residential structures to allow accessibility by all disabled and physically challenged residents and visitors to all future residential units (i.e., so called “Universal Design”).

HOUSING DEVELOPMENT POLICIES

Policy H-4a: Multifamily housing will be constructed within designated urban areas of the County where public services are adequate or can be made available. This excludes individual single-family residences, legal accessory dwellings on commercially-zoned parcels, farm labor dwellings, and second units, which can be located outside of designated urban areas.

Policy H-4b: Future housing growth shall be consistent with the goals and policies of the County’s Growth Management System (See Policy AG/LU-119), as adopted by the Board of Supervisors and amended in accordance with the programs in this Housing Element.

Policy H-4c: The County shall explore housing transfer agreements and other collaborations with incorporated jurisdictions aimed at providing housing within urbanized areas of the County.



- Policy H-4d: The County recognizes that housing development targeted to households with employed residents should be prioritized on sites where the zoning permits the use, where infrastructure is available, and where jobs are close by.
- Policy H-4e: Consistent with Agricultural Preservation and Land Use Element Policy AG/LU-15.5, the County shall continue to promote planning concepts and zoning standards, such as coverage and separation/buffering standards, to minimize the impact of new housing on County agricultural lands and conflicts between future residences and agricultural uses, including wineries.
- Policy H-4f: The County shall support housing production in areas where the land and location can support increased densities and development of additional affordable housing units.
- Policy H-4g: Consistent with Agricultural Preservation and Land Use Action Item 45.1, the County shall facilitate the provision of accessory housing within commercial areas when compatible with adjacent commercial uses.
- Policy H-4h: The County shall establish preferences for local workers in new affordable housing projects, and shall establish similar “proximity” preferences for multifamily market rate housing to the extent permitted by law.
- Policy H-4i: The County will increase the acreage within the County where multifamily housing can be constructed, while recognizing local, State and LAFCO policies aimed at the preservation of agricultural lands.
- Policy H-4j: The County shall manage housing growth to maximize protection of agricultural lands and recognize the County’s limited ability to provide services.
- Policy H-4k: To the maximum extent feasible, the County shall manage housing growth to keep pace with the creation of jobs.

POLICIES REGARDING THE REMOVAL OF GOVERNMENT CONSTRAINTS

- Policy H-5a: The County will reduce, defer, or waive planning, building, and/or development impact fees when non-profit developers propose new affordable housing development projects.
- Policy H-5b: The County shall expedite permit processing for projects that meet or exceed the County’s inclusionary requirements. Projects that are exempt from providing inclusionary units or that are allowed to pay in-lieu fees will not receive special treatment.

ENERGY AND WATER CONSERVATION POLICIES

- Policy H-6a: The County shall encourage mixed-use development and appropriate housing densities in suitable locations within designated urban areas to facilitate access by foot, bicycle, and/or mass transit to and from commercial services and job locations, educational facilities and to minimize energy and water usage.



- Policy H-6b: In its site development standards for major projects, the County shall promote and encourage design and landscaping to reduce the use of fossil fuels and water and encourage utilization of solar energy and recycled water, through such means as mixed-use guidelines, drought-resistant vegetation, solar access design, shading standards, modified parking standards when appropriate, and reduced street widths.
- Policy H-6c: Consistent with General Plan Policy CON-65 and CON-67, the County shall consider greenhouse gas emissions in the review of discretionary housing projects and promote “green building” design.
- Policy H-6d: The County will use its building code to encourage and provide incentives for retrofitting existing buildings and designing new buildings that reduce the use of fossil fuels and water through energy conservation and the utilization of renewable resources.

Note to readers: Please consult the Conservation Element for related policies about natural resources conservation and climate change.



HOUSING OBJECTIVES AND PROGRAMS

REHABILITATION OBJECTIVES

- Objective H-1a: Through code enforcement efforts, the County will facilitate the rehabilitation of 15 housing units in fair or dilapidated condition that are occupied by low-, very low-, or extremely low-income households between January 1, 2007 and June 30, 2014.
- Objective H-1b: The County will seek to make available up to 10 percent of new Affordable Housing Fund money annually to leverage federal, state, and other public and private housing rehabilitation funds.

REHABILITATION PROGRAMS

- Program H-1a: The County will continue to inspect housing in response to complaints and work with property owners to bring units up to current housing code standards. (Ongoing)
- Program H-1b: To the extent permitted by law, the County will modify the Affordable Housing Ordinance to enable non-profit organizations to apply for the use of up to 10 percent of new funds annually to fund projects and programs designed to correct health and safety hazards in owner-occupied and renter-occupied housing that is reserved for low-, very low-, or extremely low-income households. (Ordinance amendment complete December 31, 2009)
- Program H-1c: In addition to the priorities identified in Policy AG/LU-118, the County's code enforcement program will assign high priority to abatement of illegal vacation rentals, ensuring that existing dwelling units are used as residences, rather than tourist accommodations. (Ongoing)

AFFORDABILITY OBJECTIVES

- Objective H-2a: The County will seek to facilitate the development of lower income units by working to complete the planning and approvals for the Napa Pipe site, Phase 1 and by prioritizing its Affordable Housing Fund monies to assist affordable housing development on Affordable Housing (:AH) Combination District sites with the objective of permitting and assisting development of at least 200 units (70 low-, 70 very low-, and 60 extremely low-income units) between July 1, 2009 and June 30, 2014.
- Objective H-2b: The County will seek to facilitate the development of second units with the objective of permitting development of at least 50 second units in zoning districts where they are allowed between July 1, 2009 and June 30, 2014.



AFFORDABILITY PROGRAMS¹

- Program H-2a: The County shall amend its Affordable Housing Ordinance to prioritize the use of funds for development of Affordable Housing Combination District (AHCD) sites, and will continue to work with interested parties to encourage their development of the sites under the AHCD provisions. The County will seek to work with a developer to process a development application on at least one AHCD site during the planning period. By undergoing this process, the County will be better able to evaluate the effectiveness of the AHCD and determine whether regulatory adjustments are necessary to best encourage development of affordable housing at these sites. (Ordinance amendment complete and Notice of Funds Availability (NOFA) issued for Affordable Housing Funds for AHCD site development assistance, December 31, 2009)
- Program H2-b: If development occurs on parcels within the :AH Combination District that does not achieve the densities or the level of affordability associated with the :AH Combination District zoning provisions, the County will work to identify new sites to accommodate the shortfall in units originally anticipated when the :AH Combination District was applied to the parcel(s). (Ongoing)
- Program H-2c: The County will encourage greater provision of affordable housing units in conjunction with market rate projects by modifying the Affordable Housing Ordinance to increase the inclusionary percentage from 10 percent to up to 20 percent and by allowing the payment of in-lieu fees only for housing projects of four or fewer units. (Ordinance amendment complete December 31, 2009)
- Program H-2d: The County will update the Affordable Housing Ordinance to adjust the commercial housing impact fee not less frequently than every time the Housing Element is updated. (Ordinance amendment December 31, 2009)
- Program H-2e: Through a Notice of Funds Availability (NOFA) process, the County will notify the public of available special assistance programs in coordination with the cities and other public and private agencies, using brochures and news releases. (Annually)
- Program H-2f: The County will continue its program of exempting all secondary residential units from the Growth Management System. (Ongoing) Program H-2g: The County will facilitate new affordable housing unit production by completing an inventory of surplus County-owned land and, when appropriate, offering surplus land that is suitable for housing production to be used for affordable housing projects. (Inventory complete December 31, 2011)
- Program H-2h: The County will require projects receiving Affordable Housing Fund monies or any other type of County assistance, as well as those units built as part of the County's

¹ For the purposes of Affordability Programs, housing that is affordable to "very low-income" households and/or "lower-income" households may include housing that is affordable to extremely low-income households. Furthermore, it should be understood that various housing unit types encouraged and facilitated by the Special Needs Programs, such as emergency shelters, farmworker housing, transitional housing, and supportive housing typically serve extremely low-income households.



inclusionary housing requirement, to apply deed restrictions that will require affordability of assisted units for a minimum of 40 years. (Ongoing)

Program H-2i: The County will continue to use the Affordable Housing (:AH) Combination District as a tool to provide specific and reasonable development standards and stimulate affordable housing production in designated locations, as described in Appendix H-1. (Ongoing)

Program H-2j: The County will remove the Affordable Housing (:AH) Combination District zoning from the three Monticello Road/Atlas Peak sites illustrated in Figure H-1 below. (Ordinance amendment complete December 31, 2009)

Program H-2k: The County will allow redevelopment of existing mobilehome parks to provide 25 percent more units than the number of existing units consistent with their Planned Development (PD) zoning, if the existing number of affordable housing units is maintained and if the mobilehome park owners provide current mobilehome park residents with relocation assistance consistent with applicable state law. (Ongoing)

Program H-2l: The County will ensure that infrastructure improvements are an eligible cost under the Affordable Housing Ordinance and will work with affected agencies to pursue grant money to improve water and sewer infrastructure on the Angwin, Moskowite Corner, and Spanish Flat sites to facilitate the affordable housing development on these sites. (Ordinance amendment December 31, 2009)

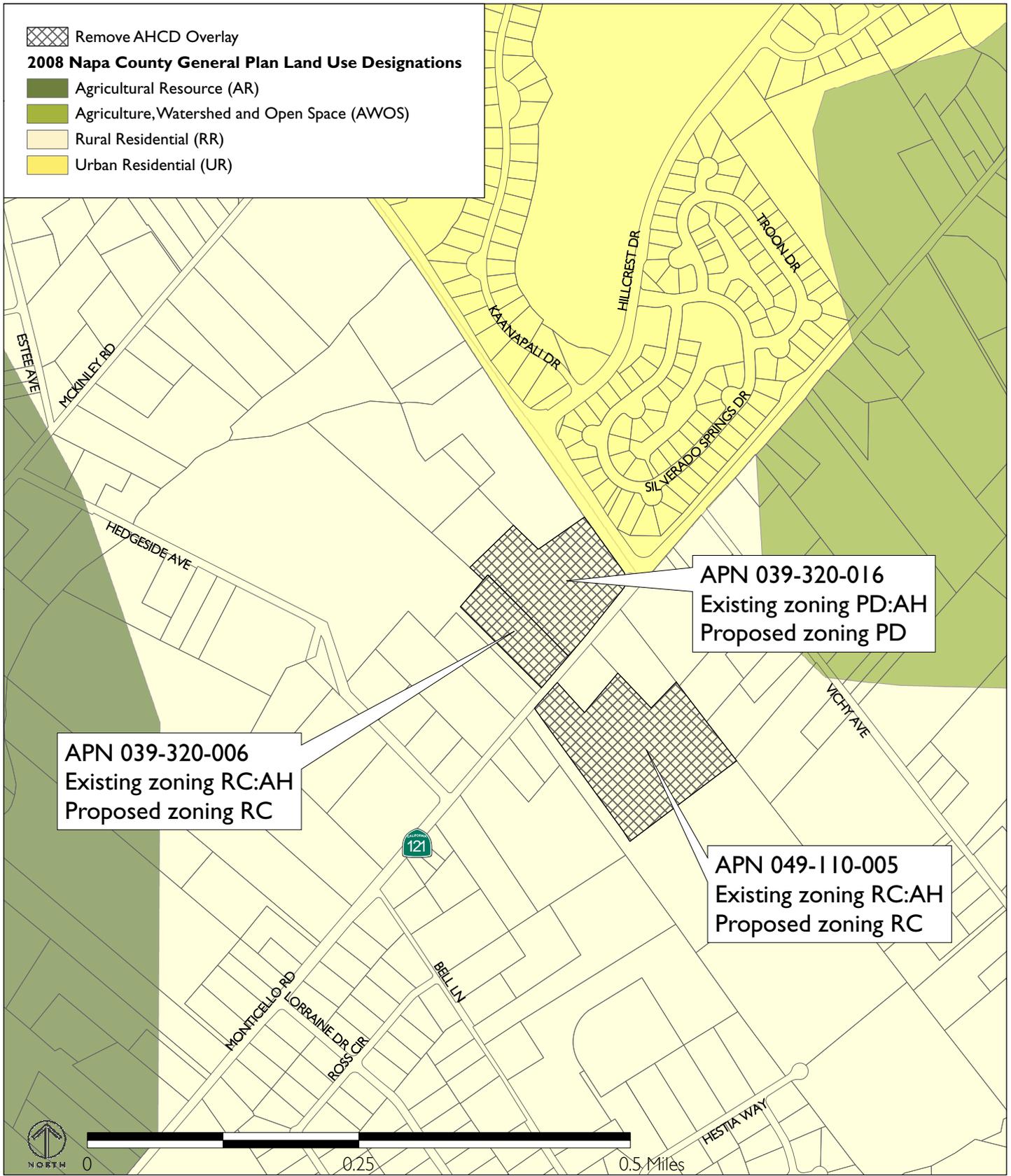


FIGURE H-1

SITES PROPOSED FOR REZONING AND EXISTING GENERAL PLAN LAND USE DESIGNATIONS



SPECIAL NEEDS OBJECTIVES

- Objective H-3a: The County will work towards increasing occupancy of publicly-run farm worker centers to a year-round average of 75%.
- Objective H-3b: The County will provide Affordable Housing Fund resources for the development and operation of 24 new transitional and supportive housing beds in a partnership between the County Department of Health and Human Services, the Gasser Foundation and the Progress Foundation.

SPECIAL NEEDS PROGRAMS

- Program H-3a: The County Department of Environmental Health will continue its program of inspecting migrant farm labor camps to ensure compliance with state standards. Efforts will be made to seek compliance to avoid closure of such facilities. (Annually)
- Program H-3b: The County will continue to contract with Greater Napa Fair Housing Center or another capable organization that will review housing discrimination complaints, attempt to facilitate equitable resolution of complaints and, where necessary, refer complainants to the appropriate County, State, or Federal authorities for further investigation and action. The County's contract with Greater Napa Fair Housing Center will call for public outreach about housing discrimination, including dissemination of informational brochures. (Ongoing)
- Program H-3c: The County will continue to contribute towards the annual operating costs of local emergency shelters and transitional housing where such funds are available and their use legally permissible. (Ongoing)
- Program H-3d: The County will amend the zoning ordinance to allow for the development of emergency shelters as a permitted use without a use permit or other discretionary action in areas zoned "Industrial," recognizing that these areas are better served by transit than other areas of the unincorporated County. The County may develop written, objective standards as permitted by state law. (Ordinance amendment complete December 31, 2009)
- Program H-3e: The County will amend the zoning ordinance to clarify that transitional and supportive housing are considered a residential use, and are subject to the same restrictions as other residential dwellings of the same type in the same zoning district. (Ordinance amendment complete December 31, 2009)
- Program H-3f: To the extent permitted by law, the County will amend its Affordable Housing Ordinance to require a preference for local workers, including farmworker households, in affordable housing developments assisted with Affordable Housing Fund monies, with a goal of including farmworker households in at least 10 percent of the units assisted with Affordable Housing Fund money. The County will monitor the percentage of farmworker households occupying housing units assisted with Affordable



Housing Fund money in conjunction with income eligibility monitoring for affordable housing units. (Ordinance amendment complete December 31, 2009, monitoring Ongoing)

Program H-3g: The County will facilitate public/private partnerships and, when appropriate and available, use Affordable Housing Fund monies to help prevent the loss of privately owned farmworker housing facilities serving six or more individuals when private owners are no longer able or willing to do so. The County will approach farmworker housing owners about working together at the time it becomes aware of a potential closure of a private farmworker housing facility. The County Department of Environmental Management monitors the status of private farmworker housing facilities serving six or more individuals on an annual basis and will evaluate the efficacy of the program in helping to preserve existing units, and propose modifications to the program if units are lost. (Ongoing)

Program H-3h: The County will continue to monitor the unmet need for farm worker housing throughout the harvest season. (Annually)

Program H-3i: The County will clarify the zoning ordinance so that all sections uniformly conform with California Health and Safety Codes 17021.5 and 17021.6. (Ordinance amendment complete December 31, 2009)

Program H-3j: The County will amend the zoning ordinance to remove the spacing requirements for medium and large residential care facilities, and relax the requirements that large residential care facilities be located within ½ mile of a hospital, to allow large residential care facilities within 5 miles of a hospital. (Ordinance amendment complete December 31, 2009)

HOUSING DEVELOPMENT OBJECTIVES

Objective H-4a: The County shall make available permits for construction of up to 115 new dwelling units each year, exclusive of permits for secondary residential units, and exclusive of permits for “carryover” affordable housing units. Permits for non-affordable housing units not issued in one year may be issued in any of the following three years, thereby allowing the number of permits issued to exceed 115 in a given year when unused permits are available from prior years. The County will set aside a minimum of 17 permits each year for affordable housing units, as defined in the County’s Growth Management System, in addition to the approximately 566 such permits currently available for issuance for units affordable to lower and moderate income households.

HOUSING DEVELOPMENT PROGRAMS

Program H-4a: Consistent with Conservation Element Policy Con-66 the County will establish local worker or “proximity” preferences in new affordable housing projects and will explore the extent to which such preferences may be applied to market rate projects. (Ongoing)

Program H-4b: The County will continue its program allocating Affordable Housing Fund monies to affordable housing developments in the cities when funds are available and such



allocation is consistent with the Affordable Housing Ordinance and criteria. The County will work with the cities to establish a list of criteria that will be used to evaluate proposals for use of Affordable Housing Fund monies, with priority for projects that serve extremely low-income households. Once these criteria have been established, the County will use a NOFA process to solicit applications on an annual basis. (Establish criteria by December 31, 2010)

Program H-4c: Consistent with Agriculture and Land Use Policy AG/LU-15.5, staff of the County Department of Conservation, Planning and Development will review and recommend to the Planning Commission and the Board of Supervisors appropriate changes to planning and zoning standards that minimize any conflicts between housing and agriculture. (Ongoing)

Program H-4d: The County will amend the zoning ordinance to allow accessory residential units affordable to households with moderate incomes and below in commercial zones where compatible with neighboring land uses, and where infrastructure is available to support the residential units. (Ordinance amendment complete December 31, 2009)

Program H-4e: By June 30, 2011, the County will rezone 20 acres of the Napa Pipe property to allow housing development at a minimum density of 20 dwelling units per acre for 304 dwelling units with associated public open space and neighborhood serving retail. The new zoning designation will allow between 152 and 202 owner-occupied or rental dwelling units by right (i.e., without a use permit or other discretionary approval except subdivision approval if required), consistent with development standards that will be established as part of the new zoning, and that will incorporate mitigation measures identified in the 2009 Housing Element Update programmatic environmental impact report that are adopted to address potential impacts of the proposed rezoning and development.² (Rezone complete June 30, 2011)

Program H-4f: The County will amend the zoning ordinance to allow development of Single Room Occupancy (SRO) Units in all zones that allow multifamily housing. The zoning ordinance will also provide development standards for SRO units. (Amendment complete December 31, 2010)

PROGRAMS FOR THE REMOVAL OF GOVERNMENT CONSTRAINTS

Program H-5a: The County will continue its program to provide fee waivers for non-profit affordable housing developers. (Ongoing)

Program H-5b: The County will expedite permit processing for housing projects that will serve very low-, low-, and moderate-income households when such projects provide adequate assurances of long-term affordability. (Ongoing)

Program H-5c: The County will exempt affordable housing projects from the 30-acre minimum parcel size requirement for PD zones. (Ongoing)

² See Board of Supervisors Resolution which includes the applicable mitigation measures, and any subsequent Board resolutions adopted in connection with the Napa Pipe rezoning and any site specific mitigation measures.



Program H-5d: The County shall implement and simplify its Growth Management System by (i) continuing the practice of accumulating unused Category 4 (affordable) permits indefinitely; (ii) continuing the practice of accumulating unused permits in other categories for three years; (iii) consolidating implementation of Category 1-3 permits except when a lottery is required; and (iv) simplifying periodic updates to the permit limit. Updates to the permit limit may occur on an annual basis, but in no case less frequently than this Housing Element is updated, and shall be calculated based on the population in unincorporated Napa County times one percent (0.01), divided by the estimated household size and shall be adjusted to reflect the average annual growth rate of the nine Bay Area counties over the last 5-7 years (if less than 1%). In no instance shall the new permit limit be lower than the previous permit limit, if the units are required to meet the County's Regional Housing Needs Allocation, except as needed to adjust for annexations within the planning period. (Also see Policy Ag/LU-119 in the Agricultural Preservation and Land Use Element.) (Ordinance amendment complete December 31, 2009)

ENERGY AND WATER CONSERVATION OBJECTIVES

Objective H-6a: The County will ensure that all new housing units constructed countywide meet or exceed State energy efficiency standards.

ENERGY AND WATER CONSERVATION PROGRAMS

Program H-6a: As part of the development review process for major projects, the County will encourage mixed-use development, where appropriate. (Ongoing)

Program H-6b: The County will continue to provide energy conservation assistance to homeowners, architects, developers, and contractors applying for building permits. (Ongoing)

Program H-6c: The County will continue to enforce current state-mandated standards governing the use of energy efficient construction, and shall update its building code to incorporate green building standards. (Ordinance amendment complete December 31, 2009)

Note to readers: Please consult the Conservation Element for related programs about natural resources conservation and climate change.



SUMMARY OF QUANTIFIED OBJECTIVES FOR THE HOUSING ELEMENT PLANNING PERIOD (JULY 1, 2009 THROUGH JUNE 30, 2014)

Following is a summary of the County's quantified objectives for housing rehabilitation, preservation, and production to meet the needs of all economic segments of the population through June 30, 2014 (unless the planning period is amended by State law). These objectives reflect the County's realistic expectations as to what it can achieve during this period in the realm of housing rehabilitation, preservation, and production, given the resources available to the County and the various constraints that the County faces in attempting to meet its housing needs.

REHABILITATION OF EXISTING HOUSING STOCK

Income Category	Rehabilitation Objectives
Extremely Low	5 units
Very Low	5 units
Low	5 units
Moderate	0 units
Total	15 units

PRESERVATION OF ASSISTED UNITS AT RISK OF CONVERSION

As discussed in the Housing Needs Assessment section of this Housing Element, Napa County does not have any assisted (i.e., affordable) housing units that are at risk of conversion to market rates during the next ten years. Thus, objectives for preservation of assisted units at risk of conversion to market rate are non-applicable for this Housing Element.

Income Category	Preservation Objectives
Very Low	n.a.
Low	n.a.
Moderate	n.a.
Above-Moderate	n.a.

PRODUCTION OF NEW HOUSING UNITS

The County's July 1, 2009 to June 30, 2014 objectives for new housing construction within the Unincorporated Area are as follows:

Income Category	Production Objectives
Extremely Low	60 units
Very Low	70 units
Low	70 units
Moderate	50 second units
Above-Moderate	485 market rate units under Growth Management System

Table H-H: Summary of Housing Element Programs (Page 1 of 4)

Plan Program	Action Step	Source of Financing	Action Agency	Action Date (a)
1. Rehabilitation				
Program H-1a: Inspect housing in response to complaints and work with property owners to achieve compliance.	Continue current program.	County budget	Conservation, Development, and Planning Department	Ongoing
Program H-1b: Low-interest loan program designed to correct health and safety hazards in housing reserved for low- or very low-income households.	Modify the AH Ordinance to use up to 10 percent of new funds annually to fund program.	AH Fund, State, Federal, other funding sources	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
Program H-1c: Ensure homes are used as residences rather than tourist accommodations.	Prioritize the abatement of illegal vacation rentals.	County budget	Conservation, Development, and Planning Department	Ongoing
2. Affordability				
Program H-2a: Continue to promote and market sites designated with the AH overlay zoning for development.	Provide information and technical assistance for the development of AH sites; issue NOFA for AH Funds.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
Program H-2b: If development in AH overlay zone does not achieve the densities or the level of affordability associated with the overlay zoning provisions, the County will work to identify new sites to accommodate the shortfall.	Monitor development of AH sites; Identify new AH overlay zones.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	Ongoing
Program H-2c: Increase the inclusionary percentage to 20 percent and allow the payment of in-lieu fees only for housing projects of four or fewer units.	Modify the AH Ordinance.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
Program H-2d: Update the Affordable Housing Ordinance to adjust the commercial housing impact fee.	Modify the AH Ordinance.	County budget	Conservation, Development, and Planning Department BOS	2009
Program H-2e: The County will notify the public of available special assistance programs.	Issue notices of funding availability.	County budget	Conservation, Development, and Planning Department	Annually
Program H-2f: Continue program of exempting secondary residential units from the GMS.	Continue current program.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	Ongoing
Program H-2g: Offer County-owned land, when appropriate, for affordable housing projects.	Complete an inventory of surplus County-owned land; issue RFPs for available sites.	County budget	Conservation, Development, and Planning Department;	2011, ongoing

Note:

(a) All actions are targeted for completion/implementation by June 30, 2014

Sources: County of Napa, BAE, 2009.

Table H-H: Summary of Housing Element Programs (Page 2 of 4)

Plan Program	Action Step	Source of Financing	Action Agency	Action Date (a)
Program H-2h: Require projects receiving Affordable Housing Fund assistance or any other type of County assistance, as well as those units built as part of the County's inclusionary housing requirement, to apply deed restrictions for a minimum of 40 years of affordability.	Update sample deed restrictions.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	Ongoing
Program H-2i: Continue to use the AH Combination Districts as a tool to provide specific and reasonable standards to stimulate affordable housing development.	Amend the Zoning Ordinance as necessary.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	Ongoing
Program H-2j: Remove the AH Combination District from Monticello Road/Atlas Peak sites.	Amend the Zoning Ordinance and update the General Plan land use map.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
Program H-2k: 25 percent increase in units for redevelopment of existing mobilehome parks, pending certain requirements.	Work with eligible property owners/applicants.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	Ongoing
Program H-2l: Ensure infrastructure costs are an eligible cost under the Affordable Housing Ordinance; work with water and sewer providers to pursue grant funding to assist with infrastructure improvements	Amend the Affordable Housing Ordinance	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
3. Special Needs Housing				
Program H-3a: Continue program of inspecting migrant farm labor camps. Efforts will be made to seek compliance and not closure of such facilities.	Inspect and promote code compliance of farm labor camps.	County budget	Department of Environmental Health	Annually
Program H-3b: Continue to contract with Greater Napa Fair Housing Center or another capable organization that will conduct fair housing outreach and education, and review and act upon housing discrimination complaints.	County contract will call for education, outreach, and assistance in resolving complaints.	County budget	Greater Napa Fair Housing Center, Napa County, media, Board of Realtors and the Chamber of Commerce	Ongoing
Program H-3c: Contribute funds towards the annual operating costs of local emergency shelters and transitional housing.	Continue to contribute funds.	County budget, the Gasser Foundation, and the Progress Foundation	BOS	Ongoing
Program H-3d: Allow homeless shelters as a permitted use in areas zoned "Industrial."	Amend Zoning Ordinance.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009

Note:

(a) All actions are targeted for completion/implementation by June 30, 2014

Sources: County of Napa, BAE, 2009.

Table H-H: Summary of Housing Element Programs (Page 3 of 4)

Plan Program	Action Step	Source of Financing	Action Agency	Action Date (a)
Program H-3e: Amend zoning ordinance to clarify that transitional and supportive housing facilities subject to the same restrictions as other residential dwellings.	Amend Zoning Ordinance.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
Program H-3f: Require a preference for local workers, including farmworkers, in affordable housing developments assisted with Affordable Housing Fund monies.	Amend Affordable Housing Ordinance.	n.a.	Housing Trust Fund Board	2009, Ongoing
Program H-3g: Facilitate public/private partnerships and, when appropriate and available, use Affordable Housing Fund monies to help prevent the loss of privately owned farmworker housing facilities.	Form partnerships and allocate funds to preserve farmworker housing.	Affordable Housing Fund	Conservation, Development, and Planning Department; Housing Trust Fund Board	Ongoing
Program H-3h: Monitor the unmet need for farm worker housing throughout the harvest season.	Continue current program.	County Budget	Conservation, Development, and Planning Department;	Annually
Program H-3i: Clarify the Zoning Ordinance to conform to Ca. Health and Safety Codes 17021.5 and 17021.6.	Amend Zoning Ordinance.	County Budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
Program H-3j: Remove spacing requirements for medium and large residential care facilities. Relax location requirements for large residential care facilities.	Amend Zoning Ordinance.	County Budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
4. Housing Development				
Program H-4a: Establish local worker preferences in new affordable housing projects and explore application to market rate projects.	Amend Municipal Code.	County budget	BOS	Ongoing
Program H-4b: Continue allocating Affordable Housing Fund monies towards affordable housing developments in the cities, when available and appropriate.	Work with cities to establish a list of funding criteria.	Affordable Housing Fund	Housing Trust Fund Board	2010
Program H-4c: Recommend appropriate changes to planning and zoning standards that minimize the conflicts between housing and agriculture as needed.	Continue to monitor for conflicts.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	Ongoing

Note:

(a) All actions are targeted for completion/implementation by June 30, 2014

Sources: County of Napa, BAE, 2009.

Table H-H: Summary of Housing Element Programs (Page 4 of 4)

Plan Program	Action Step	Source of Financing	Action Agency	Action Date (a)
Program H-4d: Amend the zoning ordinance to allow accessory residential units in commercial zones for moderate income and below households in commercial zones where applicable.	Amend the Zoning Ordinance.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
Program H-4e: Rezone the Napa Pipe property for a minimum density of 20 du/ac. on at least 20 ac., subject to development and design standards.	Amend the Zoning Ordinance.	Development Application Fee	Conservation, Development, and Planning Department; Planning Commission; BOS	2011
Program H-4f: Amend the Zoning Ordinance to allow Single Room Occupancy units in all zones that allow multifamily housing.	Amend the Zoning Ordinance.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2010
5. Removal of Government Constraints				
Program H-5a: Continue to provide fee waivers for non-profit affordable housing developers.	Continue current program.	n.a.	BOS	Ongoing
Program H-5b: Expedite permit processing for long-term affordable housing projects .	Fast-track affordable housing applications.	County budget	Conservation, Development, and Planning Department	Ongoing
Program H-5c: Exempt affordable housing projects from the 30-acre minimum parcel size requirement for PD zones.	Amend the Zoning Ordinance.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
Program H-5d: The County shall implement and simplify its Growth Management System.	Amend Municipal Code.	County budget	Conservation, Development, and Planning Department; Planning Commission; BOS	2009
6. Energy and Water Conservation				
Program H-6a: Encourage mixed-use development, where appropriate.	Provide technical assistance to project applicants.	County budget	Conservation, Development, and Planning Department	Ongoing
Program H-6b: Continue to provide energy conservation assistance to homeowners, architects, developers, and contractors.	Provide technical assistance to project applicants.	County budget	Conservation, Development, and Planning Department	Ongoing
Program H-6c: Enforce current state-mandated standards governing the use of energy efficient construction, and update building code to incorporate green building standards.	Enforce and update building codes.	County budget	Conservation, Development, and Planning Department	2009

Note:

(a) All actions are targeted for completion/implementation by June 30, 2014

Sources: County of Napa, BAE, 2009.



APPENDIX H-1: HOUSING SITES ANALYSIS AND INVENTORY

State law requires that a Housing Element include an inventory of available land that is appropriately zoned and suitable for housing development to accommodate the County's RHNA. This inventory focuses on sites that are, or can be made available for housing development that could be affordable to households with moderate, low, and very low incomes (i.e., parcels that can accommodate housing at higher densities). This section summarizes results of a site suitability analysis in the Housing Needs Assessment that evaluates potential housing sites, and identifies a list of priority housing development sites and their development capacities based on environmental and infrastructure constraints.

Preliminary Housing Sites Inventory

The basic premise of land use policy in Napa County has long been that development, with few exceptions, should occur in urban areas. The Agricultural Preserve, an early example of "smart growth," was developed in 1968 to implement this policy. In 1990, voters passed Measure J to provide further protection of agricultural land in the county. Measure J requires voter approval for any General Plan Amendment that would re-designate land that is designated Agricultural Watershed and Open Space (AWOS) or Agricultural Resource (AR), unless certain narrow exceptions apply. Due to the uncertainty associated with gaining voter approval, Napa County has determined that sites that are subject to Measure J should not be considered as potential sites for affordable housing development in the county.³

At the outset of the inventory process, the County decided to examine all of the sites in the Angwin, Monticello/Atlas Peak, Spanish Flat, and Moskowite Corner areas that were identified in the 2004 Housing Element and to consider additional locations within the unincorporated County that may accommodate additional housing production. These additional sites were identified through early public outreach efforts. Moreover, at the direction of the County Board of Supervisors and Planning Commission, the County focused on viable sites that are near urban areas and employment centers where adequate infrastructure and services can be made available to accommodate new development.

Lands in the unincorporated County that are not designated AWOS or AR include 14 general areas: Berryessa Estates, Pope Creek, Angwin, Deer Park, Spanish Flat, Berryessa Highlands, Moskowite Corner, Big Ranch Road, Silverado, Coombsville, South County Industrial Areas, Calistoga Vicinity, Partrick Road, and two Study Areas referred to as the Napa Pipe site and the Boca/Pacific Coast site.

County staff conducted site visits and a suitability and constraints analysis for each of these areas. Sites were analyzed on a parcel by parcel basis against the following criteria: availability of services, compatibility with neighboring uses, parcel size, and physical site characteristics such as topography and natural features. Based on the analysis, the County identified 14 parcels in four areas that would be suitable for affordable housing:

- 1) Angwin, Sites A and B
- 2) Napa Pipe, Sites A and B
- 3) Moskowite Corner, Sites A, B and C
- 4) Spanish Flat, Sites A, B, C, D, E, and F

³ Appendix H, 2004 Housing Element, County of Napa, p. H-1.



The remaining areas were not selected for the following reasons:

South County Industrial Area: This area is currently designated only for industrial use. Napa County has a long-term commitment to protecting the Napa Airport from encroachment of residential uses, which are viewed as incompatible with airport operations. The Airport Land Use Compatibility Plan guides land use decisions in the area and ensures that future development near the airport is compatible with the airport's use. Additionally, safety considerations preclude designation of this area for residential use.

Coombsville and Big Ranch Road Rural Residential Areas: Although the Coombsville and Big Ranch Road Rural Residential areas are located close to the City of Napa, these areas were determined to be unsuitable for higher density housing because they are largely built out with rural residential development (in the case of Coombsville) and are in active agricultural use (in the case of Big Ranch Road). Also, portions of the Coombsville Rural Residential Area are located within the Lower Milliken-Sarco-Tulocay Creek (MST) groundwater deficient basin; a 2003 U.S. Geological Survey study found that groundwater is being depleted in the MST basin.⁴ Neither the Coombsville nor Big Ranch Road areas have access to water services from the City of Napa.

Boca/Pacific Coast Site: The Boca/Pacific Coast site was not included because of the active quarry operations on the Syar site immediately to the east. This site may become more desirable for housing development in the future, when quarry operations cease.

Silverado Urban and Rural Residential Area: Vacant sites zoned for residential development in the Monticello Road area were initially considered because some landowners in this area expressed interest in additional residential development. These parcels tend to be rather small and County efforts are not likely to generate substantial numbers of units. Although three parcels in the Monticello Road/Atlas Peak area were identified as potential sites for affordable housing in the 2004 Housing Element, they have been removed from the current Housing Element because these sites are no longer needed to accommodate the County's RHNA. The site at Napa Pipe (see below) is a superior site for the development of larger scale affordable housing during 2007-2014 housing element cycle.

Moskowite Corner Site E: An existing mobile home park on the site means that a net increase in housing units will be difficult to achieve. However, the Housing Element will include a program to create an incentive for replacement of existing affordable housing with new permanent affordable housing units.

Berryessa Highlands, Pope Creek, and Berryessa Estates: These areas have steeply sloping terrain and poor roadway access. It would be extremely expensive to develop multi-family housing in these areas; the sites provided at Moskowite Corner and Spanish Flat are superior in terms of their potential access to neighborhood services.

Deer Park: There are no parcels suitable for affordable housing within this already-developed residential community, although further study may be warranted in subsequent housing cycles. Much of this area has steeply sloping terrain, making it difficult to build multifamily housing.

⁴ United States Geological Survey. Ground-Water Resources in the Lower Milliken-Sarco-Tulocay Creeks Area, Southeastern Napa County, California, 2000-2002. 2003. (Pg 61). <http://pubs.usgs.gov/wri/wri034229/wrir034229.pdf>. Accessed on July 22, 2008.



In addition to the above areas/sites, County staff considered County-owned sites within incorporated cities and sites that are within the AR and AWOS, but are zoned for commercial use consistent with Policy AG/LU-45. These sites were not selected for the following reasons:

Calistoga Fairgrounds & Other County-Owned Sites within Cities: Napa County owns approximately 70 acres within the City of Calistoga and substantial acreage within the City of Napa where the County's administrative and social services functions are located. If housing were developed on these sites, the cities would get "credit" for the units in the eyes of the State, because the sites lie within the cities' Spheres of Influence. Nonetheless, these sites were examined as potential housing sites and eliminated because they are unlikely to be available for housing development in the timeframe of the current housing cycle. Specifically, Napa County has a 20-year land tenure agreement with the State Department of Food and Agriculture's Division of Fairs and Expositions for the Calistoga Fairgrounds. This agreement was established in January 2004 and will not expire within the timeframe of this Housing Element unless it is terminated by one or both of the parties. County-owned sites within the City of Napa are currently in use for County operations, and are also unlikely to be available for alternate uses in the current housing cycle.

Commercial Sites: Policies in the Agricultural Preservation & Land Use Element permit new or continued commercial uses on sites that are zoned commercial but located within areas designated for agriculture. (See Figure AG/LU-2 for a site inventory.) Therefore, commercially-zoned parcels were considered for affordable housing development sites. However, almost all of these parcels already have some development on them, they are quite disbursed, and few have access to urban infrastructure. While these parcels were not included in the priority sites list, the County will pursue a program to allow a limited number of accessory dwelling units in combination with permitted commercial uses on these commercially-zoned sites.

Housing Development Sites Inventory Overview

Table H-1-1 lists the priority housing development sites for the Napa County Housing Element that were identified after completing the preliminary screening process described above. Figure H-1-1 shows the general location of each of the four areas containing priority housing development sites. Table H-1-1 also shows the zoning and General Plan designations for each site, along with the estimated realistic unit yield for each site, after considering the relevant site constraints, including infrastructure availability, environmental constraints, development standards, and parcel size. Figures H-1-2 through H-1-5 provide maps showing the specific location of each of the parcels included in these areas. Any necessary changes to the General Plan and zoning designations on these sites would be made concurrent with the County's approval of the Housing Element update, or for Napa Pipe, within 24 months of Housing Element adoption.

Infrastructure & Environmental Constraints

Although the majority of the sites do not currently have water and sewer services available onsite, it is assumed that either infrastructure will be extended to serve the sites, or new community systems will be constructed to serve the new development. Table H-1-1 contains information on the status of water and sewer services for each site. In the event that any of the parcels identified in the Available Sites Inventory are determined to be infeasible for development due to refusal or inability of a municipal jurisdiction or other utility district to extend water and/or sewer services to the parcels (notwithstanding the requirements of Government Code section 65589.7), resulting in an inadequate capacity to accommodate the County's RHNA, the County will work to identify a sufficient number of sites elsewhere in the unincorporated area of the county to replace the housing opportunity.

The analysis of environmental constraints which follows below for each site revealed that most constraints can be avoided or mitigated. However, the presence of wetlands and prehistoric and historic resources



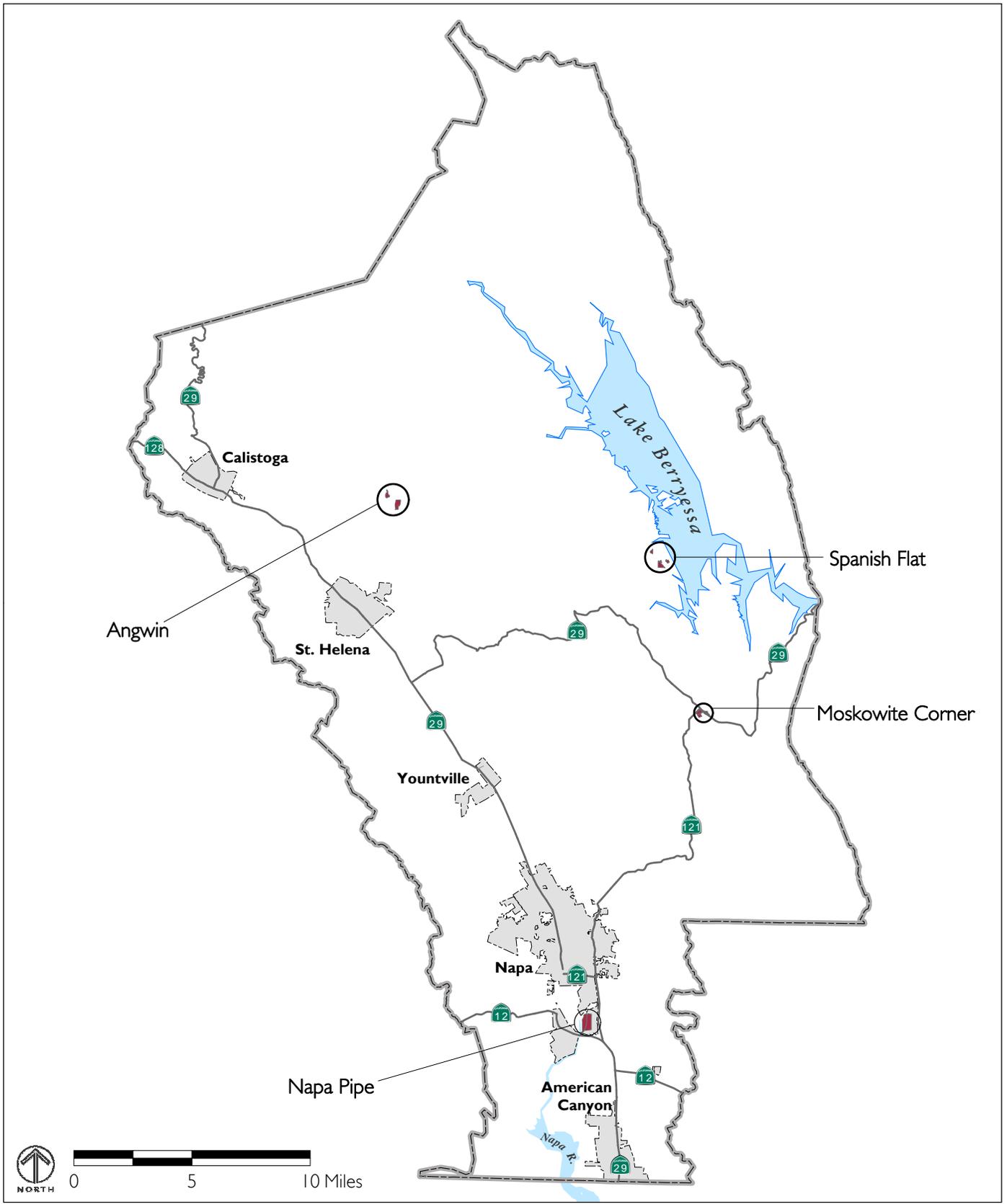
resulted in a reduction in the amount of developable land on Angwin Site A and Moskowite Corner Sites A, B, C and D.

Although the amount of developable land was reduced based on the environmental constraints for these sites, the only sites where realistic development capacity is also reduced based on the environmental constraints are Moskowite Corner Sites A and B.

Development Standards & Parcel Sizes

The site development requirements in the County's Zoning Ordinance that have the greatest effect on development capacity are the maximum lot coverage, maximum building height and off-street parking requirements. As analyzed in the Governmental Constraints section of the Housing Needs Assessment, the County's site development standards do not place undue constraints on the development of housing, including affordable housing. These standards were considered when determining realistic development capacity for the affordable housing sites, with a focus on the higher-density sites that could be the most constrained by development standards. For the Napa Pipe sites with a minimum density of 20 du/ac, the realistic development capacity considered site plans submitted to the County. These site plans show that development can be accommodated in a mix of building types. Development standards would need to be prepared to reflect the proposed density and building types.

Almost all of the sites identified as priority housing development sites are greater than one acre in size. However, Spanish Flat Site D is 0.9 acres in size. This site was included because it is located adjacent to other, larger sites, and could be developed with these larger sites as one project.



○ Priority Housing Development Sites

FIGURE H-1-1

LOCATION OF PRIORITY HOUSING DEVELOPMENT SITES



Summaries of Estimated Unit Yields for Affordable Housing Development Sites

Following are summaries of the key information for each of the priority housing development sites, including their realistic unit yields:

Angwin (Sites A and B)

Angwin sites A and B, respectively, include an 18.5-acre parcel (APN 024-410-007) and a 44.5-acre parcel (APN 024-080-029). See Figure H-1-2. These sites are currently designated Urban Residential and have Planned Development zoning with the Affordable Housing Combination District (“AHCD”), per the 2004 Housing Element. (In addition, the 44.5 acre site has an AC (Airport Compatible) overlay.) The Housing Element proposes to leave their existing General Plan designation and zoning as is. After considering site conditions, environmental conditions, and infrastructure availability, the developable acreage for Site A is reduced to 11.4 acres, and the developable acreage for Site B becomes 7.0 acres resulting in the estimated realistic unit capacity in Angwin of 191 units on 18.4 acres.

As discussed in the section of the Housing Needs Assessment related to Zoning to Accommodate the Development of Housing Affordable to Lower Income Households, the current land use regulations for these sites permit development at a density of 12 dwelling units per acre by right if a developer complies with the applicable development standards set forth in the AHCD ordinance. In addition, densities of up to 25 du/ac are permitted with a use permit, consistent with the default minimum density of 20 du/ac established in Government Code section 65583.2(c)(3). The analysis provided in the Housing Needs Assessment demonstrates that these sites can encourage and facilitate the production of 80 housing units affordable to low- or very low-income households, and 51 units affordable to moderate-income households, if developed under the by right AHCD standards.

As an alternative to developing under the AHCD standards without a use permit, the current land use regulations for these sites permit development in excess of the California Government Code section 65583.2(c)(3) default minimum density of 20 du/ac upon granting of a use permit; thus, these sites provide the potential for development of up to 191 units that could be affordable to lower-income households. Nevertheless, in consideration of HCD’s comments on the preliminary Draft Housing Element Update, for the purpose of determining the County’s ability to accommodate its RHNA, the County has taken a more conservative approach, and, in its summary of sites suitable for low-income housing, has included only the lower income units that may be developed by right in the AHCD zone. For the Angwin sites, this results in 80 units affordable to very low- or low-income households, 51 units affordable to moderate-income, and 60 units affordable to above-moderate income, based on the affordability requirements that would apply if the parcels are developed in accordance with the AHCD standards.

Environmental Constraints & Other Observations

Approximately 10 percent of the 11.4-acres of Angwin Site A that is targeted for development is constrained by wetlands. However, the 114 units allowed by right under the AHCD zoning designation could be accommodated on the 10.3-acre portion of the site that is unconstrained. Therefore, the realistic development capacity was not reduced because of this environmental constraint.



FIGURE H-1-2

ANGWIN SITES

**COUNTY OF NAPA
HOUSING ELEMENT UPDATE
SITES INVENTORY AND ANALYSIS**



Moskowite Corner (Sites A, B, C, and D)

Moskowite Corner includes four parcels on the priority housing development sites list. Site A (APN 032-150-062) is an 8.7-acre parcel. Site B (APN 032-150-063) is an 11.4-acre parcel. Site C (APN 032-150-048) is a 20.8-acre parcel. Site D (APN 032-150-047) is an 11.4-acre parcel. See Figure H-1-3. The existing General Plan designation for each of these sites is Rural Residential. Sites A and B are zoned Residential Country (RC); Sites C and D are zoned Agricultural Watershed (AW). All four sites have the AHCD zoning. This Housing Element proposes to leave the General Plan and Zoning unchanged for these sites. The realistic development capacity on these sites, after considering site constraints, environmental constraints, and infrastructure availability, is 100 units.

As discussed in the section of the Housing Needs Assessment related to Zoning to Accommodate the Development of Housing Affordable to Lower Income Households, the current land use regulations for these sites permit development at a density of 4 dwelling units per acre by right if a developer complies with the applicable development standards set forth in the AHCD ordinance. In addition, densities up to 10 du/ac are allowed with a use permit. While the maximum permitted density of 10 du/ac is below the default minimum density of 20 du/ac established in Government Code section 65583.2(c)(3), the analysis provided demonstrates that these sites can encourage and facilitate the production of 25 housing units affordable to low- and very low-income households, 25 units affordable to moderate-income, and 50 units affordable to above-moderate developed by right under the AHCD standards.

As alternative to developing under the AHCD development standards, the current zoning for these sites would also permit development of up to a maximum residential density of 10 du/ac with a use permit, which the County believes could also feasibly accommodate development of housing affordable to lower-income households. If the sites are developed up to the maximum allowable density with a use permit, they may accommodate up to 100 units that would be affordable to lower-income households. Nevertheless, the County has taken a more conservative approach in regard to estimating its ability to accommodate its RHNA obligations, and in its summary of sites suitable for lower income housing, has included only the lower income units that may be developed by right in the AHCD zone. For the Moskowite Corners sites, this results in an estimate of 25 units affordable to lower-income households, 25 units affordable to moderate-income, and 50 units affordable to above moderate-income, based on the affordability requirements that would apply if the parcels are developed by right in accordance with the AHCD standards.

Environmental Constraints & Other Observations

Approximately 85 percent of Moskowite Corner Sites A and B is constrained by wetlands. It would be difficult to accommodate the 60 units allowed by the AHCD zoning designation on the 3-acre portion of these two sites that is unconstrained. Therefore, the realistic development capacity was reduced to 9 units on the unconstrained portion of the site.

Approximately 15 percent of Moskowite Corner Site C is constrained by prehistoric and historic resources. However, the 83 units allowed by the AHCD zoning designation could be accommodated on the 17.7-acre portion of the site that is unconstrained. Therefore, the realistic development capacity was not reduced because of this environmental constraint.

Approximately 15 percent of Moskowite Corner Site D is constrained by prehistoric resources. However, the 45 units allowed by the AHCD zoning designation could be accommodated on the 9.7-acre portion of the site that is unconstrained. Therefore, the realistic development capacity was not reduced because of this environmental constraint.



While Moskowitz Corner is some distance from traditional employment centers like downtown Napa, it is located at the cross roads of two State highway routes, and lies in proximity to Lake Berryessa, which is under the jurisdiction of the federal Bureau of Reclamation (BOR). The BOR has adopted a visitor service plan for the Lake and is negotiating with private concessionaires who propose to redevelop resorts at the Lake, potentially adding overnight accommodations and other uses that would generate employment and the need for nearby housing.



FIGURE H-1-3

MOSKOWITZ CORNER SITES

**COUNTY OF NAPA
HOUSING ELEMENT UPDATE
SITES INVENTORY AND ANALYSIS**



Spanish Flat (Sites A, B, C, D, E, and F)

The Spanish Flat area includes six parcels that are targeted as priority housing development sites. Site A (APN 019-261-038) is a 6.2-acre site with Commercial Limited (CL) zoning. Site B (APN 019-261-035) is a 6.7-acre site with Agricultural Watershed zoning. Site C (APN 019-261-026) is a 1.7-acre site with Marine Commercial zoning. Site D (APN 019-261-025) is a 0.9-acre site with CL zoning. Site E (APN 019-050-003) is a 27.3-acre site. Site F (APN 019-050-003) is an 8.1-acre site. See Figure H-1-4. All of these parcels currently have a General Plan designation of Rural Residential and AHCD zoning. The maximum number of units allowed in this area is 110, if developed under the AHCD zoning; however, as discussed below, considering site constraints, the realistic unit capacity of the sites is 99 units. This Housing Element proposes to maintain these land use designations as is.

As discussed in the section of the Housing Needs Assessment related to Zoning to Accommodate the Development of Housing Affordable to Lower Income Households, the current land use regulations for these sites permit development at a density of 4 dwelling units per acre by right if a developer complies with the applicable development standards set forth in the AHCD ordinance. In addition, densities of up to 25 du/ac are permitted with a use permit, consistent with the default minimum density of 20 du/ac established in Government Code section 65583.2(c)(3). The analysis provided demonstrates that these sites can encourage and facilitate the production of 25 housing units affordable to low- or very low-income households, 25 units affordable to moderate-income, and 49 units affordable to above-moderate if developed under the by right AHCD standards.

Alternatively, as discussed in the section of the Housing Needs Assessment dealing with Zoning to Accommodate the Development of Housing Affordable to Lower Income Households, the current land use regulations for these sites permit development in excess of the California Government Code section 65583.2(c)(3) default minimum density of 20 du/ac, for land intended to accommodate development of housing for lower-income households, with a use permit. Thus, these sites provide the potential for development of up to 110 units that could be affordable to lower-income households. However, in consideration of HCD's comments of on the preliminary Draft Housing Element Update, the County has taken a more conservative approach. For the purposes of calculating the County's ability to accommodate its RHNA obligation, the County has included only the lower income units that may be developed by right in the AHCD zone. For the Spanish Flat sites, this results in an estimate of 25 units that would be affordable to lower-income households, 25 units affordable to moderate-income, and 49 units affordable to above-moderate income, in accordance with the affordability restrictions that would apply if the parcels are developed by right in accordance with the AHCD standards for these sites.

Environmental Constraints & Other Observations

Napa County currently owns Site B in the Spanish Flat area and uses it for a maintenance facility. Aside from the driveway and maintenance yard, the parcel is vacant. The realistic development capacity assumes that the maintenance yard would remain on the site and that the vacant portion of the site would be developed for housing.

Sites C, E and F in the Spanish Flat area are currently used for RV and boat storage, but these commercial uses are limited. In addition, there are existing incentives for redevelopment in place, so the sites are designated as part of the AHCD. Further, housing market conditions are conducive to site redevelopment. Therefore, the development capacity figures for Sites C, E and F in the Spanish Flat area assume that these sites would be fully redeveloped.



Based on the range of environmental and site constraints at these sites, the estimated housing capacity of the Spanish Flat sites is 99 units, which can be built as of right at densities up to four units per acre, provided the developer complies with the AHCD requirements.

While Spanish Flat is some distance from traditional employment centers like downtown Napa, it has some neighborhood services available, and lies in proximity to Lake Berryessa, which is under the jurisdiction of the federal Bureau of Reclamation (BOR). The BOR has adopted a visitor service plan for the Lake and is negotiating with private concessionaires who propose to redevelop resorts at the Lake, potentially adding overnight accommodations and other uses that would generate employment and the need for nearby housing.

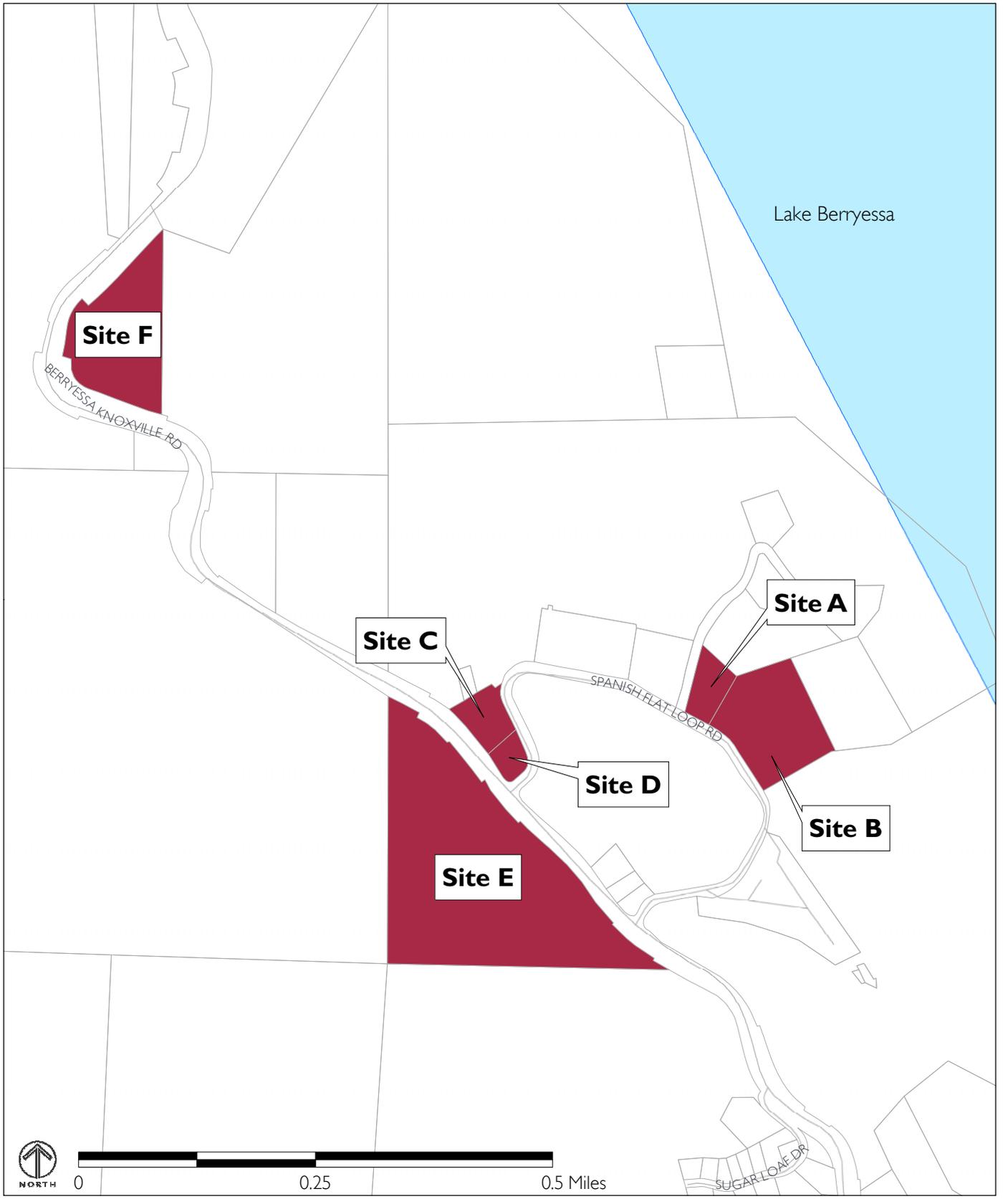


FIGURE H-1-4

SPANISH FLAT SITES



Napa Pipe (Sites A and B)

Napa Pipe Phase I contains 20 acres located on the northern portion of two parcels (APN 046-412-005 and APN 046-400-030), which total approximately 150 acres. See Figure H-1-5. The existing General Plan currently designates their land use as Study Area, and the existing zoning is Industrial – Airport Compatibility. The County is currently processing a development application for the entire Napa Pipe site. This Housing Element proposes a special zoning classification that is specific to Phase I that would allow multifamily residential development at a minimum of 20 dwelling units per acre consistent with the default minimum densities established by California Government Code section 65583.2(c)(3). The new zoning classification would provide development standards for the 20-acre portion of the site, and would permit development of a total of up to 304 dwelling units, including between 152 and 202 units that could be developed by right, and an additional 102 to 152 units that could be developed following approval of a use permit or development agreement, for a total of 304 units. Because this land could be developed at densities of at least 20 dwelling units per acre, the zoning would be appropriate for housing that would be affordable to very low- and low-income households. The County is proposing to rezone more than the 15 acres needed to accommodate 304 units at the anticipated density of 20 units/acre, to allow the developers flexibility in locating the units on the site.

Environmental Constraints & Other Observations

Both Napa Pipe parcels are underutilized with existing industrial uses. A Union Pacific Railroad (UPRR) right-of-way bisects the site. The realistic development capacity of this site is based on a development proposal that has been submitted to Napa County. Because the development proposal would take many years to build out, and urban services are immediately available only to the first phase, only 20 acres total was included in the priority housing sites inventory. The realistic unit capacity of the 20 acres is estimated at 304 units because of potential infrastructure constraints for Phase I.

Constraints on development of the Napa Pipe site primarily relate to the cost of site preparation (including environmental remediation) and needed infrastructure. Also, the development of a first phase of housing, providing an estimated 304 units in the current housing cycle, is likely to be predicated on execution of a development agreement regarding build-out of the entire site in multiple phases. The development agreement would be between the property owner and the County, and could be complemented by an interagency agreement between the County and the City of Napa. The City of Napa has indicated that it is amenable to working with the County to provide urban services to the 20-acre portion of the development at Napa Pipe.

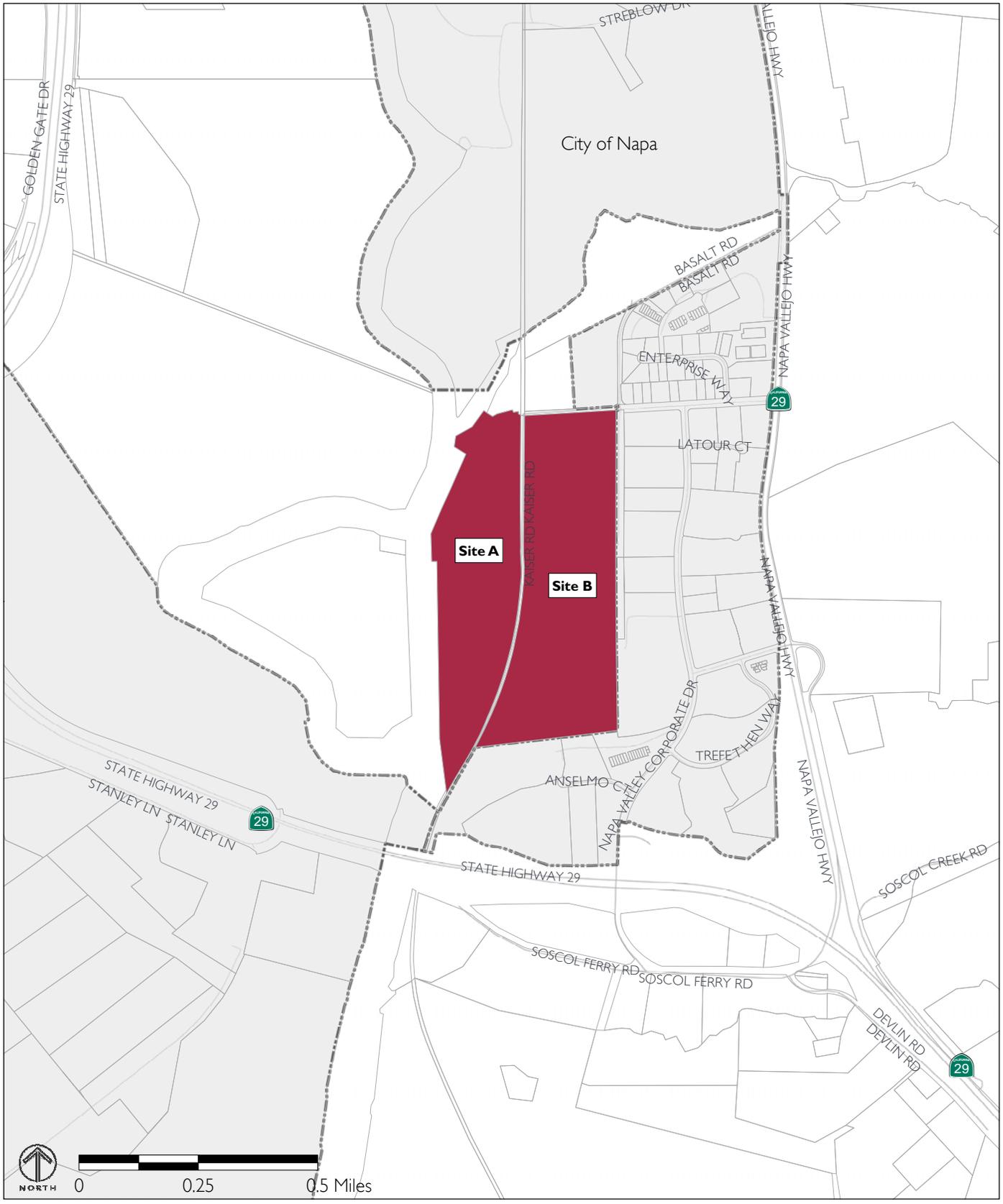


FIGURE H-1-5

NAPA PIPE PHASE I SITES

**COUNTY OF NAPA
HOUSING ELEMENT UPDATE
SITES INVENTORY AND ANALYSIS**



Summary

The total realistic development capacity of all sites listed in Table H-G is 1,070 units, which exceeds the net remaining 428 units Napa County is required to accommodate for its RHNA. In addition to considering the aggregate number of units that the sites can accommodate, it is necessary to consider the potential for the sites to accommodate housing that is affordable to all income levels, in accordance with the RHNA allocations, as discussed below.

Capacity for Very Low- and Low-Income Housing Production

Per California Government Code section 65583.2(c)(3) all land zoned at 20 dwelling units per acre (or greater) is assumed to be available to accommodate outstanding RHNA allocations for very-low and low-income housing development. Napa Pipe Sites A and B are expected to have 20 acres of land zoned for residential development at a minimum of 20 dwelling units per acre, and to be capable of producing 304 units, which exceeds the remaining outstanding RHNA for very low- and low-income households of 259 units. However, since the rezoning of these 20 acres is expected to allow between 152 and 202 of the units by right consistent with Government Code section 65583.2(c)(3), the County has included additional sites to accommodate the balance of its RHNA allocation for units affordable to low- and very low-income households (i.e. 259 minus 152 equals 107; 259 minus 202 equals 57), as well as units available to moderate-income households, and a “buffer” beyond the minimum RHNA requirement.

Specifically, in addition to the Napa Pipe Project, the available land inventory summary offers additional sites in Angwin, Spanish Flat, and Moskowitz Corner for the production of very low- and low-income housing. As discussed in detail in the Housing Needs Assessment, and summarized in this Appendix, these sites were included in the County’s 2004 Housing Element, which was certified by HCD and addressed a RHNA allocation of 265 units (after transfer agreements), including a total of 160 units in the low- and very low-income categories. The maximum density permitted in Angwin and Spanish Flat is 25 dwellings per acre, exceeding the default minimum density of 20 dwelling units per acre, while the maximum density permitted in Moskowitz Corner is 10 dwellings per acre. While the allowable density on the Moskowitz sites is below the default minimum density of 20 dwelling units per acre, the analysis provided in the Housing Needs Assessment demonstrates that these sites will encourage and facilitate and are suitable for affordable housing production. In addition, the County has included in its inventory a conservative estimate of the potential production of 130 units available to low- or very low-income households on these sites, equal to the number of lower income units that can be built by right under the AHCD zoning. In addition, the analysis provided in the Housing Needs Assessment explains that affordable housing has historically been built in Napa County at densities below 20 dwelling units per acre, considers issues associated with land costs and property ownership, the availability of Affordable Housing Fund monies, as well as the opportunities provided by the AHCD zoning for by right development of mixed-income projects, wherein market rate units cross subsidize the development costs for affordable units.

Capacity for Moderate Income Housing Production

Second dwelling units are affordable to moderate income households. County records indicate that 22 second units have been produced in the unincorporated area from January 1, 2007 through present. Assuming that this trend continues, the County expects to issue an average of 10 permits per year for the time period of July 1, 2009 through June 30, 2014, for an additional 50 second units before the end of the planning period. Given the 22 permits already issued and the 50 projected permits, 72 second units would be built in the County by June 30, 2014, leaving a remaining balance of 42 moderate-income units needed to satisfy the RHNA. Remaining capacity on Napa Pipe Sites A and B, after accounting for very low- and low-income RHNA needs, could accommodate these additional 42 units, since sites deemed feasible for lower-



income housing are also assumed feasible for moderate-income housing. In addition, sites in Angwin, Moskowitz Corner, and Spanish Flat are assumed to be able to accommodate 101 units which would be affordable to moderate-income households. Thus, Napa County has more than adequate capacity to accommodate its remaining unmet RHNA for moderate-income housing units.

Capacity for Above Moderate-Income Housing Production

Napa County is well on its way to exceeding its RHNA for above moderate-income households. County records indicate that 119 market rate units have been constructed in the unincorporated area since January 1, 2007. Napa County will produce more than the remaining RHNA balance of 77 units for moderate-income households, if permits are continually issued at these rates. The County's Growth Management System will make permits available in the next five years for development of up to 485 additional market rate units (including 159 units on Angwin, Moskowitz, and Spanish Flat, plus 326 additional market rate units). The additional 77 units (minimum) could be built on land zoned for single-family dwellings, which includes the following zones: AP, AW, RS, RD, and RC. The parcels available to accommodate construction of a single family dwelling number are in the thousands. For example, in the AW district, County staff estimates there are over 2,000 such parcels. Since these parcels are located in areas not served by public sewer systems, they are not identified on a site-specific basis (Government Code Section 65583.2(b)(6)).

Summary of RHNA Allocation and Housing Development Capacity

Table H-G summarizes Napa County's RHNA, housing units produced to date, and the County's conservative estimate of its capacity to accommodate the remaining outstanding RHNA needs. As shown in the table, the County can accommodate its current unmet RHNA allocation for very low-, low-, and moderate-income households with the Angwin, Moskowitz Corner, and Spanish Flat AH sites, plus the "by-right" portion of housing units (152 to 202 units) that could be accommodated on the Napa Pipe property once it is rezoned per Housing Element Program H-4e to allow multifamily residential development at a minimum density of 20 dwelling units per acre. Projected second units, plus the housing units that could be built on the Napa Pipe property with a use permit or a development agreement (102 to 152 additional units), plus moderate-income units that are assumed to be accommodated on the Angwin, Moskowitz, and Spanish Flat sites under the AHCD zoning would more than cover the remaining unmet moderate-income portion of the RHNA. It should be noted that the County's ability to accommodate construction of new housing units that could be affordable to lower-income households, as reflected in Table H-G, is more conservative than, and has taken into consideration comments from HCD on the preliminary Draft Housing Element that the County submitted to HCD for review. Finally, the Growth Management System can provide permits for construction of more than enough market rate units to accommodate the County's remaining unmet RHNA need for above moderate-income households. These units may be built on a very large number of parcels within the unincorporated area (2,000+) upon which an additional single-family residential unit would be allowed.

Table H-1-1: Affordable Housing Development Sites (Page 1 of 2)

Site	APN/ Location	Zoning	General Plan	Maximum Density with Administrative Approval (du/ac)(a)	Maximum Density with a Use Permit	Acreage	Realistic Unit Capacity	Existing Use	Comments (i)
Angwin									
Angwin – Site A	024-410-007	AHCD	Urban Residential	12	25	11.4 (b) (entire parcel= 18.5 ac)	114	(c) Undeveloped	Private water and sewer available; wetlands
Angwin – Site B	024-080-029	AHCD	Urban Residential	12	25	7 (b) (entire parcel= 44.5 ac)	77	(d) Undeveloped	Private water and sewer available.
Subarea Maximum (e)							191		
Moskowite									
Moskowite Corner – Site A	032-150-062	AHCD	Rural Residential	4	10	1 (b) (entire parcel = 8.7 ac)	3	(f) Undeveloped	CVWD is water and sewer provider. Additional water supplies and wastewater infrastructure required; wetlands located on a majority of the site.
Moskowite Corner – Site B	032-150-063	AHCD	Rural Residential	4	10	2 (b) (entire parcel = 11.4 ac)	6	(f) Undeveloped	CVWD is water and sewer provider. Additional water supplies and wastewater infrastructure required; wetlands located on a majority of the site.
Moskowite Corner – Site C	032-150-048	AHCD	Rural Residential	4	10	20.8	62	(f) Undeveloped	CVWD is water and sewer provider. Additional water supplies and wastewater infrastructure required; prehistoric archeological site; potential historically significant structure.
Moskowite Corner – Site D	032-150-047	AHCD	Rural Residential	4	10	11.4	34	(f) Undeveloped	CVWD is water and sewer provider. Additional water supplies and wastewater infrastructure required; prehistoric archeological site.
Subarea Maximum (e)							100		
Spanish Flat									
Spanish Flat – Site A	019-261-038	AHCD	Rural Residential	4	25	1.5 (b) (entire parcel = 6.2 ac)	7	(g) Undeveloped	SFWD is water and sewer provider. Additional water and wastewater infrastructure required.

Notes:

- (a) Defined in Municipal Code Section 18.82.040 in the Affordable Housing Combination Districts. Napa County will allow a minimum density of 20 du/ac at Napa Pipe once Program H-4e is complete in 2010.
- (b) The total parcel size is larger than the area proposed for development.
- (c) AHCD requires that Angwin Site A units include the following affordability levels: 10% Very Low, 30% Low and 25 to 30% Moderate.
- (d) AHCD requires that Angwin Site B units include the following affordability levels: 50% Very Low and Low.
- (e) Represents the maximum combined numbers of units that can be constructed in each subarea per Municipal Code Section 18.82.040. Sum of realistic units capacity for individual Spanish Flat parcels is less due to site constraints.
- (f) AHCD requires that Moskowite Corner units include the following affordability levels: 25% Very Low and Low, and 25% Moderate.
- (g) AHCD requires that Spanish Flat units include the following affordability levels: 25% Very Low and Low, and 25% Moderate.
- (h) Napa Pipe zoning is proposed for enactment per Housing Development Program H-4e. The Study Area land use designation allows for industrial uses but envisions site-specific planning, rezoning, and General Plan amendments prior to allowing for mixed or residential use.
- (i) CVWD = Capell Valley Water District, SFWD = Spanish Flat Water District, and NSD = Napa Sanitation District.

Sources: Napa County GIS, Napa County General Plan and Zoning Ordinance, Napa County Existing Housing Element and Environmental Assessment, local infrastructure and service providers.

Table H-1-1: Affordable Housing Development Sites (Page 2 of 2)

Site	APN/ Location	Zoning	General Plan	Maximum Density with Administrative Approval (du/ac)(a)	Maximum Density with a Use Permit	Acreage	Realistic Unit Capacity	Existing Use	Comments (i)
Spanish Flat – Site B	019-261-035	AHCD	Rural Residential	4	25	5 (b) (entire parcel = 6.7 ac)	25	(g) Napa County Maintenance Facility- Corporation Yard	SFWD is water and sewer provider. Additional water and wastewater infrastructure required; however, existing sewer treatment facilities are in close proximity, and SFWD has access to Lake Berryessa water.
Spanish Flat – Site C	019-261-026	AHCD	Rural Residential	4	25	1.7	8.0	(g) RV and boat storage	See comment above.
Spanish Flat – Site D	019-261-025	AHCD	Rural Residential	4	25	0.9	4	(g) Undeveloped	See comment above.
Spanish Flat – Site E	019-262-001	AHCD	Rural Residential	4	25	3 (b) (entire parcel= 27.3 ac)	15	(g) RV and boat storage	See comment above.
Spanish Flat – Site F	019-050-003	AHCD	Rural Residential	4	25	8.1	40	(g) storage	See comment above.
Subarea Maximum (e)							110		
Napa Pipe									
Napa Pipe – Site A and Site B	046-412-005 046-400-030	Napa Pipe Residential	Study Area (h)	20	20	20 (b) (entire parcel = approx. 150 ac)	304	Union Pacific Railroad right-of-way and industrial	Existing City and NSD services designed for industrial use would have to be modified or supplemented. City of Napa has indicated willingness to serve 304 units.

Notes:

- (a) Defined in Municipal Code Section 18.82.040 in the Affordable Housing Combination Districts. Napa County will allow a minimum density of 20 du/ac at Napa Pipe once Program H-4e is complete in 2010.
- (b) The total parcel size is larger than the area proposed for development.
- (c) AHCD requires that Angwin Site A units include the following affordability levels: 10% Very Low, 30% Low and 25 to 30% Moderate.
- (d) AHCD requires that Angwin Site B units include the following affordability levels: 50% Very Low and Low.
- (e) Represents the maximum combined numbers of units that can be constructed in each subarea per Municipal Code Section 18.82.040. Sum of realistic units capacity for individual Spanish Flat parcels is less due to site constraints.
- (f) AHCD requires that Moskowitz Corner units include the following affordability levels: 25% Very Low and Low, and 25% Moderate.
- (g) AHCD requires that Spanish Flat units include the following affordability levels: 25% Very Low and Low, and 25% Moderate.
- (h) Napa Pipe zoning is proposed for enactment per Housing Development Program H-4e. The Study Area land use designation allows for industrial uses but envisions site-specific planning, rezoning, and General Plan amendments prior to allowing for mixed or residential use.
- (i) CVWD = Capell Valley Water District, SFWD = Spanish Flat Water District, and NSD = Napa Sanitation District.

Sources: Napa County GIS, Napa County General Plan and Zoning Ordinance, Napa County Existing Housing Element and Environmental Assessment, local infrastructure and service providers.



RECREATION AND OPEN SPACE



Napa County is blessed with an extensive landscape of open spaces. These open spaces are integral to the quality of life and economic vitality of Napa County and its residents.

This Element of the General Plan defines what is meant by “open space” and focuses primarily on the recreational uses of open space. Other uses of open space are discussed in greater detail in the Agricultural Preservation and Land Use Element, the Conservation Element, the Community Character Element, and the Safety Element.

USES OF OPEN SPACE

The term “open space” as used in Napa County does not denote a single land use, nor is it a designation for empty, unused, or not-yet-developed places. Rather, open space is best understood as lands that support an array of activities and amenities, both measurable and intangible, which both derive from and directly depend on the land’s sustainable natural resources.



IN THIS ELEMENT

- Recreation and Open Space (Page ROS-1)
- Uses of Open Space (Page ROS-1)
- Recreational Needs and Current Conditions (Page ROS-5)
- Supply and Demand Characteristics for Outdoor Recreation (Page ROS-11)
- Formation of Napa County Regional Park and Open Space District (Page ROS-12)
- Open Space Ownership Characteristics (Page ROS-13)
- Location and Accessibility of Recreational Open Space (Page ROS-17)
- Recreational Trails (Page ROS-24)
- Recreation and Open Space Goals, Policies, Objectives, and Actions (Page ROS-31)
- Figures:
 - Figure ROS-1: Dedicated Open Space by Agency (Page ROS-15)
 - Figure ROS-2: Dedicated Open Space by Level of Public Access (Page ROS-19)
 - Figure ROS-3: Time Distance from City Centers (Page ROS-21)
 - Figure ROS-4: Trail Network—Existing, Proposed, and Potential (Page ROS-27)
 - Figure ROS-5: San Francisco Bay Trail and Bay Area Ridge Trail Existing and Proposed Routes (Page ROS-29)



Recreation is one of the appropriate and desirable uses of open space. Other open space benefits include the preservation of natural resources, the managed production of resources including forestlands, rangelands, and agricultural lands, the recharge of groundwater supplies, and protection of public health and safety. This Element primarily focuses on the recreational uses of open space. More information on other uses and benefits of open space can be found in other Elements of this General Plan, as outlined below.

- Open space facilitates a healthy agricultural economy which complements and supports growth focused on urban areas. These open space benefits are addressed primarily in the Agricultural Preservation and Land Use Element, which designates lands for a variety of uses and contains policies and actions to preserve agricultural lands.
- Large, connected open space areas allow for a range of natural communities that offer habitat necessary to sustain wildlife and plant biodiversity. These open space benefits are addressed primarily in the Conservation Element, which contains policies and actions intended to conserve open space lands that contain important natural resources.
- Open spaces supporting healthy plant communities are essential to the quality and adequate supply of surface and ground waters needed by native plants and animals, by agriculture, and by people. These open space benefits are addressed primarily in the Conservation Element, which contains policies and actions intended to conserve watershed health.
- Open space areas often contain significant archaeological, cultural, and historic sites, and provide opportunities for research, interpretation and education. These open space benefits are addressed primarily in the Community Character Element, in which policies are provided to ensure the protection of these resources.
- Open space provides the visual backdrop that defines the sense of place for Napa County residents and visitors alike. This open space benefit is addressed primarily in the Community Character Element, where policies related to the County's aesthetic resources can be found.



Recreation

Napa County defines recreation as, “Any activity undertaken voluntarily and without compensation, which renews one’s health and spirits.” Several major types of recreation take place in the county:

- **Urban recreation** includes recreation which takes place in highly improved parks and recreational facilities, including but not limited to sports fields, courts, climbing structures, running tracks, paved walking paths and bicycle lanes in incorporated areas, and swimming pools.
- **Nature-based recreation** includes recreation which takes place in and around, and is significantly focused on, the natural environment, including but not limited to walking, hiking, equestrian and mountain bicycle riding, camping in tents, recreational vehicles, and rustic cabins, wildlife viewing, fishing, hunting, picnicking, swimming in lakes and rivers, and paddling.
- **Commercial recreation** includes any recreational activity provided by a for-profit business or corporation, excluding recreational activities provided under contract or concession agreement with a public agency.
- **Motorized recreation** includes any recreational activity that involves use of a motor or engine.

Recreational Facilities

Recreational facilities include a wide range of buildings, facilities, and infrastructure which support recreation. These include parking areas, access roads, trails, picnic tables, restroom and shower facilities, information kiosks, interpretive and environmental education centers, rustic cabins, visitor service and caretaker facilities, and associated utilities.

Open Space

Open space includes lands which are primarily either undeveloped or developed only with improvements which are necessary or ancillary to the preservation, stewardship, and appreciation of natural, cultural, and archaeological resources, to the protection of water quality and quantity, to the raising of food and fiber, and to the provision of recreation.

Dedicated open space includes those publicly-owned open space lands which are perpetually dedicated for open space purposes, as well as those private open space lands which are dedicated to open space purposes through easement or comparable dedication or restriction whose beneficiary is either a public agency or a qualified non-profit land conservation organization.

Parks

Parks are dedicated open space areas available to the public for recreation. The following are commonly used definitions for various types of parks:

Neighborhood parks are small, usually five acres or less in size, within easy walking distance of their primary users, primarily providing urban recreational opportunities, often with a special focus on young children and families.

Community parks are typically 10 to 40 acres in size, serving multiple neighborhoods, primarily providing urban recreational opportunities with a special focus on team sports and larger group gatherings.

Regional parks are usually 50 acres or larger, serving local residents as well as visitors from more distant communities. Regional parks include significant natural features and are primarily focused on providing nature-based recreation.

Preserves

Preserves are dedicated open space areas whose primary purpose is the preservation of native plants and wildlife, significant landscape features, and natural resources.



A central assumption of this Element is that the benefits of open space are interrelated and interdependent, and that particular open space lands simultaneously can, and often do, provide multiple benefits. Some open space uses have the potential to impede or conflict with other open space uses. However, careful planning can eliminate or minimize these incompatibilities. Moreover, the long-term sustainability of any one of the benefits of open space depends on successfully protecting and maintaining the other benefits.

RECREATIONAL NEEDS AND CURRENT CONDITIONS

In 1970, half of the county's population lived in unincorporated areas. Since then, growth in the incorporated jurisdictions has resulted in a dramatic shift in the city/county split; by 2005, nearly 80 percent of the County's residents lived in incorporated jurisdictions, a trend which is expected to continue throughout the time span covered by this General Plan. An increasingly urbanized populace is a direct result of county and city policies designed to protect the natural resources and agricultural economy of Napa County by focusing growth inside and adjacent to the county's incorporated communities.

The County's growing urban population has increased demand for opportunities to recreate in and enjoy the natural open spaces that surround the urbanized areas. Generally, however, over the past several decades, outdoor recreational opportunities in Napa County have not increased and in some instances have actually become more limited. For example, the City of Napa's Milliken Reservoir watershed was formerly open to school groups through a cooperative agreement between the City of Napa, the Napa Valley Unified School District, and the Napa Junior College District, and included a day and overnight camping area. The watershed was closed after the passage of Proposition 13 due to insufficient funding. The Boy Scouts of America used to operate a campground at the north end of Lake Berryessa; it closed due to uncertainties over future lease arrangements combined with the need for building code upgrades.

Perhaps the biggest changes have occurred on private lands. Informal arrangements between property owners allowing shared recreational uses were once common, but have become rarer as new homes have been built in rural areas, as more of the population has become urbanized, and as property owner concerns about liability have increased.

One measure of the demand for outdoor recreation is to look at typical participation rates and usage patterns for various recreational activities.

By far the most popular recreational activities are walking for fitness and fun, walking pets, sightseeing, and wildlife viewing, as shown below.



**TABLE ROS-A:
AVERAGE ANNUAL DAYS OF PARTICIPATION IN RECREATIONAL ACTIVITIES
BY CALIFORNIANS (2003)**

Recreational Activity	Days per Year	Rank
Walking for fitness and fun	94.4	1
Walking a pet	34.8	2
Driving for pleasure, sightseeing, driving through natural scenery	31.3	3
Wildlife viewing, bird watching, viewing natural scenery	25.3	4
Jogging and fitness running	23.1	5
Bicycling on paved surfaces	19.6	6
Pool swimming	18.5	7
Casual, unstructured play on open turf areas	17.8	8
Trail hiking	16.6	9
Beach activities (including sunbathing, surf play)	14.0	10
Using play equipment, tot lots	13.0	11
Picnicking in developed areas	9.0	12
Softball and baseball	8.6	13
Soccer, football, or rugby	7.8	14
Outdoor cultural events (festivals, fairs, concerts, historical reenactments, outdoor theater)	7.2	15
Visiting historic or cultural sites, museums	7.1	16
Other activities	6.5	17
Basketball	6.2	18
Visiting outdoor nature museums, zoos, or arboretums	6.0	19
Fishing - freshwater	5.8	20
Camping in developed sites with facilities such as toilets and tables	5.6	21
Golf	5.5	22
Swimming in freshwater lakes, rivers and/or streams	5.2	23
Bicycling on unpaved surfaces and trails, mountain biking	5.1	24
Swimming in saltwater, snorkeling, scuba diving	4.5	25
Motor boating	4.1	26
Horseback riding, horse shows and events	3.9	27



Recreational Activity	Days per Year	Rank
Volleyball	3.6	28
Tennis	3.6	29
In-line skating	3.5	30
Gathering mushrooms, berries, or other natural products	3.2	31
Skateboarding	3.2	32
Camping in trailer or RV sites with hookups	3.0	33
Camping in a primitive site without facilities	2.8	34
Target shooting (including pistol and skeet)	2.6	35
Off-road vehicle use - motorcycles, ATVs, dune buggies	2.5	36
Wakeboarding	2.4	37
Backpack camping	2.3	38
Fishing - saltwater (including abalone, clams, crabs, etc.)	2.2	39
Off-road vehicle use - four-wheel drive	2.2	40
Surfing	2.1	41
Paddle sports (kayaking, rowing, canoeing, and rafting)	1.9	42
Hunting (large and small game)	1.9	43
Using personal watercraft	1.7	44
Water skiing	1.6	45
Sail boating	1.2	46
Downhill (Alpine) skiing	1.2	47
Archery (hunting and target shooting)	1.1	48
Winter sports (non-mechanized - sledding, snow play, ice skating)	1.0	49
Rock climbing/bouldering	0.8	50
Snowboarding	0.7	51
Windsurfing	0.5	52
Cross-country skiing	0.5	53
Orienteering/geocaching	0.5	54
Snowmobiling	0.25	55

Source: California Department of Parks and Recreation, "Public Opinions and Attitudes on Outdoor Recreation in California 2002: An Element of the Outdoor Recreation Plan," December 2003, p. 30.

Non-Hispanic whites are more likely to prefer undeveloped natural areas than are people of Hispanic descent, who are more likely to prefer to recreate in developed settings.

**TABLE ROS-B:
RECREATIONAL PREFERENCES BY HISPANICS AND NON-HISPANICS IN CALIFORNIA (2003)**

Type of Outdoor Recreation Area Preferred	Hispanics	Non-Hispanic
Highly developed parks and recreation areas	29.9%	18.8%
Developed nature-oriented parks and recreation areas	40.3%	34.9%
Natural and undeveloped areas	16.4%	31.8%
Historical or cultural buildings, sites, or areas	9.0%	8.4%
Private, not public, outdoor recreation areas and facilities	4.5%	6.1%

Source: California Department of Parks and Recreation, “Public Opinions and Attitudes on Outdoor Recreation in California 2002: An Element of the Outdoor Recreation Plan,” December 2003, p. 57.

Two thirds of the trips by Californians to recreation areas require 10 minutes or less travel time each way, while only 16 percent of these trips were over 20 minutes in length. (Source: California Department of Parks and Recreation, “Public Opinions and Attitudes on Outdoor Recreation in California 2002: An Element of the California Outdoor Recreation Plan,” December 2003) This pattern underscores the importance of having significant regional park and trail opportunities within a 10-15 minute distance of where people live.

Current participation rates are the result of both user *preferences*—what types of recreation people would like to take part in—and *opportunity*—the types of recreation available to them.

The state of California’s “Outdoor Recreation Plan” (2003) includes a methodology for estimating “latent demand,” (recreation needs that are not met by existing facilities) to help identify where public agencies should focus their efforts in terms of providing new recreational opportunities. As shown in Table ROS-C, latent demand can vary considerably from current recreational patterns. The greatest unmet demands statewide are for camping in developed campgrounds, trail hiking, walking for fitness and fun, and wildlife viewing.

**TABLE ROS-C:
LATENT DEMAND AND PUBLIC SUPPORT FOR RECREATION ACTIVITIES (2003)
WHAT CALIFORNIANS WOULD HAVE DONE MORE OF, IF OPPORTUNITIES HAD BEEN
AVAILABLE TO THEM**

Recreation Activity	Latent Demand Index	Public Support Index	Combined Needs Index	Combined Index Rank	Participation Rank
Camping in developed sites with facilities such as toilets, tables	921	1375	2296	1	12
Trail walking	796	1078	1874	2	9
Walking for fitness and fun	522	786	1308	3	1



Recreation Activity	Latent Demand Index	Public Support Index	Combined Needs Index	Combined Index Rank	Participation Rank
Wildlife viewing, bird watching, viewing natural scenery	490	613	1102	4	8
Bicycling on paved surfaces	464	516	980	5	14
Picnicking in developed areas	396	576	972	6	7
Visiting outdoor nature museums, zoos, and arboretums	409	533	942	7	6
Visiting historic or cultural sites, museums	362	540	902	8	3
Fishing - freshwater	442	381	823	9	19
Attending outdoor cultural events (festivals, fairs, concerts, historical reenactments, outdoor theater)	440	379	818	10	4
Beach activities (including sunbathing), surf play	293	492	785	11	5
Camping at a primitive site without facilities	357	381	738	12	21
Horseback riding, horse shows and events	433	272	705	13	32
Camping in trailer or RV sites with hookups	229	411	640	14	30
Driving for pleasure, sightseeing, driving through natural scenery	297	336	632	15	2
Pool swimming	318	296	614	16	11
Backpack camping	288	244	532	17	29
Swimming in freshwater lakes, rivers and/or streams	269	220	489	18	13
Bicycling on unpaved surfaces and trails, mountain biking	252	236	488	19	24
Using play equipment, tot lots	117	358	474	20	16
Paddle sports (kayaking, rowing, canoeing, and rafting)	342	116	457	21	27
Using open turf areas (casual and unstructured activities/games)	166	260	426	22	10
Walking a pet	187	207	394	23	15
Target shooting (including pistol and skeet)	200	142	342	24	39



RECREATION AND
OPEN SPACE

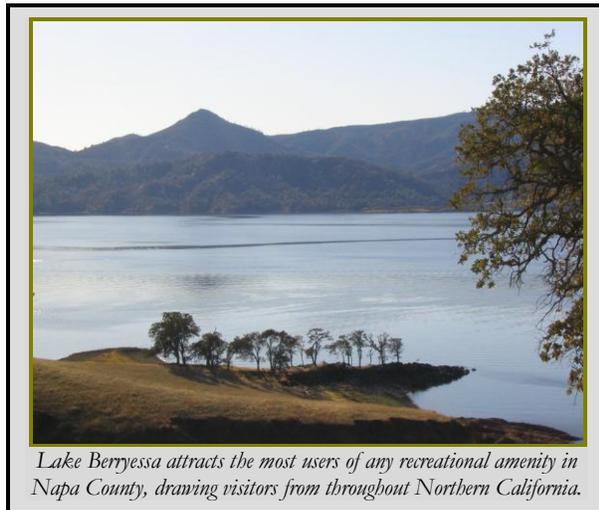
Recreation Activity	Latent Demand Index	Public Support Index	Combined Needs Index	Combined Index Rank	Participation Rank
Soccer, football, or rugby	121	219	340	25	25
Swimming in saltwater, snorkeling, scuba diving	192	129	321	26	17
Jogging and fitness running	128	180	308	27	18
Off-road vehicle use (motorcycles, ATVs, dune buggies)	149	137	286	28	38
Basketball	128	131	258	29	23
Tennis	133	118	251	30	33
Rock climbing/bouldering	176	70	246	31	40
Softball and baseball	84	161	245	32	22
Golf	161	78	240	33	26
Hunting (large and small game)	113	108	221	34	49
Gathering mushrooms, berries, or other natural products	182	36	218	35	37
Skateboarding	49	150	200	36	48
Fishing - saltwater (including catching abalone, clams, crabs)	116	82	198	37	35
Motor boating	119	78	198	38	20
Off-road vehicle use (four-wheel drive)	94	79	173	39	31
Winter sports (non-mechanized sledding, snow play, ice skating)	103	56	160	40	28
Archery (hunting and target shooting)	125	34	159	41	52
Volleyball	94	64	158	42	36
Downhill (Alpine) skiing	115	42	157	43	34
Snowmobiling	128	16	144	44	54
Sail boating	93	47	140	45	46
Surfing	96	44	140	46	44
Other activities	75	61	136	47	42
Cross-country skiing	100	34	134	48	51
Using personal watercraft	90	41	131	49	41
Snowboarding	67	46	113	50	47



Recreation Activity	Latent Demand Index	Public Support Index	Combined Needs Index	Combined Index Rank	Participation Rank
In-line skating	76	34	110	51	43
Water skiing	59	29	88	52	45
Windsurfing	55	18	74	53	55
Wakeboarding	47	22	69	54	50
Orienteering/geocaching	40	4	44	55	53

Source: California Department of Parks and Recreation, "Public Opinions and Attitudes on Outdoor Recreation in California 2002: An Element of the Outdoor Recreation Plan," December 2003, pp. 38-39.

SUPPLY AND DEMAND CHARACTERISTICS FOR OUTDOOR RECREATION



Lake Berryessa attracts the most users of any recreational amenity in Napa County, drawing visitors from throughout Northern California.

Non-urban recreational opportunities in Napa County are provided by both the public and private sectors, but overall are limited in supply. On the public side, due to the lack of county-level institutional and financial capacity to provide recreation, the recreational opportunities which do exist are mostly provided by the federal and state governments. Yet while the federal and state governments together have extensive public land holdings in Napa County, their ability to provide recreation opportunities has also been constrained, due to other responsibilities and limited funding. On the private side, the high cost of land and other factors such as liability make provision of outdoor recreation economically marginal at best except for a few specialized markets.

In terms of user numbers, the biggest recreation provider by far is the Bureau of Reclamation; more than a million people a year visit Lake Berryessa. The Bureau provides two public day use areas for picnicking, fishing, and hiking, as well as one public boat launch. Tent and RV camping, houseboat and other boat rentals, trailer parks and related rentals, and retail activities have been for many years provided through seven long-term concession contracts. The nature and scope of these concession-provided facilities and services is currently undergoing major changes, with an increased emphasis on short-term overnight accommodations, in part in response to strong demand for overnight accommodations in natural settings. Unlike most recreational uses, campgrounds and houseboat, park model, and cabin rentals have the potential to generate sufficient user fee revenues to cover both capital and operating expenses and modest profits, when they are provided by the private sector through concession contracts.

Other improved campgrounds with associated nature-based recreation are provided at Bothe-Napa State Park by California State Parks and at Skyline Park by a non-profit association. Both campgrounds operate at or near capacity on weekends during the peak season. As with facilities at Lake Berryessa, overnight visitors generate the bulk of the operating revenues of these parks. Boating, both motorized and non-motorized, is another popular activity. However, boating access in Napa County is limited; the primary locations are Lake Berryessa which provides all types of boating, Lake Hennessey operated by the City of Napa which allows



non-motorized and small motor boating with no body-water contact permitted, and the lower stretches of the Napa River which are popular for fishing boats, motorized boats, and canoes and kayaks. While the actual rental of boats is sufficiently profitable to support private rental businesses and can be a profit center for a multipurpose private recreational facility, public boat launches are free or low-cost and require public subsidies for operations and maintenance.

There is also strong demand, but limited supply, for a variety of day use activities, including picnicking, hiking, and mountain biking. However, other than associated parking or park entrance fees at some locations, the public is not accustomed to paying to engage in these activities, and a lack of public funding for operations and maintenance has limited the availability of facilities for these activities.

Equestrian activities are also popular, but again available opportunities are limited. There are a few privately operated stables, but few public trails, and the high cost of land and liability concerns limit the availability of private trail riding opportunities.

Hunting and target shooting are overall declining in popularity, but retain a core group of active participants. Both activities are allowed on Bureau of Land Management holdings and on some private lands, and hunting is allowed on State Fish and Game holdings. However, the public agencies have very limited staffing to supervise these activities, with the result that resource stewardship and issues such as trespass and user conflicts have proven to be increasingly difficult to address. Opportunities for hunting on private lands have also decreased as open space lands have converted to uses with higher economic value.

A few specialized activities, such as archery, disc golf, and paintball have relatively small but active participant bases. While these activities can be operationally self-supporting, they do not appear to generate sufficient revenues to cover high land costs, and so depend on the availability of public land (such as at Skyline Park), occupy sites as an interim use prior to other development, or provide supplemental income for landowners who own land for other reasons.

In general, therefore, while there is a strong demand for outdoor recreational opportunities, the ability to maintain and expand facilities and services in Napa County will require a flexible blend of techniques, including (a) partnerships between public agencies which own open space lands and private and non-profit entities able to manage public access using fee revenues and volunteer community resources, (b) providing multi-use facilities where management and operating costs can be spread across a diverse mix of recreational activities, and (c) public financing for popular activities for which user fees are impractical or undesirable.

FORMATION OF NAPA COUNTY REGIONAL PARK AND OPEN SPACE DISTRICT

In recognition of enduring public support in Napa County for protecting open space, as well as increasing demand for outdoor recreation combined with limited opportunities for the public to directly experience the natural environment, the Napa County Board of Supervisors in 2003 appointed a 16-member advisory committee to research and develop recommendations for addressing these related concerns. Based on the recommendation of this advisory committee, the Board of Supervisors proposed formation of the Napa County Regional Park and Open Space District utilizing the institutional structure authorized by Section 5500 et seq. of the California Public Resources Code. Key features of the District structure include a countywide jurisdiction and a directly-elected five-member governing board. Establishment of the District was approved by the voters in November 2006. No dedicated funding source for the District was proposed at the time of formation, with funding expected to come from a combination of sources, including grants, gifts, partnership arrangements, revenues generated by activities, and possible future voter-approved measures.



OPEN SPACE OWNERSHIP CHARACTERISTICS

Nearly 90 percent of Napa County is “open space” of some type (see the definitions of various open space types on page 216 of this Element). About 450,000 acres of a total of approximately 507,000 acres in the county fall into this category. About three-fourths of these open space lands are privately owned. Private open space lands are used for farming (approximately 50,000 acres) and grazing (approximately 54,000 acres), with the remainder relatively natural watershed lands that accommodate a variety of low-intensity uses including rural residences, hunting, fishing, and other privately-sponsored recreational activities. Approximately 14,400 acres of these private lands have their open space values permanently protected through conservation easements.

Almost one-quarter (24%) of the land in the county is dedicated open space owned in fee title by public agencies or land conservation non-profit organizations. To put this figure in context, the nine-county San Francisco Bay Region in 2005 as a whole also had 24 percent of its total area in dedicated open space, according to a data compiled by the Bay Area Open Space Council. Marin County had the greatest percentage of dedicated open space (58%), while Solano and Sonoma Counties had the least (13%).

The federal government is by far the largest public property owner in Napa County with nearly 63,000 acres of land and water under its control (see Table ROS-D). The federal Bureau of Land Management manages most of this land. The federal Bureau of Reclamation manages the remainder, in and around Lake Berryessa.

The State of California is the second largest owner of open space lands. The state agency with the most acreage is the Department of Fish and Game, which manages wetlands near the mouth of the Napa River and oak woodlands, grasslands, and chaparral north of Lake Berryessa. The California Department of Parks and Recreation is also a major landowner, operating Robert Louis Stevenson State Park and Bothe-Napa State Park. Other state agencies include the Department of Veterans Affairs, the Regents of the University of California, and the Department of Mental Health.

Other major property owners include the cities of Napa and Vallejo, both of which own and operate domestic water supply reservoirs in the County, and the City of American Canyon, which includes Newell Ranch among its holdings. With the exception of Lake Hennessey, which is partly open to the public, these City holdings are as of 2007 not currently open for general public use.

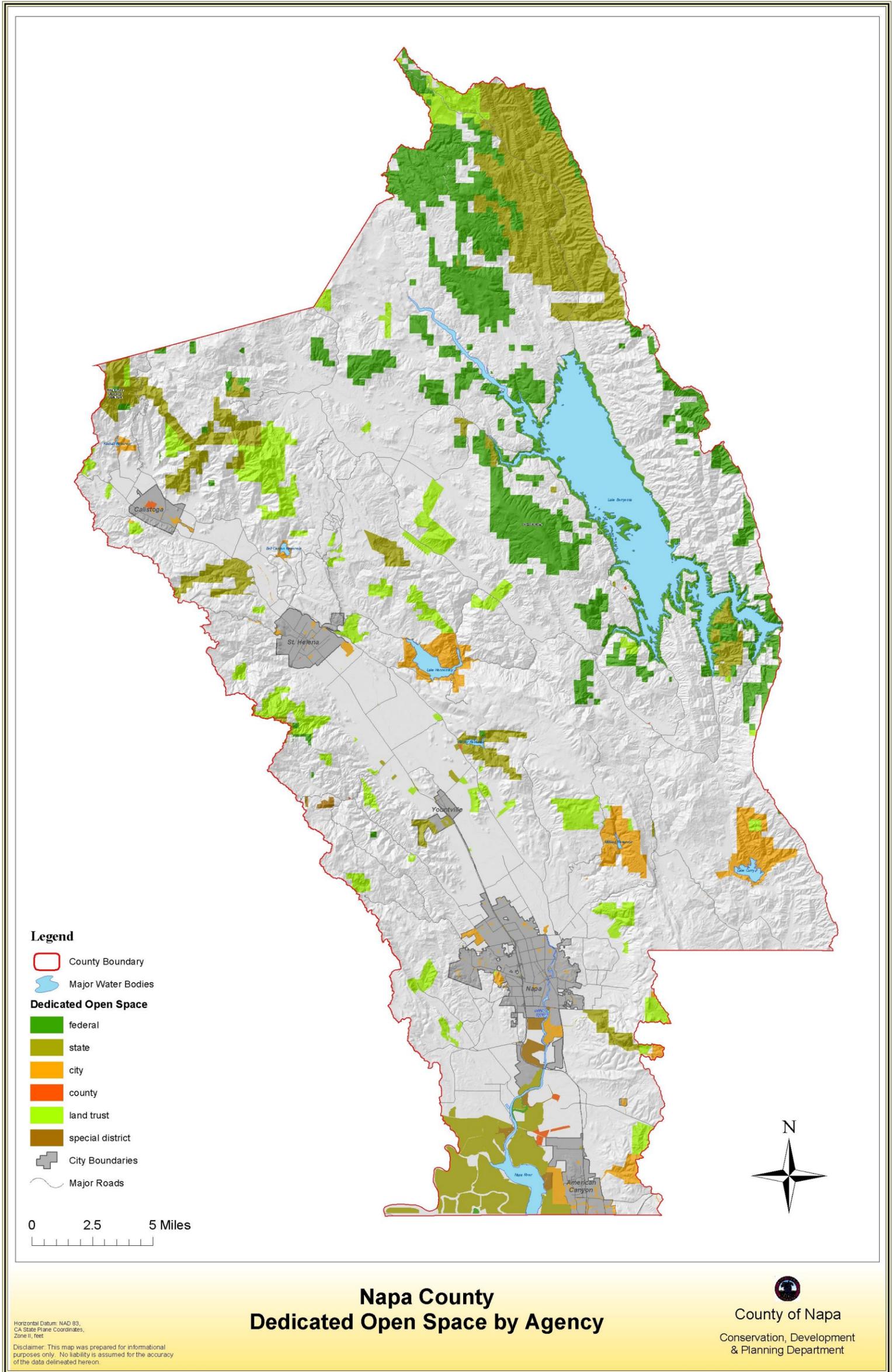


**TABLE ROS-D:
DEDICATED OPEN SPACE (2006)**

Agency	Acres
USA	62,781
State of California	42,393
County of Napa	356
City of Napa	5,778
City of American Canyon	1,358
City of St. Helena	435
City of Calistoga	400
Town of Yountville	9
City of Vallejo	3,256
Napa Flood Control District	624
Napa Community College District	185
Napa Sanitation District	116
Spanish Flat Water District	7
Land Trust of Napa County Preserves	5,885
Quail Ridge Wilderness Conservancy	37
Private Lands Protected Through Conservation Easements	14,398
Total	138,017 acres

Source: County of Napa Department of Conservation, Development and Planning

FIGURE ROS-1: DEDICATED OPEN SPACE BY AGENCY

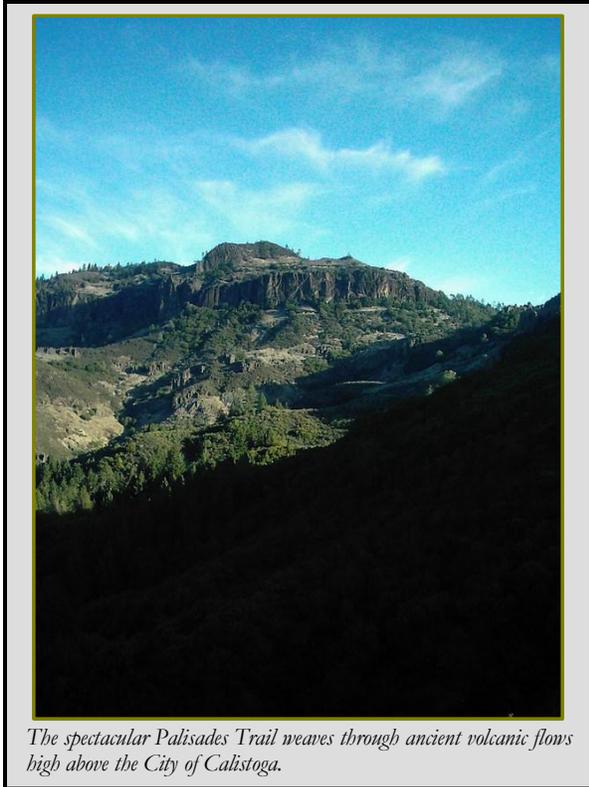




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LOCATION AND ACCESSIBILITY OF RECREATIONAL OPEN SPACE



The spectacular Palisades Trail weaves through ancient volcanic flows high above the City of Calistoga.

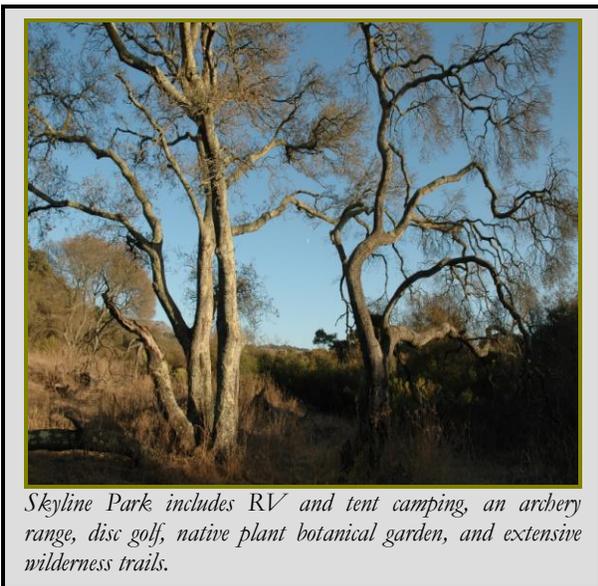
Open space owned by public agencies or land conservation organizations offers the greatest potential for public recreation, since there is no need for land acquisition funding and less potential for adverse impacts on agriculture and other desirable land uses.

Publicly-owned open space is primarily concentrated in the eastern portion of the county. Most of these lands are legally open to the public for recreational purposes, and although they are a considerable distance from where most Napa County residents reside, could offer a wide range of all-day and overnight recreational benefits.

However, in practical terms the potential benefit of these public lands for recreation for the most part has been only minimally realized. There is little or no signage or public information indicating which lands are open to the public or the recreational opportunities which are available.

With only a few exceptions, there are no maps, staging areas, designated trails, picnic and camping facilities, interpretive programs, or ranger support. Some of the lands are “landlocked,” with no public access other

than across privately owned lands, which are usually off-limits to the public. Other areas, such as the extensive Cedar Roughs area owned by the Bureau of Land Management, are densely covered with vegetation and lack trails that could allow the public convenient access.



Skyline Park includes RV and tent camping, an archery range, disc golf, native plant botanical garden, and extensive wilderness trails.

Existing accessible open spaces with outdoor recreational opportunities within the Napa Valley watershed are far more limited in scope. The largest area of accessible public open space is south of the City of Napa in the Napa-Sonoma marshes and Napa River floodplain. These lands are primarily managed by the California Department of Fish and Game for habitat purposes. The primary recreational uses are hunting and fishing. Very little information, signage, official trails, or visitor service are provided. Current users are mostly boaters, hunters, and fishermen.

The second most significant collection of accessible open spaces is the land owned and operated by California State Parks at the north end of the Napa Valley. Bothe-Napa State Park and the nearby Bale Grist Mill State Historic Park offer camping, trails, and interpretive programs, while the Robert Louis



Stevenson State Park offers trails to the top of Mount St. Helena and along a portion of the Palisades above Calistoga.

Skyline Park, an 850-acre open space area owned by the state, leased by the County, and operated by a non-profit organization, is the most significant locally provided regional park in the county. It offers a diverse mix of recreational opportunities, including RV and tent camping, numerous hiking, equestrian and mountain biking trails, an archery range, a disc (Frisbee) golf course, horse arena, and a native plant garden.

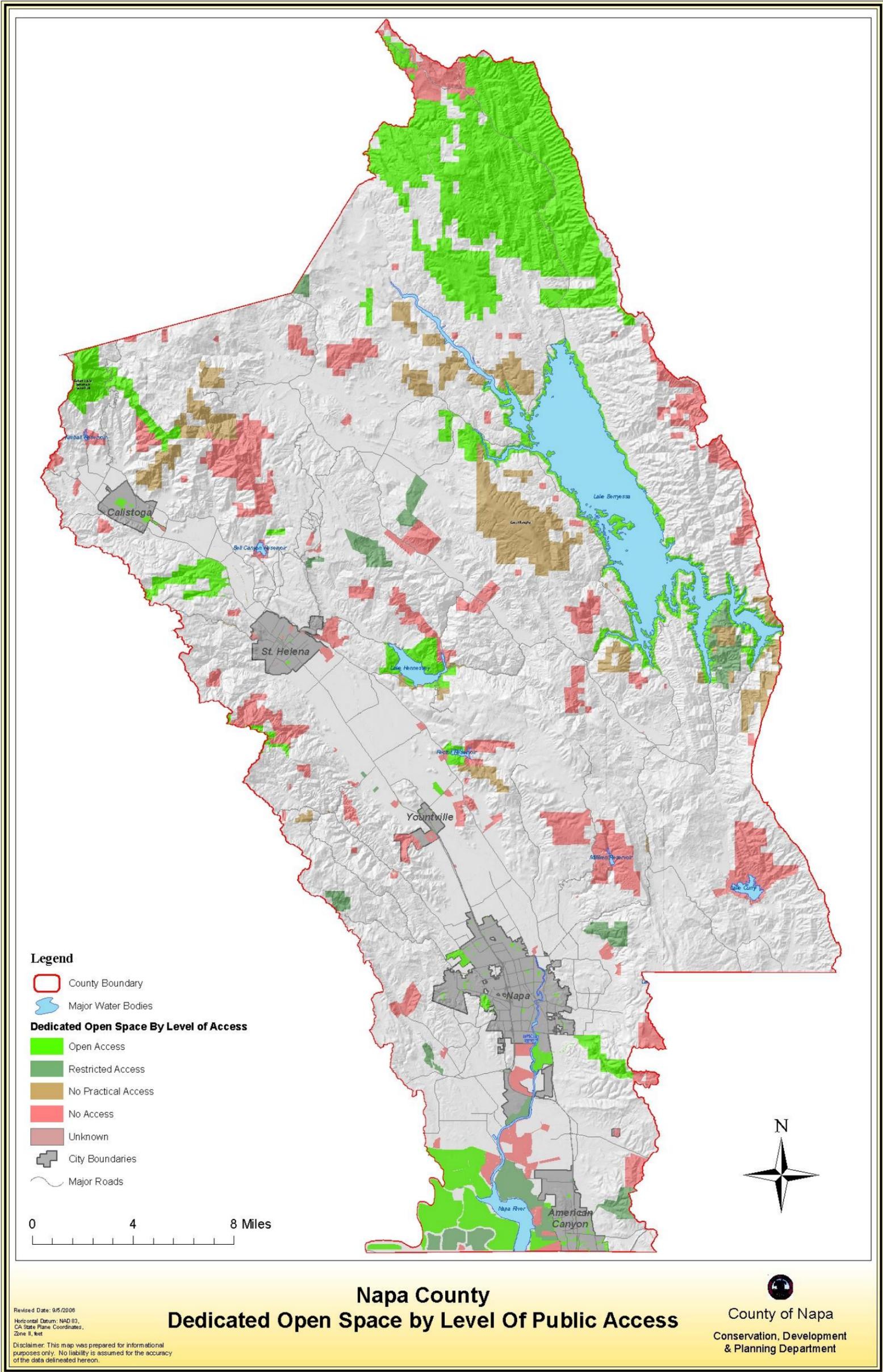
Lake Hennessey, a City of Napa reservoir, allows limited boating and fishing and offers a walking trail along a section of the shoreline on the north side of the lake, although most of the watershed is currently closed to the public. Finally, the 843-acre Las Posadas State Forest east of Angwin, while not generally open for public recreation, does allow some limited access for organized groups.

The disparity between where most Napa County residents live and where accessible public open space is located is illustrated in Figure ROS-3 and documented in Table ROS-E. While most people are willing to travel longer distances when considering all-day or overnight recreational activities, most outdoor recreation is for shorter periods of time. The combination of busy lifestyles, a desire for exercise incorporated into daily routines, lack of transportation, and other factors translate into strong demand for parks within a short distance of where people live and work.

Unfortunately, of the more than 120,000 acres of dedicated open space in Napa County owned by public agencies and land conservation organizations, less than 6 percent of that open space is located within a 10-minute driving time of the county's four cities and one town, and less than 14 percent is within a 15-minute driving time. The percentages are even lower when only those dedicated open space lands which are open to the public are considered: less than 2 percent is within a 10-minute driving distance, and less than 5 percent is within a 15-minute driving distance.

Fortunately, there are significant opportunities to increase the amount of accessible open space within close proximity of the 80 percent of the population that lives within urban areas. There are nearly 11,000 acres of open space owned by public agencies and land conservation organizations within a 15-minute drive of the county's four cities and one town. While some of these lands are not appropriate for public access due to environmental, operational, or public safety constraints, a goal of at least doubling the acreage of open space within a 15-minute drive of incorporated areas that is accessible to the public appears to be very feasible.

FIGURE ROS-2: DEDICATED OPEN SPACE BY LEVEL OF PUBLIC ACCESS





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**TABLE ROS-E:
PROXIMITY TO CITIES OF DEDICATED OPEN SPACE**

City/Town Travel Time	Area (acres)	Dedicated Open Space (acres)					
	Total (acres)	Total (acres)	Fee Title (acres)	Open Public Access (acres)	No Practical Access (acres)	Restricted Access (acres)	No Access (acres)
<i>American Canyon</i>							
10 min	7,631	661	661	279	1	268	113
15 min	22,378	2,425	2,425	310	9	838	1,268
<i>Calistoga</i>							
10 min	20,482	1,604	1,163	801	87	0	716
15 min	37,999	2,674	2,172	1,316	276	0	1,082
<i>Napa</i>							
10 min	34,284	2,040	1,782	963	25	304	748
15 min	72,162	5,588	3,649	1,302	38	1,251	2,997
<i>St. Helena</i>							
10 min	29,197	1,695	956	438	28	125	1,104
15 min	66,609	7,165	4,594	3,086	430	231	3,418
<i>Yountville</i>							
10 min	26,865	1,301	756	214	25	40	1,022
15 min	51,090	3,346	2,179	1,379	317	40	1,610
<i>Combined City/Town</i>							
10 min	98,287	6,762	6,554	2,348	148	703	3,563
15 min	175,541	16,450	15,456	5,456	679	2,305	8,009

Notes: "Open public access" means the public is allowed access with minimal health and safety restrictions. "No practical access" means the public is officially allowed access, but practical considerations like lack of trails, parking areas, and information makes use unlikely. "Restricted access" means the public is only allowed access under limited conditions such as docent-led tours. "No access" means the public is officially excluded or there is no legal way to access the area without trespassing on private land.

Source: County of Napa Department of Conservation, Development and Planning



RECREATIONAL TRAILS

Recreational trails are a key part of the infrastructure by which the public accesses and enjoys the outdoors. Napa County currently has 67 miles of completed, maintained, and publicly accessible non-motorized trails (excluding striped bicycle lanes); of these, about 45 miles are unpaved trails providing true wilderness and semi-wilderness experiences. The actual accessibility provided by these trails is less than the numbers suggest, since most of these trail miles are concentrated in a few parks, where there are numerous parallel trails in close proximity to each other.

There are also 25 miles of off-highway vehicle dirt roads and trails open to the public. These roads and trails are located in the Knoxville Recreation Area owned and operated by the federal Bureau of Land Management.

Another nearly 200 miles of non-motorized trails within Napa County and its incorporated areas have been proposed or are under active consideration by one or more of the public agencies and trail planning organizations active in the county. These include incomplete segments of the San Francisco Bay Trail and Bay Area Ridge Trail, former roads now closed to the public such as the Oat Hill Mine Road and the upper portion of the Aetna Springs Road, and other potential new trails, all on existing public lands.

Finally, there are approximately 100 miles of linear corridors that, if developed with trails, would link together existing public lands. These connecting corridors are important to creating an integrated network of open spaces providing a high-quality system of outdoor recreational opportunities. At the same time, however, these connecting corridors present the greatest challenge to implement, since they often traverse private property and thus require a public agency to acquire either land or trail easements or licenses from willing property owners without the use of pressure or coercion.

Figure ROS-4 shows a countywide network of existing, proposed, and potential trails. This map only includes off-street paths and trails, including Class I bicycle paths, but does not include on-street lanes or sidewalks designated for bicycles and/or pedestrians (Class II and Class III paths). Figure ROS-5 shows the Napa County section of the San Francisco Bay Trail and Bay Area Ridge Trail regional trail systems. The proposed Bay Trail alignment on the east side of the Napa River is currently undergoing re-evaluation. The official alignment follows Highway 29, but alternative alignments are under consideration, one using planned future roads and one staying close to the Napa River using various river and marsh levees. All of these alignments are shown in the figure, since it is not clear which alignment or alignments will ultimately be selected. The proposed alignment for the Bay Area Ridge Trail is also under evaluation. The alignment on the west side of the Napa Valley is shown on the map only for the purpose of indicating the County's goal of



Trail Types

For planning purposes, the County classifies trails as follows (as shown in Figure ROS-4):

Existing Trail: In place and in use

Existing Trail (not open to public): Physically in place and intended for public use but currently not generally open for public use

Incomplete Trail: Partially constructed and open to public use, but whose utility is compromised due to missing important trail segments or elements

Proposed Trail: Specific route planned or proposed by a public agency or recognized trail planning organization

Potential Trail Corridor: General corridor where a trail linkage would be useful, but a specific route is not identified

OHV Trail: Unpaved road or trail intended for use by off-road motor vehicles



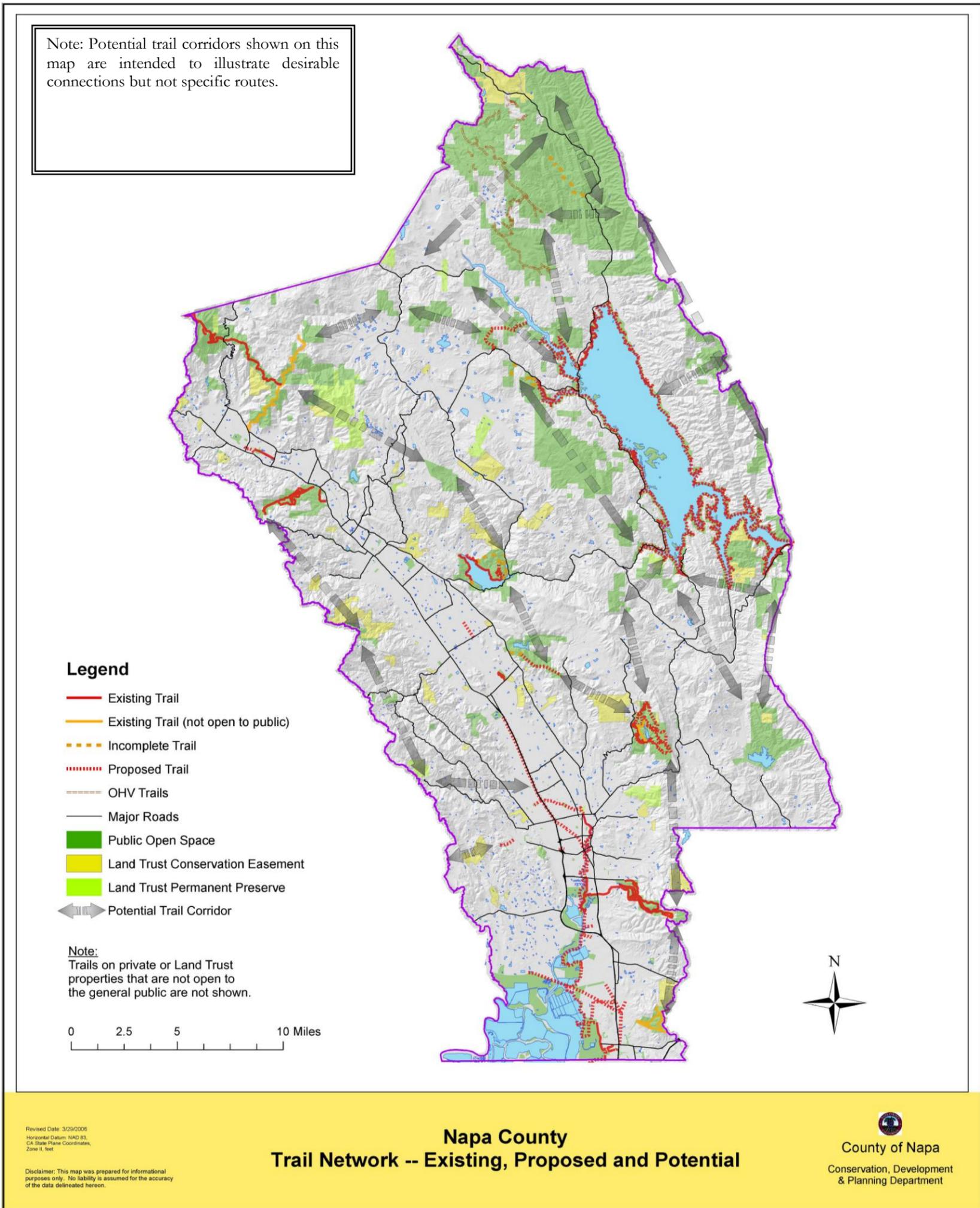
a Ridge Trail connection to Sonoma County, but not any particular alignment. In fact, at the request of local partners, the Ridge Trail Council is considering a possible realignment of the Ridge Trail to extend north to Mount St. Helena following the hills to the east of the Napa Valley along a route similar to the Napa Crest Trail proposed by the County's 1976 Park and Recreation Plan.

A third regional "trail" which affects Napa County is the Bay Area Water Trail. In September 2005, Governor Schwarzenegger signed California Assembly Bill 1296 which established the San Francisco Bay Area Water Trail. This legislation directs the Bay Conservation and Development Commission (BCDC) to lead a collaborative, public planning process to define policies, criteria, and guidelines for appropriate location, design, operation, and maintenance for a water trail and appropriate support facilities serving non-motorized small boats such as kayaks. The California Coastal Conservancy and the Association of Bay Area Governments Bay Trail Project are partners with BCDC in planning, designing, and funding the trail. This water trail plan must identify sensitive wildlife areas where access should be managed or prohibited; and describe an organizational structure and procedures for water trail management and operation that advances navigational safety, protects wildlife, and fosters environmental stewardship.

Because the ultimate alignments of all three regional trails are currently the subject of active discussion and planning, no specific alignments are designated in this General Plan. Instead, the County intends to work closely with the sponsoring agencies and other interested parties to determine appropriate alignments.

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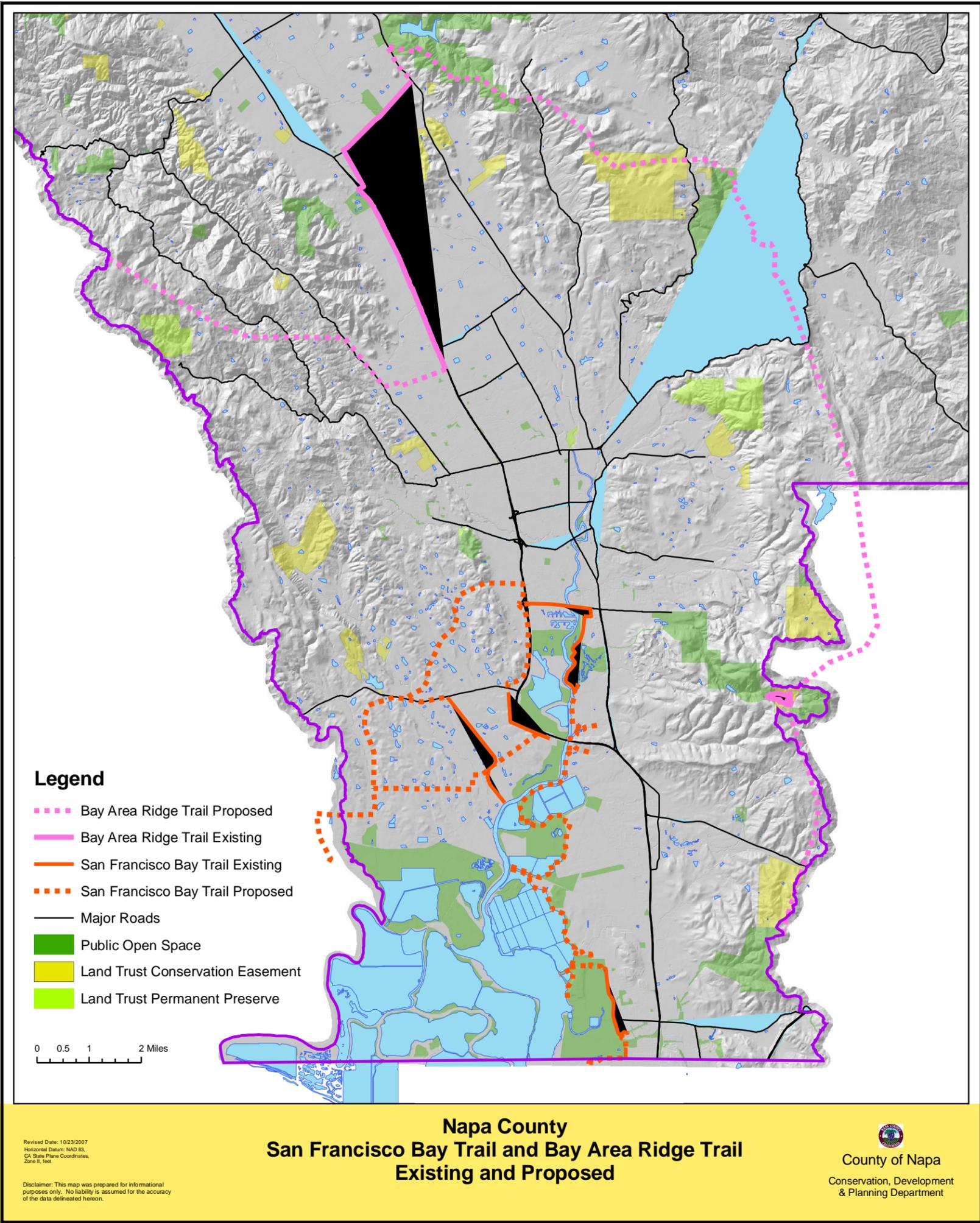
FIGURE ROS-4: TRAIL NETWORK—EXISTING, PROPOSED, AND POTENTIAL





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FIGURE ROS-5: SAN FRANCISCO BAY TRAIL AND BAY AREA RIDGE TRAIL EXISTING AND PROPOSED ROUTES





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RECREATION AND OPEN SPACE GOALS, POLICIES, OBJECTIVES, AND ACTIONS

Goal ROS-1: To ensure an extensive landscape of open spaces in which recreation, the protection of natural, cultural, and archaeological resources, agricultural production, and private property are mutually supportive and complementary.

Note to the Reader: See the Agricultural Preservation and Land Use Element for policies regarding agricultural preservation. Also see policies in the Conservation, Community Character, and Safety Elements.

Policy ROS-1: The County encourages the acquisition, location, design, management, and operation of recreational open space and facilities, in ways that protect natural resources, enhance natural habitats, conserve agricultural lands, maintain agricultural productivity, and respect private property. The County shall coordinate with and support the Napa County Regional Park and Open Space District in implementing this policy.

Policy ROS-2: The regulatory review process and criteria for recreational facilities and activities should be tailored to reflect the intensity, location, and potential impact of the type of recreation proposed.

Policy ROS-3: Recreational facilities and improvements on open space lands should be the minimum necessary to achieve recreation objectives and be limited in density, intensity, need for public services, impacts on the natural environment, growth inducement, and impacts on neighboring properties.

Uses on open space lands shall respect the character of the surrounding area, require a minimum of public support services (such as paved roads, emergency services, or law enforcement); contain a minimum of paved surfaces, structures, natural landform alteration or other introduced or constructed features inconsistent with the environment; require minimal water usage, wildlife habitat removal and usage of herbicides and pesticides; be coordinated with neighbors in terms of integrated pest management procedures; and shall not contribute to the likelihood that additional non-agricultural uses of agricultural land will be proposed to support or be accessory to the continued existence of the recreational use.

Policy ROS-4: The public's right to access and enjoy publicly owned open space lands in a responsible manner should be supported where appropriate and consistent with other Recreation and Open Space Element policies and adopted resource management plans.

Policy ROS-5: Financial and other incentives should be used to encourage dedication in easement or fee title of significant fish and wildlife habitats and other open space resources to public agencies and non-profit land conservation organizations.

Policy ROS-6: The acceptance of mitigation funds and dedications of easements or property for the purpose of resource protection should be linked to and consistent with clearly articulated programmatic goals.

Policy ROS-7: Federal, state, and regional funding for providing sustainable, long-term stewardship of open space resources and habitats should be utilized where possible to supplement local funding.

Policy ROS-8: Minimize potential negative impacts of proposed open space improvements and uses through appropriate design and by requiring mitigation for any remaining significant impacts.

Policy ROS-9: The County shall not use the power of eminent domain to acquire land or easements for parks, trails, and other recreational open space facilities or activities.

Action Item ROS-1.1: In cooperation with other public agencies, and in particular with the Napa County Regional Park and Open Space District, maintain a comprehensive inventory of public lands, including their existing and potential resource and recreational values.

Action Item ROS-1.2: Modify the Zoning Ordinance as necessary to reflect the policies included in this Element and provide the appropriate level of review of proposed improvements and activities.

Policy ROS-10: *Policy ROS-10 is shown on the next page.*

Goal ROS-2: To create and maintain a high-quality system of parks, trails, and recreational, interpretive, and environmental education facilities.

Policy ROS-11: Increase by 2030 the amount of dedicated open space available, improved, and managed for nature-based recreation by the general public by improving access to existing public lands and by selective public acquisition from willing landowners of fee title ownership, easements, and/or license agreements over high priority open space lands.

Policy ROS-12: By 2030, increase the number and length of non-motorized, off-street trails available for walkers, joggers, bicyclists, and equestrians.

Action Item ROS-2.1: In partnership with the Napa County Regional Parks and Open Space District, establish numeric objectives for increased off-street trails and acreage of dedicated open space accessible to the public.

Policy ROS-12.5: Prior to abandoning public rights of way, consider their potential suitability for recreational use. (See also Policy CIR-25).

Policy ROS-13: The County should work in close partnership with the Napa County Regional Park and Open Space District and support sufficient, long-term funding for the District to address mutual goals and policies.



Hikers in Skyline Park

Policy ROS-10: Trails

To ensure compatibility with agriculture and private property, the following approaches and criteria will guide the location and design of trails:

- Utilize a range of solutions tailored to individual circumstances;
- Locate trails to take advantage of natural and visual barriers and buffers to discourage trespass onto private property and maintain the privacy of private property owners and their residences;
- Educate trail users through signage and printed materials on the “what” and “why” of good behavior as it relates to natural resources, agriculture, and private property, including ethics such as “leave no trace” and respect for others;
- As appropriate, combine trails with fire breaks and design trails to facilitate access for control of wildfires;
- Provide notice generally, as well as specifically, to property owners adjacent to proposed trails prior to their being constructed and/or opened to the public, and seek to address concerns in a spirit of cooperation;
- Minimize the spread of exotic invasive weeds, pathogens, and other pests through public education, eradication programs, installation of shoe and tire cleaning equipment where needed, requirements for weed-free horse feed, and similar techniques;
- Utilize temporary and seasonal trail closures, and type and intensity of use restrictions as appropriate during periods of high wildfire risk and to protect sensitive species and habitats and avoid conflict with agricultural operations.



Policy ROS-14: The priority of the County, working in cooperation with the Napa County Regional Park and Open Space District, shall generally be to provide parks outside of the cities and town that are focused on nature-based recreation, recognizing that the County's cities and town generally provide neighborhood and community parks and urban recreation.

Policy ROS-15: The County, in coordination with and generally by working through the Napa County Regional Park and Open Space District, shall plan for and reserve land for recreational facilities and encourage non-commercial recreational development, including both parks and a comprehensive system of trails, in a manner and to the extent consistent with agricultural, water quality, and natural resource protection goals and the Trails Policy contained in this Element (Policy ROS-10). The following recreational opportunities are the County of Napa's priorities (not necessarily in the order shown), which shall be addressed in greater detail in a park and recreation master plan to be prepared by the Napa County Regional Park and Open Space District:

- Complete the San Francisco Bay Trail through Napa County, including both bicycle lanes and paths and, where possible, recreational alignments in close proximity to the Bay, the Napa River, and associated wetlands, including a recreational alignment between the cities of American Canyon and Napa adjacent to existing and planned tidal wetlands west of the Napa County Airport.
- Provide for direct and convenient recreational access to and along the Napa River in the vicinity of the City of American Canyon.
- Support the provision of boating access to the Napa River, along with related facilities including docks, ramps, restrooms, and picnic and overnight stay areas, as part of a regional Bay Area Water Trail.
- Support investigation of the feasibility of establishing a regional park at the site of the former American Canyon Landfill in cooperation with the Napa-Vallejo Waste Management Authority.
- Support efforts by the City of American Canyon and the Napa County Regional Park and Open Space District to provide public access to the Newell Preserve and an off-street trail system linking the Newell Preserve and the Napa River.
- Provide increased points of public access to the Napa River for nature-based recreation.
- Implement sections of the proposed Bay Area Ridge Trail, with the ultimate objective of a continuous regional trail.
- Implement sections of a Napa Valley Crest Trail that provides scenic overlooks and recreational opportunities among the ridge lands surrounding the Napa Valley, with the ultimate objective of a continuous trail that serves as one spine of an integrated trail network.
- Complete the Lake Berryessa Trail.
- Assure the permanent protection of Skyline Wilderness Park as a public park and nature-based recreation area through all appropriate means including but not limited to acquisition, state legislation, and local zoning requirements.



- Provide more opportunities for walking, riding, bird watching, and environmental education in the publicly owned marshes in the southern area of the county.
- Investigate the feasibility of a non-motorized trail, and implement sections as opportunities arise, connecting the communities of the Napa Valley.
- Repair, restore, and operate the Oat Hill Mine Road as a non-motorized public recreational trail.
- Focus on improving public access to and recreational facilities on existing public lands, such as watershed lands owned by water districts, and state and federal lands located primarily in the eastern parts of the county.
- Connect scattered, landlocked, and discontinuous public lands through selective acquisitions from and/or land exchanges with willing landowners to provide habitat corridors, facilitate a connected system of trails, and improve the effective use and stewardship of existing public lands.
- Support the improvement and operation of Lake Berryessa as a year-round recreation area providing a balanced and hospitable environment for nature-based recreation and motorized boating.
- Coordinate with the Blue Ridge-Berryessa Natural Area (BRBNA) Partnership in identifying and implementing a system of recreational trails within Napa County and connecting to adjacent counties.
- Incorporate additional priorities that may be identified in a new park and recreation master plan to be developed by the Napa County Regional Park and Open Space District with the support of the County, as called for in Action Item ROS-2.1.

Policy ROS-16: Recreational uses on lands designated for agriculture should be encouraged only where those uses will not deplete or degrade natural resources on which nearby or on-site agriculture depends, and will not adversely affect the commencement, intensification, or continuation of local agricultural activity.

Policy ROS-17: A consistently high level of cleanliness, usefulness, and safety at public parks and trails within County jurisdiction should be maintained.

Policy ROS-18: Financial and other incentives that support the provision of parks and recreational trails through the voluntary donation of important open space lands, trail easements, or license agreements to appropriate public agencies and/or non-profit land conservation organizations should be encouraged.

Policy ROS-19: Federal, state, regional, and local programs that provide grants for protecting, improving, and maintaining significant open spaces should be supported and utilized where feasible.

Policy ROS-20: Partnerships with other public agencies, non-profit organizations, and the private sector should be used where feasible to enhance recreational opportunities and appropriate nature-based recreation, including but not limited to:



- The Napa County Regional Park and Open Space District to manage public access and steward resources on open space lands owned by the County as well as other public agencies and to acquire additional open space lands for outdoor recreation and resource protection.
- The California Department of Parks and Recreation, Department of Fish and Game, and State Lands Commission.
- The cities of Napa County in providing enhanced nature-based recreational opportunities on City-owned watershed and open space lands.
- Napa County schools in providing outdoor environmental education to students.
- The Bureau of Reclamation and Bureau of Land Management to ensure effective, well-managed, and appropriate use of federal lands for public recreation and resource conservation. Encourage the transfer to local control those federal holdings with important recreational and resource values which the federal government is not able to effectively manage and is not interested in retaining in federal ownership.
- The Napa County Transportation Planning Agency to implement the Napa County Bike Plan and other bike and trail plans, with the goal of establishing a comprehensive and seamless network of non-motorized paths and trails connecting population centers to each other and to outdoor recreation opportunities.
- The Land Trust of Napa County and other land conservation organizations that own or hold easements on open space lands appropriate for public use.
- Outdoor recreation and visitor-serving businesses interested in supporting and expanding nature-based recreation opportunities or in directly providing recreational services through contracts or concession agreements on public lands.

Policy ROS-21: Support the sale of existing public open space lands and/or land exchanges with private property owners, provided the sale or exchange of such lands will result in a net improvement in public recreational opportunities, enhanced protection and stewardship of natural resources and habitats, and more efficient and effective land management.

Action Item ROS-2.2: Support the Napa County Regional Park and Open Space District in developing, and updating at appropriate intervals, a new park and recreation master plan that identifies priorities, implementation strategies, and funding needs.

Action Item ROS-2.3: Support sufficient and stable funding for the Napa County Regional Park and Open Space District.

Action Item ROS-2.4: Investigate and, where feasible, transfer the ownership and/or operation of existing County park facilities to the Napa County Regional Park and Open Space District.

Action Item ROS-2.5: Support the Napa County Regional Park and Open Space District in obtaining state, federal, and foundation grants, using methods such as preparing and



adopting local plans and policies which may be required by various grant programs, and providing required local matching funds.

Goal ROS-3: To make recreational, cultural, interpretive, and environmental education opportunities available to all county residents.

Objective ROS-1: By 2030, ensure that the majority of Napa County residents live within proximity of parks offering a variety of nature-based recreation opportunities by increasing the acreage of publicly accessible open space within a 15-minute or less driving time of each of the county's four cities and one town.

Policy ROS-22: Nature-based recreational opportunities should be provided near each population center and in more remote parts of the county. Urban recreation opportunities should be considered for the more developed, non-agricultural areas of the unincorporated county.

Policy ROS-23: A system of scenic roads, bicycle routes, and hiking trails should connect existing cities, town and other local population centers to outdoor recreation and open space resources and facilities.

Policy ROS-24: A range of recreation opportunities should be provided to serve the diverse recreational interests of children, adults, seniors, families, people with disabilities, and individuals.

- a) Where possible, recreational opportunities, and particularly those which are youth-oriented, should be provided within walking or bicycle distance, or accessible by public transit, of population centers.
- b) New multifamily housing projects shall be required to provide recreational facilities and/or participate in the funding of planned facilities (e.g. parkland dedication fees) when a nexus exists.

Policy ROS-25: There should be a mix of no-cost, low-cost, and user fee-based recreational opportunities on public lands so that people of all income levels are able to enjoy outdoor recreation.

Policy ROS-26: The use of volunteers and community-based organizations should be encouraged to maintain, restore, and enhance open space resources and habitats.

Policy ROS-27: Linkages between city-provided recreational facilities and programs and nature-based recreational facilities and programs in unincorporated areas should be encouraged.

Policy ROS-28: Opportunities for the public to visit, learn about, and enjoy significant and representative historical, archaeological, and cultural resources should be provided. The County shall coordinate with and support the Napa County Regional Park and Open Space District in making recreational, cultural, interpretive, and environmental education opportunities available to all county residents.



- Policy ROS-29: Scientific study and environmental education programs at public parks and preserves should be encouraged, and the development and funding of a comprehensive program of environmental research and education for students should be coordinated with the education community.
- Policy ROS-30: Other than at Lake Berryessa, recreational facilities should be designed and scaled to serve the needs of county residents, recognizing that facilities that serve local residents will also serve visitors, that visitors can help pay for the construction and operation of recreational facilities beneficial to residents, and that the provision of additional nature-based recreational opportunities is an important tool for achieving economic development goals while also reducing potential adverse impacts of tourism. In the case of Lake Berryessa, recreational facilities are understood to serve a broad regional market, but should nonetheless be designed to also serve the desire of Napa County residents for water- and nature-based recreation.
- Policy ROS-31: A clear, attractive, and comprehensive roadside signage system, together with other forms of public information, should be designed, installed, and distributed to facilitate the public's use and enjoyment of parks and historical, archaeological, and cultural resources.



SAFETY



Main Street in Napa, 1940. Flooding has long been a concern in the Napa Valley—major floods occurred in 1942, 1943, 1955, 1962, 1963, 1965, 1967, 1973, 1978, 1982, 1986, 1995, 1997, 1998, and 2006.

INTRODUCTION

This Safety Element contains goals, policies, objectives, and actions which seek to make the county a place that is safe for residents, businesses, and travelers. At the same time that these policies and actions are implemented, the County recognizes that those features which help contribute to Napa County's beauty and wine industry—the steep mountains, the volcanic soils, the many rivers and streams, the forest-covered slopes—are themselves reminders of the ongoing potential for seismic activity, flooding, and fire. This Element therefore seeks to take a reasonable approach, making those improvements necessary to reduce hazards while recognizing that some hazards will remain despite the best efforts of the County and other agencies.

SAFETY HAZARDS IN NAPA COUNTY

Like many places in California, Napa County is subject to a variety of potential safety hazards. Some derive from the natural environment; others are manmade and result from human activities.



IN THIS ELEMENT

- Safety Hazards in Napa County (Page SAF-1)
 - Napa Operational Area Hazard Mitigation Plan (Page SAF-4)
- Safety Goals and Policies (Page SAF-17)
- Figures:
 - Figure SAF-1: Earthquake Faults (Page SAF-7)
 - Figure SAF-2: Fire Hazard Severity Map (Page SAF-9)
 - Figure SAF-3: Flood Zones (Page SAF-11)
 - Figure SAF-4: Liquefaction Susceptibility (Page SAF-13)
 - Figure SAF-5: Napa Dam Inundation Areas (Page SAF-15)

In general, the following hazards are present in Napa County. Maps illustrating known fire, seismic, and other hazards are shown on the following pages.

Seismic hazards, resulting from potential earthquakes and the collateral damage that often follows groundshaking: landslides and liquefaction (when water-saturated soil “liquefies” during an earthquake and buildings and other structures sink into the ground).

Fire, primarily as a result of the vast areas of timber, grassland, and other flammable vegetation, but also from buildings and structures.

Flooding, chiefly along the Napa River in the Napa Valley but also to a limited extent along creeks and streams throughout the county. Flooding is generally worsened when either natural or manmade activities limit the ability of the land to absorb rainfall, forcing streams and rivers to carry more storm runoff. A limited number of homes in the unincorporated area are protected by levees and subject to flooding in the event the levees are breached. A separate but related issue is dam inundation—areas in Napa County which would be subject to flooding if a dam is breached. A map showing inundation areas is shown in Figure SAF-5.

The Napa County Flood Control and Water Conservation District was established in 1951. The District is the local sponsor for the Napa River/Napa Creek Flood Protection Project, currently under construction. As portions of the Project become complete, the District submits information to FEMA to update FIRM maps for both the City of Napa and Napa County. The District also provides services within Napa County for watershed and stream concerns, including maintaining a countywide ALERT system that monitors local precipitation and stream stage in the Napa River and local creeks. This information is provided publically on the internet at <http://napa.onerain.com>.



This massive landslide on Hwy 121 followed several weeks of rainy weather in 2006



Napa County has in operation a FEMA approved Flood Plain Management Ordinance. The ordinance is comprehensive, recognizing and mapping a number of special flood hazard areas along certain watercourses in Napa County that have been historically subject to periodic inundation (see Figure SAF-3). The ordinance manages development in these flood-prone areas to minimize the potential for flood-related losses, both public and private, thereby promoting the public health, safety and general welfare of the residents of Napa County.

The purpose of the County's Flood Plain Management Ordinance is to reduce the potential for flood related damage within the County which may result in loss of life and property, pose possible health and safety hazards, disrupt commerce and governmental services, produce extraordinary public expenditure for flood protection and relief and impair the tax base, all of which adversely affect the public health, safety and general welfare. The ordinance seeks to perform the following:

- Protect human life and health;
- Minimize expenditure of public money for costly flood-control projects;
- Minimize the need for rescue and relief efforts associated with flooding;
- Minimize prolonged business interruptions;
- Minimize damage to public facilities and utilities such as water and gas mains, electric, telephone and sewer lines, and streets and bridges located in floodplain areas;
- Help maintain a stable tax base by providing for the sound use and development of areas of special flood hazard to minimize future blighted areas caused by flood damage;
- Assist prospective purchasers in receiving notification that property is in a flood insurance zone;
- To establish that those who occupy the special flood hazard areas assume responsibility for their actions; and
- To improve the normal functioning of floodplains and flood zones and effectively garner and preserve the numerous environmental benefits they afford.

The County's Flood Plain Management Ordinance includes information required under GC § 65302 (g) where applicable, identifying flood hazard zones and incorporating by reference official flood insurance rate mapping (FIRM maps) approved by FEMA.¹ The County further maintains floodway and floodplain mapping, identifying possible inundation areas related to the 100-year (floodway) and 500-year (floodplain) flood events, as well as a Dam Failure Inundation Map (see Figure SAF-5), documenting areas that may be subject to severe flooding in the event of catastrophic failure of one of sixteen major dams in the County. At this time, Napa County has no flooding hazards identified by the US Army Corps of Engineers or any area subject to inundation due to the possible failure of levees or floodwalls associated with the state flood protection or water supply projects. Napa County has no State defined levee protection zones, but levees do

¹ Flood Insurance Rate Map, Napa County, California, Map Number 06055CIND0A (index sheet), Effective Date: September 26, 2008



exist in the County, particularly in the Edgerley Island area. Levees in that area are within the jurisdictional area of the Napa River Reclamation District and the County's Floodplain Management Ordinance applies to development behind those levees.

In the unfortunate event of flooding, Napa County is committed to work cooperatively with all appropriate local, State and Federal agencies. A high level of coordination is already evident and documented in the County's adopted Napa Operational Area Pre-Disaster Hazard Mitigation Plan² maintained by the Napa County Office of Emergency Services (see following NAOHMP discussion).

At the time of this General Plan Update, a major flood control project is under way on the Napa River which will provide a much higher level of flood protection. The map in this Element of the 100-year floodplain will need to be revised after completion of the flood control project to reflect the smaller flood area.

Landslides, which are usually the result of rain-saturated soils. The landslides generated by the El Niño storms of 1992 and 1998 illustrated the hazards to life and property posed by debris flows and landslides.

Manmade Hazards, which include the sometimes hazardous chemicals used in modern businesses, traffic hazards, and the electromagnetic fields caused by high voltage electricity.

Terrorism and Other Threats, including crop pests such as the glassy-winged sharpshooter that could inflict significant damage on the county's agricultural industry.

NAPA OPERATIONAL AREA HAZARD MITIGATION PLAN

In 2004, the County of Napa adopted the *Napa Area Operational Hazard Mitigation Plan* (NAOHMP), prepared in cooperation with the Cities of American Canyon, Calistoga, Napa and St. Helena, and the Town of Yountville. The NAOHMP addresses a wide variety of disasters that could affect Napa County and provides plans for reducing or mitigating these threats. So-called "major threats" addressed in the NAOHMP include:

- Flooding
- Earthquake
- Wildland Interface Fires (fires at the edge of wildland areas, chiefly affecting residential areas)
- Terrorism and Technological Hazards, including the glassy-winged sharpshooter, a vineyard pest that carries diseases deadly to grapevines.

The NAOHMP analyzes the risk of each of these hazards and includes a detailed analysis of how critical facilities (public buildings, hospitals, day care centers, etc.) would be affected by fire, earthquake, and other disasters.

² Napa Operational Area Pre-Disaster Hazard Mitigation Plan, Adopted December 2004 - Napa County, Cities of Calistoga, American Canyon, St. Helena, Town of Yountville and selected Operational Area Partners, Napa County Office of Emergency Services, 1195 Third St. Suite 310, Napa CA 94559



The NAOHMP is considered by the County to be critically important to the County's efforts to maintain a safe environment for all the residents and businesses in Napa County. Implementing the NAOHMP will implement the goals and policies in this Safety Element, and the County has committed to updating the NAOHMP regularly to ensure that it remains current and useful.

The maps on the following pages illustrate the extent of several major hazards in Napa County:

- Earthquake faults;
- Fire hazard severity;
- Flood zones;
- Liquefaction susceptibility; and
- Dam inundation.

Seismic Faults

Two types of seismic faults exist in Napa County, as shown in Figure SAF-1:

Normal faults are those at which two parts of the earth's surface pass by each other.

Thrust faults are those in which one part of the earth's surface is moving over another.

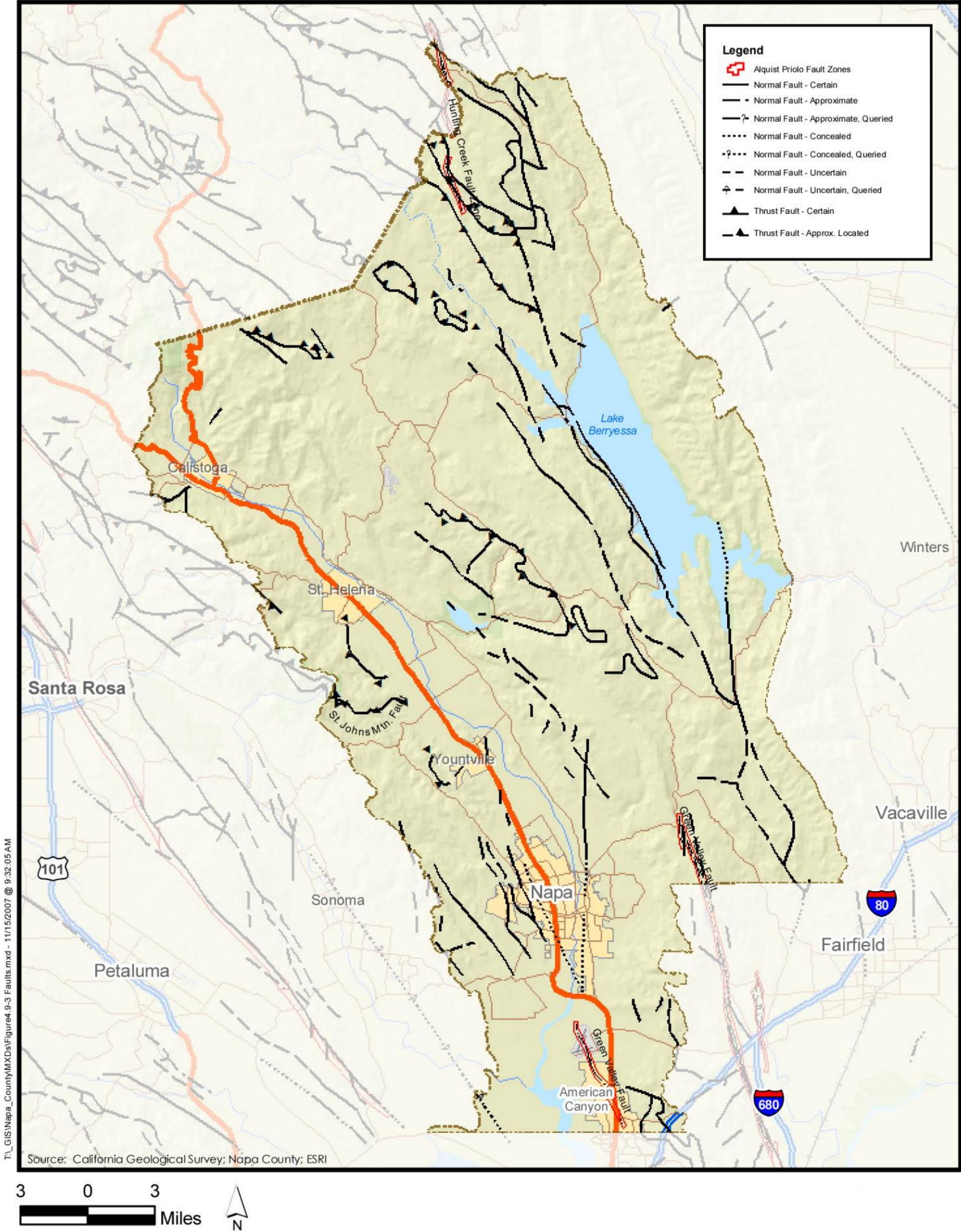
Earthquakes occur along either type of fault when this sideways or up-and-over movement is sudden and dramatic.

As new information about these hazards is developed, the County's maps will be updated. The reader should refer to the **Baseline Data Report** for the most up-to-date information on these and other features of the County.



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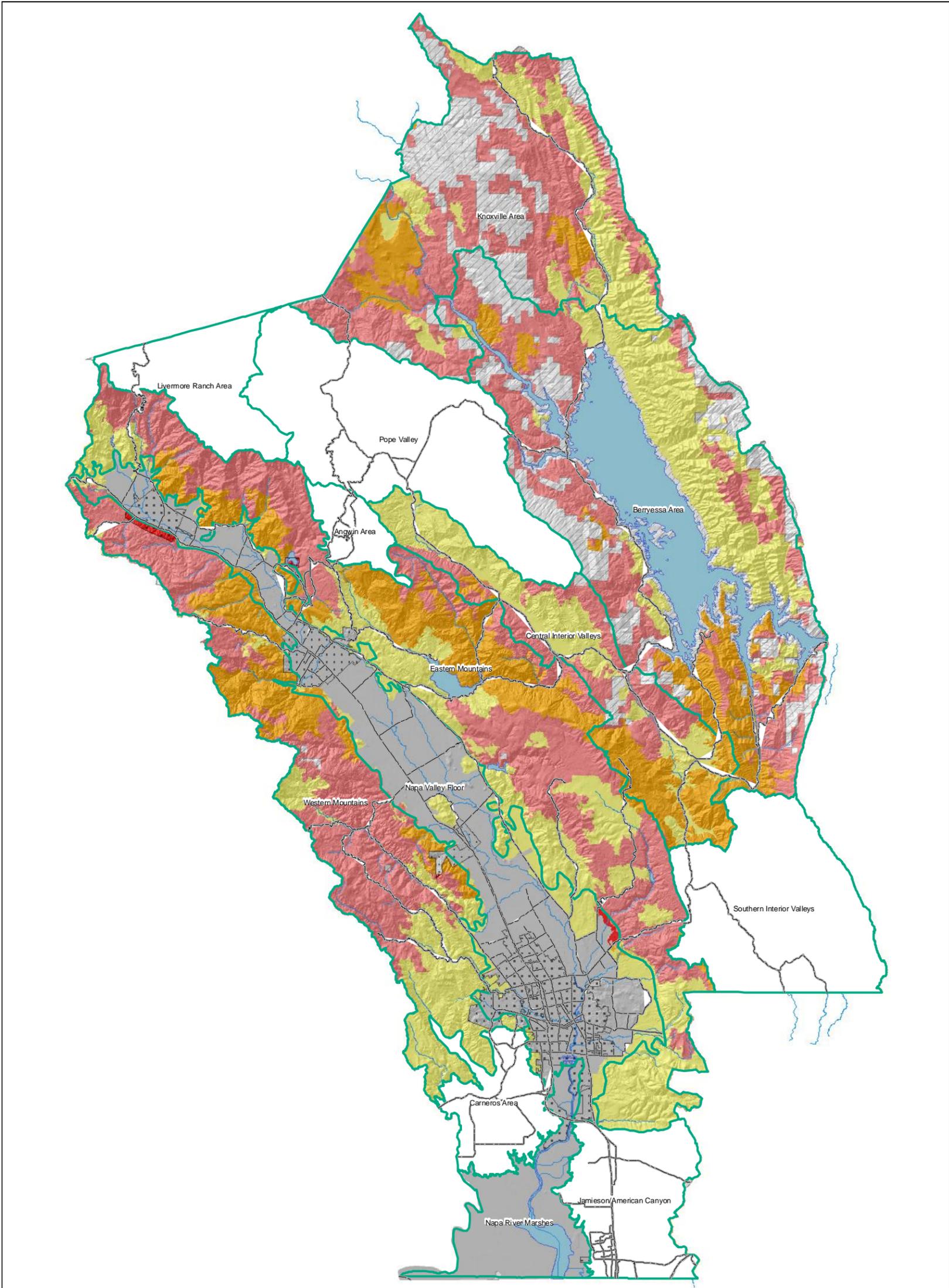
FIGURE SAF-1: EARTHQUAKE FAULTS





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FIGURE SAF-2: FIRE HAZARD SEVERITY MAP



Legend

Fire Hazard Severity

- State Responsibility Area (SRA) Very High
- Moderate
- High
- Local Responsibility Area (LRA) Very High
- Non-Very High LRA
- Federal Responsibility Area

-  City Boundaries
-  Evaluation Areas
-  Major Roads
-  Major Streams
-  Major Water Bodies



© Tradition of Stewardship
A Commitment to Service

Fire Hazard Severity

Cal Fire

Napa County

1 inch = 18,315 feet



Horizontal Datum: NAD 83,
CA State Plane Coordinates, Zone II, feet
Source: Napa County, 2004; EDAW, 2004;
Cal Fire, 2008

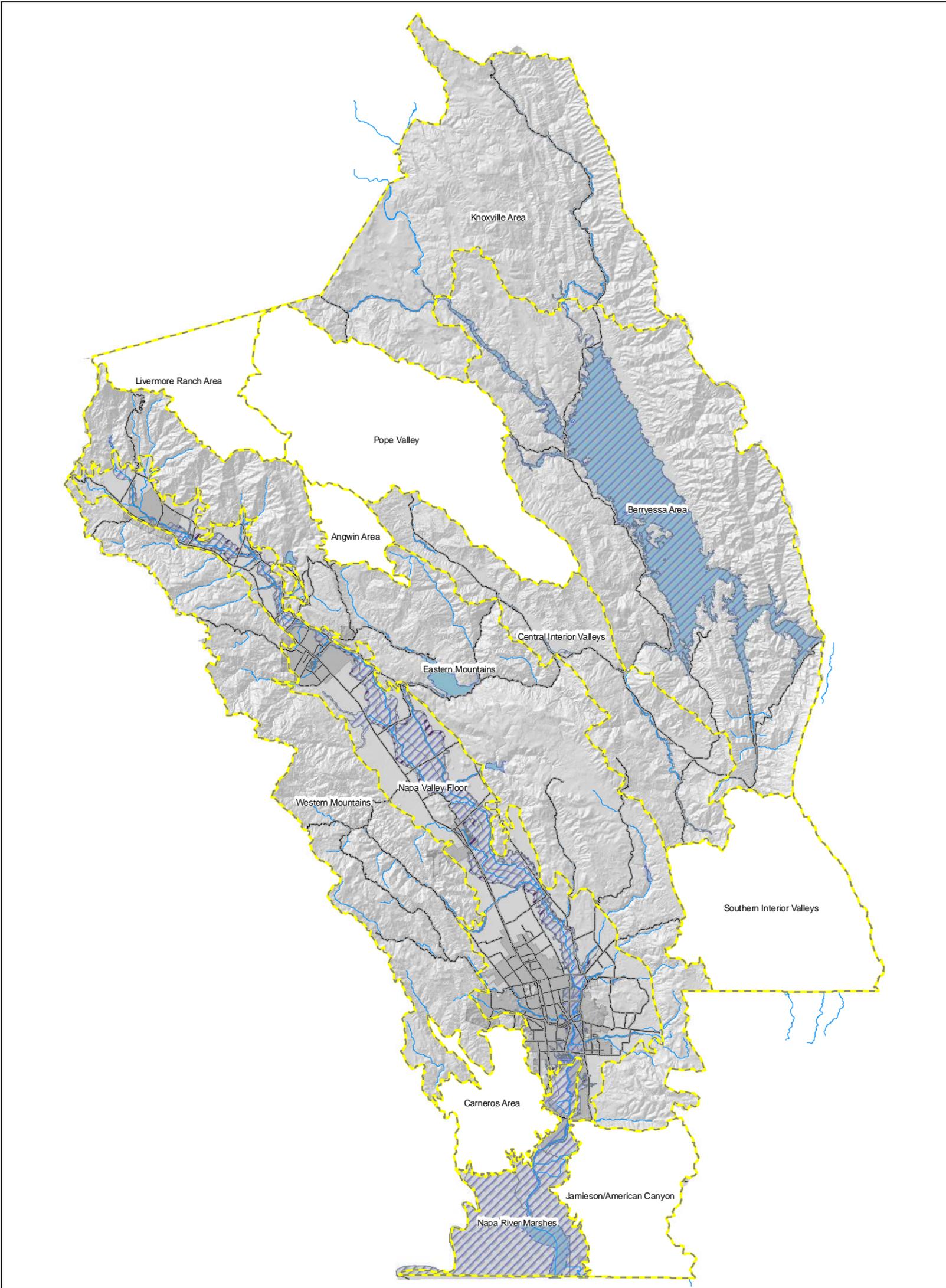
Disclaimer: This map was prepared for informational
purpose only. No liability is assumed for the accuracy
of the data delineated herein.

Updated 05/2009



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FIGURE SAF-3: FLOOD ZONES





A Tradition of Stewardship
A Commitment to Service

Legend

<ul style="list-style-type: none"> Evaluation Areas Flood Zones 100 year zone 500 year zone 	<ul style="list-style-type: none">  Major Roads  Major Streams  City Boundaries  Major Water Bodies
--	---

Flood Zones

Napa County



1 inch = 18,292 feet



0 4,800 9,600 19,200 28,800 38,400 Feet

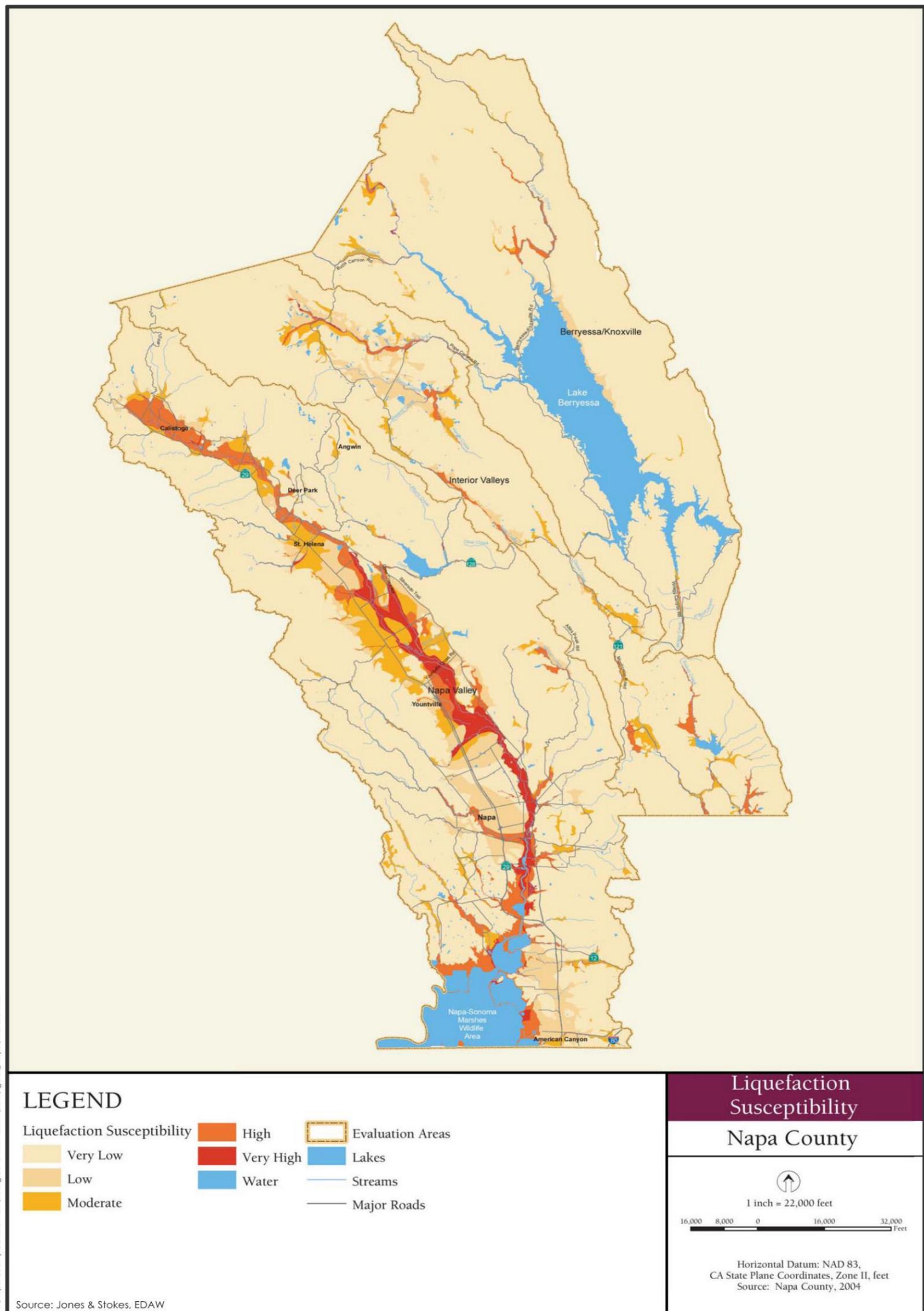
Horizontal Datum: NAD 83,
CA State Plane Coordinates, Zone 11, feet
Source: Napa County, 2004; EDAW, 2004;
California Department of Forestry, 2004

Disclaimer: This map was prepared for informational purpose only. No liability is assumed for the accuracy of the data delineated herein. Update: 05/28/2009



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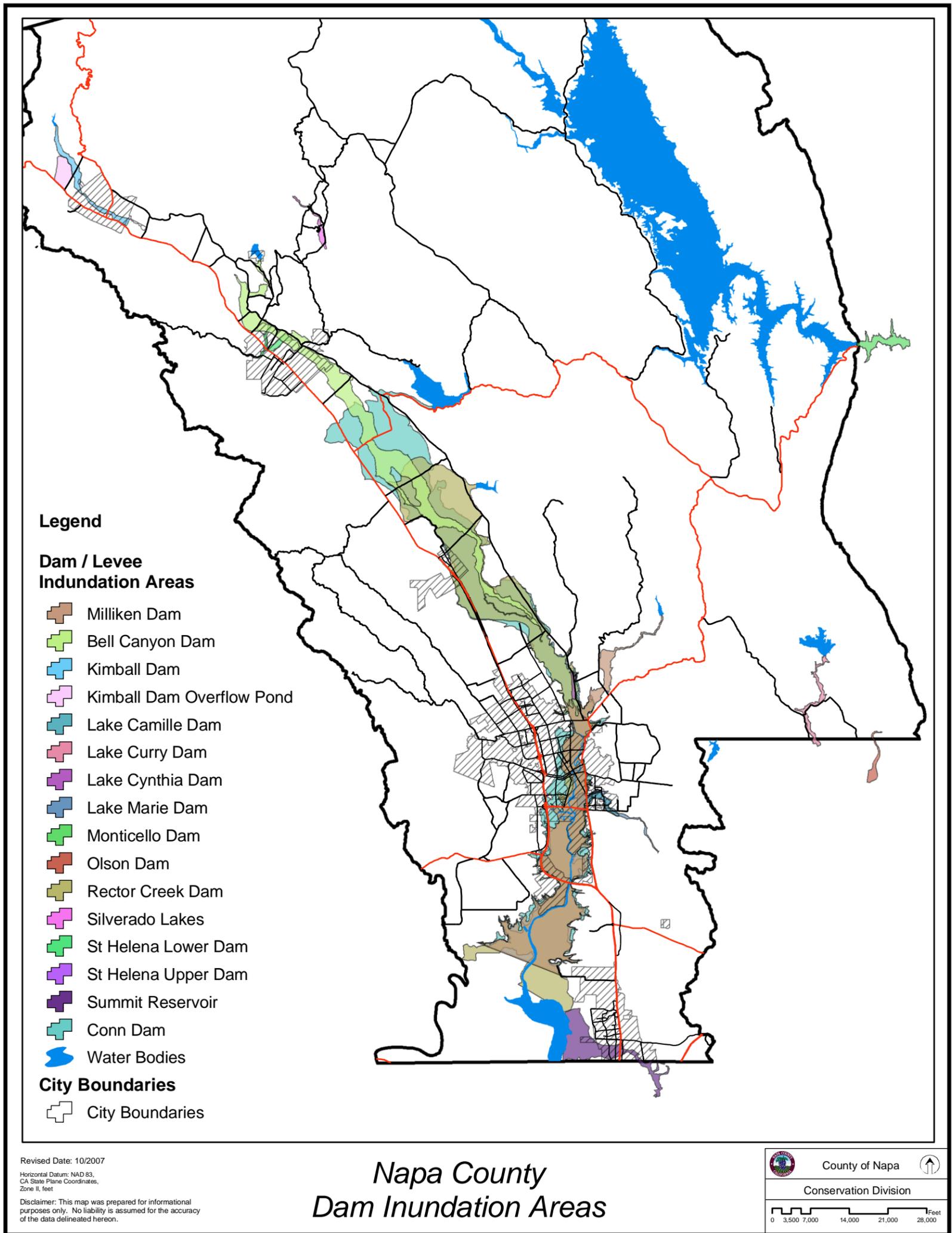
FIGURE SAF-4: LIQUEFACTION SUSCEPTIBILITY





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FIGURE SAF-5: NAPA DAM INUNDATION AREAS





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SAFETY GOALS AND POLICIES

Goal SAF-1: Safety considerations will be part of the County's education, outreach, planning, and operations in order to reduce loss of life, injuries, damage to property, and economic and social dislocation resulting from fire, flood, geologic, and other hazards.

Policy SAF-1: The County supports and will promote intergovernmental cooperation among local, state and federal public agencies to reduce known hazards and further define uncertain hazards. In particular, the County will work to develop cooperative working relationships with agencies having responsibility for flood and fire protection.

Policy SAF-2: Individuals and businesses should have access to up-to-date information and be able to make informed decisions about potential safety hazards and the level of risk they are willing to accept.

Action Item SAF-2.1: Participate in local, regional, and state education programs regarding fire, flood, and geologic hazards.

Policy SAF-3: The County shall evaluate potential safety hazards when considering General Plan Amendments, rezonings, or other project approvals (including but not limited to new residential developments, roads or highways, and all structures proposed to be open to the public and serving 50 persons or more) in areas characterized by:

- 1) Slopes over 15 percent,
- 2) Identified landslides,
- 3) Floodplains,
- 4) Medium or high fire hazard severity,
- 5) Former marshlands, or
- 6) Fault zones.

Policy SAF-4: Encourage intergovernmental and regional cooperation directed toward providing for a continuing high level of public services and coordination of services during a disaster.

Policy SAF-5: The County shall cooperate with other local jurisdictions to develop intra-county evacuation routes to be used in the event of a disaster within Napa County.

Policy SAF-6: Planning and outreach should recognize that Napa County may be cut off from surrounding areas following a natural disaster and may need to be self-sufficient in terms of providing emergency services, information, and support to residents and businesses.

Policy SAF-7: The County supports and encourages the development of individual self-reliance in the wake of a disaster and supports and encourages individual, family, and community disaster plans.

Policy SAF-7.5: Increasing the supply of workforce housing will increase the likelihood that Napa County’s first responders will live locally and be immediately available in the event of a disaster or other emergency.

Goal SAF-2: To the extent reasonable, protect residents and businesses in the unincorporated area from hazards created by earthquakes, landslides, and other geologic hazards.

Policy SAF-8: Consistent with County ordinances, require a geotechnical study for new projects and modifications of existing projects or structures located in or near known geologic hazard areas, and restrict new development atop or astride identified active seismic faults in order to prevent catastrophic damage caused by movement along the fault. Geologic studies shall identify site design (such as setbacks from active faults and avoidance of on-site soil-geologic conditions that could become unstable or fail during a seismic event) and structural measures to prevent injury, death and catastrophic damage to structures and infrastructure improvements (such as pipelines, roadways and water surface impoundments not subject to regulation by the Division of Safety of Dams of the California Department of Water Resources) from seismic events or failure from other natural circumstances.

Action Item SAF-8.1: The County’s seismic fault maps shall be reviewed regularly to ensure that they reflect the latest information available.

Action Item SAF-8.2: Updated maps should be made available to the public at County offices, on the County’s Web site, and through other appropriate channels.

Policy SAF-9: As part of the review and approval of development and public works projects, planting of vegetation on unstable slopes shall be incorporated into project designs when this technique will protect structures at lower elevations and minimize the potential for erosion or landslides. Native plants should be considered for this purpose, since they can reduce the need for supplemental watering which can promote earth movement.



“Napa Firewise”

Napa Firewise is a fire awareness program of the County and other local fire agencies. Key features of the program include:

Public education designed to identify risks and ways to minimize those risks.

Infrastructure development that stresses fire-resistant building materials and best practices in building a fire safe zone around homes and buildings.

Landscape and vegetation management tips in selecting fire-resistant plants and vegetation clearing methods.

Land use planning tools to assess risk areas and track improvements over time.

Emergency response preparedness to ensure every resident of Napa County has an emergency evacuation plan in the event of a wildland fire.

Source: Firewise Web site, <http://www.co.napa.ca.us/firewise/index.html>



Policy SAF-10: No extensive grading shall be permitted on slopes over 15 percent where landslides or other geologic hazards are present unless the hazard(s) are eliminated or reduced to a safe level.

Policy SAF-11: Newly created hillside parcels shall be large enough to provide flexibility in finding a stable buildable site and driveway location.

Policy SAF-12: The County shall not accept dedication of roads (a) on or jeopardized by landslides, (b) in hilly areas, or (c) in areas subject to liquefaction, subsidence, or settlement, which, in the opinion of the Public Works Department, would require an excessive degree of maintenance and repair costs.

Policy SAF-13: Facilities constructed in caves shall be required to conform to access/egress and fire suppression requirements as determined by the County based on the cave's use or occupancy. Mechanical, electrical, and plumbing permits are required for cave improvements, a building permit is required for the cave's portal, and a grading permit is required for movement or disposal of cave spoils.

Goal SAF-3: It is the goal of Napa County to effectively manage forests and watersheds, and to protect homes and businesses from fire and wildfire and minimize potential losses of life and property.

Policy SAF-14: The County will prepare a fire management plan and will continue, enhance, and implement programs seeking to reduce losses and costs associated with catastrophic fires.

Policy SAF-15: The County shall coordinate with CAL FIRE and fire agencies in neighboring counties to plan for future fire prevention and suppression needs.

Policy SAF-16: Consistent with building and fire codes, development in high wildland fire hazard areas shall be designed to minimize hazards to life and property.

Action Item SAF-16.1: Develop site criteria and construction standards for development in high fire hazard areas, and adopt standards to restrict urbanizing these areas as defined in Policy AG/LU-27 unless adequate fire services are provided.

Action Item SAF-16.2: Continue to implement "Napa Firewise" through information and education programs, community outreach, and fuel modification.

Note to the Reader: Please see the Agricultural Preservation and Land Use Element for policy related to the reconstruction of uses destroyed by fire or natural disaster.

Policy SAF-17: The County supports the use of prescribed fuel management programs, including prescribed burns and brush clearing, for managing fire hazardous areas; to reduce wildfire hazard, improve watershed capabilities, promote wildlife habitat diversification, and improve grazing.



Note to the Reader: Please see also Policy CON-11 for related policy statements on this topic.

Policy SAF-18: The County should set a good example and meet or exceed fire safety standards and defensible space requirements for all County buildings and roads.

Policy SAF-19: The County supports the development and use of new technology in the suppression and prevention of fires.

Action Item SAF-19.1: The County will work with CAL FIRE to develop improved methods of fire planning and firefighting for use in Napa County.

Policy SAF-20: All new development shall comply with established fire safety standards. Design plans shall be referred to the appropriate fire agency for comment as to:

- 1) Adequacy of water supply.
- 2) Site design for fire department access in and around structures.
- 3) Ability for a safe and efficient fire department response.
- 4) Traffic flow and ingress/egress for residents and emergency vehicles.
- 5) Site-specific built-in fire protection.
- 6) Potential impacts to emergency services and fire department response.

Policy SAF-21: Achieving desired levels of fire protection in Napa County is directly related to the community's values and its participation, as well as available financial resources.

Policy SAF-22: While the County supports preservation and maintenance of existing fire trails, professional practices have shifted to emphasize defensible space and community fire breaks.

Goal SAF-4: To protect residents and businesses from hazards caused by flooding.

Policy SAF-23: New construction in flood plains shall be evaluated and placed above the established flood elevation or flood-proofed to minimize the risks of flooding and provide protection to the same level as required under County's Floodplain Management Ordinance.

Policy SAF-24: The County recognizes that agricultural open space also serves a valuable purpose in promoting safety, and that maintaining areas subject to flooding in agricultural or open space uses minimizes the impacts of flooding on homes and businesses.

Note to the Reader: Please see Figure SAF-3 in this Safety Element for a map of areas subject to flooding



Policy SAF-25: The review of new proposed projects in a floodway as mapped on the County's Flood Insurance Rate Maps (FIRM)³ (Figure SAF-3) shall include an evaluation of the potential flood impacts that may result from the project. This review shall be conducted in accordance with the County's FEMA approved Flood Plain Management Ordinance, incorporated herein by reference, and at minimum include an evaluation of the project's potential to affect flood levels on the Napa River; the County shall seek to mitigate any such effects to ensure that freeboard on the Napa River in the area of the Napa River Flood Protection Project is maintained.

Policy SAF-26: Development proposals shall be reviewed with reference to the dam failure inundation maps in order to determine evacuation routes.

Policy SAF-27: Dam and levee maintenance is considered by the County to be the responsibility of the owner/operator of each dam and/or levee. The County will support other agencies in their efforts to ensure that proper maintenance and repairs are accomplished.

Note to the Reader: The Conservation Element should also be consulted for policies related to short- and long-term erosion control on construction sites, vineyards, and other projects.

Goal SAF-5: To protect residents and businesses from hazards caused by human activities.

Policy SAF-28: The County shall continue to monitor research being conducted under the auspices of the California Public Utilities Commission (CPUC) to define acceptable levels of exposure to electromagnetic fields (EMF). Once a specific numerical standard for EMF exposure has been adopted by the CPUC, the County's policy shall be that residential development (and other sensitive land uses such as schools, hospitals, child care sites) that would expose persons to EMF which exceeds the standard should generally not be permitted.

Policy SAF-29: The County shall seek to be part of the decision-making process for the location of new or relocated electrical transmission lines in order to ensure that line locations are coordinated with the County's land use plans and aesthetic policies.

Policy SAF-30: Potential hazards resulting from the release of liquids (wine, water, petroleum products, etc.) from the possible rupture or collapse of aboveground tanks should be considered as part of the review and permitting of these projects.

Policy SAF-31: All development projects proposed on sites that are suspected or known to be contaminated by hazardous materials and/or are identified in a hazardous material/waste search shall be reviewed, tested, and remediated for potential hazardous materials in accordance with all local, state, and federal regulations.

³ Flood Insurance Rate Map, Napa County, California, Map Number 06055CIND0A (index sheet), Effective Date: September 26, 2008



Action Item SAF-31.1: The County shall require written confirmation from applicable local, regional, state, and federal agencies that known contaminated sites have been deemed remediated to a level appropriate for land uses proposed prior to the County approving site development or require an approved remediation plan that demonstrates how contamination will be remediated prior to site occupancy. This documentation will specify the extent of development allowed on the remediated site as well as any special conditions and/or restrictions on future land uses.

Policy SAF-32: Safety shall be considered in the maintenance and construction of all new roadways and related improvements to provide a safe environment for all modes of transportation. The special needs of elder and disabled persons shall be addressed when designing new or modifying signs. Examples of features specific to the elderly include:

- Signals which provide pedestrians with slower mobility the opportunity to cross roadways in greater safety by providing for longer crossing times.
- Increased lighting at pedestrian crossings.
- Pedestrian crossing surfaces which provide greater traction to reduce slips and falls.
- Audible and/or “countdown” crossing signals.

Policy SAF-33: For maximum safety, all land uses and zoning within airport areas shall be reviewed for compatibility with the adopted plans for the Napa County Airport, Angwin Airport, and other general aviation facilities in the county.

Policy SAF-34: All new commercial and multi-family development shall be referred to the Sheriff's Department for review of public safety issues. If the proposed project is adjacent to or within an incorporated city/town, consultation with their law enforcement agency shall also be required.

Policy SAF-35: The County will prepare for and respond to emergencies related to terrorism and civil unrest in the same way as natural and man-made disasters.

Goal SAF-6: The County will be able to respond in the event of a disaster to protect residents and businesses from further harm and begin reconstruction as soon as reasonable.

Policy SAF-36: The County encourages the involvement of the private sector in disaster response and in post-disaster recovery efforts.

Policy SAF-37: The County will seek to coordinate with state and federal agencies for use of land and facilities to reduce risks and avoid unreimbursed costs related to emergency preparedness and response.

Policy SAF-38: The County will continue to implement the Napa Operational Area Hazard Mitigation Plan (NOAHMP), which is incorporated here by reference, in the planning and operations of the County to achieve the goals, objectives, and actions of the NOAHMP, including:



- Promoting a flood safer community.
- Promoting an earthquake safer community.
- Promoting a fire safer community.
- Promoting a technological and biological safer community.
- Reducing impacts from flooding.
- Reducing impacts of earthquakes.
- Minimizing the risk of wildfire at the urban interface.
- Improving the County's ability to mitigate technological hazards and agricultural threats.

Action Item SAF-38.1: Provide staffing and other resources as necessary to regularly update and implement the Napa Operational Area Hazard Mitigation Plan (NOAHMP). Consider new information regarding climate change and the expected severity and/or frequency of weather events in updates to the NOAHMP.

Policy SAF-39: The County supports the use of communication technologies to get information to other agencies and the public during emergencies, including:

- Cellular telephone systems in Napa County should be designed to allow their use in emergency situations.
- The use of automated telephone systems to call residents in areas affected by disasters or hazards to provide information.
- The use of "2-1-1" phone systems to allow residents to call a central location for disaster information.
- Other systems to provide outreach to residents without telephone or Internet service.

Policy SAF-40: The County will seek to maintain the structural and operational integrity of essential public services during the event of flooding and other natural disaster, including the possible location, when feasible, of new essential public facilities outside of flood hazard zones. All critical public infrastructure intended for emergency use shall be provided with a source of alternate power.

Policy SAF-41: The County's emergency services program shall be authorized to review and expedite implementation of appropriate federal, state, regional, and local disaster recovery programs. This may include but not be limited to:

- Preparation of potential mass care facilities,
- Hospital reserve disaster inventory modules,
- Packaged disaster hospitals,
- Disaster assistance centers,



- Multi-purpose staging areas,
- Emergency water, food, and medical supplies,
- Instruction leaflets,
- Emergency operating centers, and
- Emergency broadcast systems.

Policy SAF-42: The County shall work with municipalities, emergency response providers, and others to develop plans and procedures to identify frail individuals, contact or alert these persons during weather emergencies (including heat waves, storms, and floods), and mobilize resources to provide transport, shelter, or other assistance as needed.

Policy SAF-43: Consistent with state and federal requirements, critical facilities should be provided with additional earthquake resistance and damage control to allow such facilities to remain operative after a disaster.

Policy SAF-44: Encourage local governments to develop search and rescue programs, emergency communication systems, and emergency services and facilities programs.

Policy SAF-45: Mental health concepts and programs should be considered in any updates to the County's Emergency Services planning process, and the County shall seek to identify frail adults and other persons who may require special assistance in emergency situations. To the extent the County is aware of special needs populations requiring special assistance following a disaster, responders should be aware of these populations and implement programs to reach out to these persons.



GENERAL PLAN IMPLEMENTATION SECTION

Although the General Plan is a policy document, serving as the foundation for County Ordinances and expenditures, it also includes a number of “Action Items” that are intended to indicate how the County will implement goals and policies within the body of the Plan.

Action Items are included in all elements of the General Plan except the Housing Element, which includes its own, separate implementation plan and quantified objectives. In general, Action Items are scattered throughout each of the other Elements, appearing immediately after the corresponding policy. The Conservation Element takes a somewhat different approach, grouping the Action Items by subject matter within the Element.

This Implementation Section of the General Plan repeats the Action Items from each of the seven elements and both assigns them a relative priority and indicates who will be responsible for their implementation.

Although some of the Action Items include explicit references to particular dates or years in the future as their target dates for completion, most are not nearly that specific.

Therefore, for each of the Action Items listed below, you will see parenthetical references to either a particular year or one of the letters A, B, or C, with each letter referring to a relative priority for implementation. More specifically, the letter A implies that the Action Item will be implemented in the relatively short-term (most likely, 1 to 5 years). The letter B similarly implies a somewhat longer-term implementation, perhaps 5 to 10 years. An Action Item accompanied by the letter C indicates a longer-term implementation schedule, keeping in mind that the planning horizon for this document is the Year 2030.

In other cases, the reader may notice the use of the term “ongoing” which refers to actions already being undertaken by the County or those that are expected to continue on either a periodic or perpetual basis.

The party or parties that are primarily responsible for implementing each Action Item, whether a specific County department or, in some cases, an outside agency, are also indicated where applicable. (Please see legend below to interpret acronyms.)

The reader should keep some caveats in mind regarding the implementation schedule. One is that many of these actions will require both human and financial resources to implement, thus making them difficult to definitively schedule, given the annual nature of the budgetary process and changing priorities over the years. A second caveat to keep in mind is that it is often difficult to clearly state the duration of tasks; therefore, estimated starting dates are presented for Action Items rather than completion dates. A third caveat is that, in some instances, the selection of Priority Level (A, B, or C) reflects the level of complexity and the level of effort required to implement an Action Item rather than the importance of the action itself.

AGRICULTURAL PRESERVATION AND LAND USE ELEMENT

Action Item AG/LU-2.1: Amend County Code to reflect the definition of “agriculture” as set forth within this Plan, assuring that wineries and other production facilities remain as conditional uses except as provided for in Policy AG/LU-16, and that marketing activities and other accessory uses remain incidental and subordinate to the main use. (A; CDPD)



Action Item AG/LU-7.1: Work with interested stakeholders to undertake an evaluation of new voluntary approaches to protecting agriculture, including implementation of a “Super Williamson Act” program, a conservation easement program or other permanent protections, and programs promoting the economic viability of agriculture. (Ongoing; CDPD; stakeholders)

Action Item AG/LU-10.1: Maintain a data base of all wineries including their production capacity, marketing events and other characteristics that could influence analysis of cumulative effects or the winery’s effect on neighbors. (A; CDPD)

Action Item AG/LU-15.5.1: The County will prepare and adopt guidelines and regulations to assist in the determination of the appropriate type and scope of agricultural buffer areas needed in circumstances that warrant the creation of such buffer. (A; CDPD)

Action Item AG/LU-16.1: Consider amendments to the Zoning Ordinance defining “small wineries,” a “small quantity of wine,” “small marketing events,” and “mostly grown on site,” and establishing a streamlined permitting process for small wineries which retains the requirement for a use permit when the winery is in proximity to urban areas. (A; CDPD)

Action Item AG/LU-30.1: Prepare an ordinance permitting second units in areas designated Agricultural Resource when the units do not conflict with agricultural uses or Williamson Act contracts, and consider whether their use as affordable and/or workforce rental housing can be ensured. (Concurrent with 2008-09 Housing Element Update; CDPD/CIA)

Action Item AG/LU-30.2: Develop a Workforce Housing Ordinance, including revisions to the current Inclusionary Housing Ordinance, to define workforce housing and establish additional workforce and inclusionary housing requirements for all multi-family housing proposals consisting of eight or more units constructed in the unincorporated County. Such an ordinance could also require on-site workforce housing in place of in-lieu fees for any large commercial or institutional projects constructed outside of areas where housing would be inconsistent with the applicable airport land use compatibility plan. (Concurrent with 2008-09 Housing Element Update; CDPD/CIA).

Action Item AG/LU-33.1: Adopt local guidelines or zoning code definitions to clarify the distinction between single-family residences and commercial short-term guest accommodations, specifying the uses and ownership or rental arrangements associated with each. Also, analyze the prevalence of extremely large residences, and determine whether single family residences above a certain size should require environmental analysis. (A; CDPD)

Action Item AG/LU-43.1: Consider amendments to the Zoning Code to allow additional commercial, residential, and mixed uses in the areas currently zoned for commercial use in the Spanish Flat, Moskowite Corner, and southern Pope Creek areas in order to complement recreation activities at Lake Berryessa. (B; CDPD)

Action Item AG/LU-45.1: Review and revise sections of the Napa County Code that provide the list of land uses permitted on existing commercially zoned parcels to encourage neighborhood-serving commercial uses and new limited accessory dwellings where appropriate. (B; CDPD)



Action Item AG/LU-48.1: Review zoning code requirements for Home Occupation permits, and update those requirements to provide greater flexibility in situations where there will be no off-site impacts. For example, consider situations in which the use of legal, accessory structures could be permitted, or where home occupations could employ workers other than a single owner/proprietor. (B; CDPD)

Action Item AG/LU-49.1: Refer General Plan land use changes, proposed rezonings, and proposed developments in Airport Approach Zones to the Napa County Airport Land Use Commission for review and comment. (Ongoing; CDPD)

Action Item AG/LU-54.5.1: Develop a definition of ‘formula businesses’ and amend County Code to ensure compatibility with ordinances related to this issue in Calistoga and St. Helena. (B; CDPD)

Action Item AG/LU-94.1: Prior to approving non-industrial development, the County shall adopt development standards for the Pacific Coast/Boca and Napa Pipe sites which shall include, but may not be limited to, buffering and visual screening from existing industrial uses and Syar Quarry, design features that include physical buffers (e.g., vegetation, landscape features, or walls in unique circumstances), building placement and orientation in a manner that physically separates these sites from incompatible operations of adjacent uses (e.g., truck traffic, odors, stationary noise sources), and implementation of other measures to address noise and vibration. Standards for the Napa Pipe site shall ensure conformance with the Napa County Airport Land Use Compatibility Plan. (A; CDPD)

Action Item AG/LU-107.1: Undertake revisions to the zoning ordinance (County Code Title 18), simplifying and reorganizing to the extent feasible so that members of the public, applicants, planners, and decision-makers can more easily access information and understand code requirements. (C; CDPD)

Action Item AG/LU-114.1: Undertake a systematic planning effort to review and adjust the boundaries of areas designated Urban Residential and Rural Residential on the Land Use Map, with the objective of preserving agricultural uses and eliminating areas zoned and used for agriculture from these designations. The planning process shall prioritize review of areas that are not contiguous to incorporated cities and town, and shall consider the following factors at a minimum: the development potential of each area based on zoning; infrastructure and services availability; community character; physical constraints such as topography; and the desires of potentially affected property owners within each area. The County shall not support requests for rezoning from agricultural to non-agricultural zoning districts in these areas until the review and adjustment of area boundaries is complete. (A; CDPD)

Action Item AG/LU-119.1: Complete the Review Following Census called for in Section (3) of Policy AG/LU-119 during each update to the Housing Element required by state law. (Concurrent with 2008-09 Housing Element Update; CDPD; CIA)

Action Item AG/LU-125.1: Consider amendments to the Zoning Code that would reduce the number of zoning districts in which new churches and religious institutions may be located and provide siting criteria as part of the use permit process. (B; CDPD)

CIRCULATION ELEMENT

Action Item CIR-10.1: County staff shall participate in the periodic updates of the Napa County Transportation and Planning Agency’s Strategic Transportation Plan (STP), and use that forum for consideration and development of innovative strategies related to the movement of people and services without increasing the use of private vehicles. The County shall seek input from experts in sustainability,



smart growth, and land use planning in developing potential new strategies. (Ongoing; CDPD; Public Works; NCTPA)

Action Item CIR-11.1: The County shall adopt, periodically review, and revise as appropriate specific road and street standards for County roads. These standards shall include overall right-of-way widths, pavement widths, lane and shoulder widths, and other design details. The County's roadway standards shall be developed in consultation with the County Fire Marshal, County Public Works, and others to ensure adequate widths for safety and emergency access and evacuation. (Ongoing; CDPD; PW; CalFire)

Action Item CIR-13.1: Work with the Napa County Transportation and Planning Agency and other agencies to fund and implement the improvements listed in Policy CIR-13. (Ongoing; PW; NCTPA)

Action Item CIR-16.1: Work with the Napa County Transportation Authority, adjacent counties, the Metropolitan Transportation Commission, and the California Department of Transportation to monitor traffic volumes and congestion on the roadway system in Napa County. (Ongoing; PW; NCTPA)

Action Item CIR-19.1: In cooperation with the Napa County Transportation and Planning Agency, develop a countywide traffic impact fee to address cumulative (i.e., not project-specific) impacts associated with new employment. Fees shall be used to pay for the cost of network improvements listed in Policy CIR-13 as well as other transportation improvements such as transit. (A; PW; CDPD; NCTPA; Cities of American Canyon; Calistoga; Napa and St. Helena; Town of Yountville)

Action Item CIR-22.1: The County shall work with the incorporated cities and town, the Napa County Transportation and Planning Agency, and Caltrans to develop a coordinated approach to roadway design to enhance driver and pedestrian safety, particularly for children and senior citizens. (Ongoing; PW, CDPD, NCTPA, all jurisdictions referenced)

Action Item CIR-26.1: The County will work with the Napa County Transportation and Planning Agency to conduct regular reviews of public transit use and opportunities for its expansion in Napa County. (Ongoing; PW; NCTPA)

Action Item CIR-26.2: The County shall establish targets for interim years to enable the County to monitor progress towards its objective of reducing the percentage of work trips that are by private single occupation vehicles by 50%. (Ongoing; PW; CDPD; NCTPA – as part of its Strategic Transportation Plan Update)

Action Item CIR-28.1: Work with major employers and the Napa County Transportation and Planning Agency to offer incentives for carpooling and the use of cost-efficient ground transportation alternatives to the private automobile. (A; PW; NCTPA; CIA; Workforce Investment Board)

Action Item CIR-28.2: Adopt hours of operation/schedules for County meetings (e.g., Planning Commission and Board of Supervisors) which are coordinated with public transit availability in order to make it easier for residents to use transit when doing business with the County. The County shall encourage schools and other public agencies to do the same. (Ongoing; PW; CDPD; NCTPA)

Action Item CIR-32.1: Update the County Zoning Code to include requirements and standards related to carpooling, bicycling, and transit amenities in development projects. (A; CDPD)



COMMUNITY CHARACTER ELEMENT

Action Item CC-3.1: Examine the County's sign ordinance and determine whether changes are needed to strike an appropriate balance between sign size and legibility. (C; CDPD)

Action Item CC-10.1: Undertake a regular review of the viewshed protection program to ensure its effectiveness and consider adding protections for views from Lake Berryessa to the program. (Ongoing; CDPD)

Action Item CC-19.1: In partnership with interested historic preservation organizations, seek funding to undertake a comprehensive inventory of the County's significant cultural and historic resources using the highest standard of professional practices. (Ongoing; CDPD; Stakeholders)

Action Item CC-19.2: Consider amendments to the County zoning and building codes to improve the procedures and standards for property owner-initiated designation of County Landmarks, to provide for the preservation and appropriate rehabilitation of significant resources, and to incorporate incentives for historic preservation. (A; CDPD)

Action Item CC-23.1: In areas identified in the Baseline Data Report (BDR) as having a significant potential for containing significant archaeological resources, require completion of an archival study and, if warranted by the archival study, a detailed on-site survey or other work as part of the environmental review process for discretionary projects. (Ongoing; CDPD)

Action Item CC-23.2: Impose the following conditions on all discretionary projects in areas which do not have a significant potential for containing archaeological or paleontological resources:

- “The Planning Department shall be notified immediately if any prehistoric, archaeological, or paleontologic artifact is uncovered during construction. All construction must stop and an archaeologist meeting the Secretary of the Interior's Professional Qualifications Standards in prehistoric or historical archaeology shall be retained to evaluate the finds and recommend appropriate action.”
- “All construction must stop if any human remains are uncovered, and the County Coroner must be notified according to Section 7050.5 of California's Health and Safety Code. If the remains are determined to be Native American, the procedures outlined in CEQA Section 15064.5 (d) and (e) shall be followed.”

(Ongoing; CDPD)

Action Item CC-28.1: Amend the Zoning Ordinance to provide a discretionary process such as a use permit by which property owners may seek approval consistent with Policy CC-28 calling for an additional incentive for historic preservation. The process shall preclude reuse of existing buildings which have lost their historical integrity and prohibit new uses that are incompatible with the existing historic building or that require inappropriate new construction. (A; CDPD)

Action Item CC-32.1: The County shall review and update as necessary its public works standards for street lighting to require the installation of fixtures which reduce the upward or sideways spillover of light consistent with the requirements of state law. (Ongoing; PW)



Action Item CC-45.1: The County shall use avigation easements, disclosure statements, and other appropriate measures to ensure that residents and businesses within any airport influence area are informed of the presence of the airport and its potential for creating current and future noise. (Ongoing; PW (Airport); CDPD)

Action Item CC-53.1: Work with the BAAQMD to disseminate information regarding regulations, monitoring, and enforcement for noxious odors. (Ongoing; PW; CDPD; DEM)

CONSERVATION ELEMENT

Action Item CON NR-1: Amend the Conservation Regulations to offer incentives such as a streamlined review process for new vineyard development and other projects that incorporate environmentally sustainable practices that avoid or mitigate significant environmental impacts. (A; CDPD)

Action Item CON NR-2: The County shall seek grant funding and other support and establish a fisheries monitoring program(s) consistent with the efforts of the Watershed Information Center and Conservancy of Napa County in order to track the current condition of special-status fisheries and associated habitats in the County's watersheds. Programs will include tracking the effectiveness of BMPs, mitigation measures and ongoing restoration efforts for individual projects in the watersheds and the implementation of corrective actions for identified water quality issues that are identified as adversely impacting fisheries. Monitoring programs shall be conducted in coordination with the State and Regional Water Boards, California Department of Fish and Game, U.S. Fish and Wildlife Service, and National Oceanic and Atmospheric Administration National Marine Fisheries Service to the extent necessary. (Ongoing; CDPD; WICC)

Action Item CON NR-3: The County shall amend its Local Procedures for Implementing CEQA to require gravel removal projects to result in no net adverse effects to stream temperature, bed attributes, or habitat necessary for native fisheries health. This may include restoration and improvement of impacted habitat areas (e.g., gravel areas and pools and woody debris areas). (B; CDPD)

Action Item CON NR-4: The County shall adopt an ordinance that prohibits construction activities within the channel of any waterway identified to contain existing or potential spawning habitat for special-status fish species during limited time periods of spawning activities. (A; CDPD)

Action Item CON NR-5: The County shall maintain and update the Biological Resources and Fisheries chapters of the BDR as necessary to provide the most current data and mapping. Updates shall be provided online and made available for review at the Conservation, Development and Planning Department. The following specific data sets and maps shall be updated as needed:

- a) The County's Biological Database [through the use of the California Department of Fish and Game's California Natural Diversity Database (CNDDDB) and information from the California Native Plant Society (CNPS)], including the addition of biological data to expand and improve the accuracy of the database and its usefulness to the public;
- b) Databases and mapping of sensitive biotic communities and habitats of limited distribution;
- c) Databases and mapping of oak woodlands and related sensitive biotic communities;
- d) Databases and mapping of riparian woodlands and related sensitive biotic communities;
- e) Databases and mapping of sloughs and tidal mudflats and related sensitive biotic communities.

(As needed; CDPD)



Action Item CON NR-6: The County shall adopt protocols to be followed, including a methodology for analyzing the need for buffers, and establish setbacks where discretionary projects are proposed on parcels that may contain sensitive biotic communities or habitats/communities of limited distribution or sensitive natural communities. (A; CDPD)

Action Item CON NR-7: The County shall adopt a voluntary Oak Woodland Management Plan to identify and mitigate significant direct and indirect impacts to oak woodlands. Mitigation may be accomplished through a combination of the following measures:

- a) Conservation easement and land dedication for habitat preservation;
- b) Payment of in-lieu fees;
- c) Replacement planting of appropriate size, species, area, and ratio.

(B; CDPD)

Action Item CON WR-1: Develop basin-level watershed management plans for each of the three major watersheds in Napa County (Napa River, Putah Creek, and Suisun Creek). Support each basin-level plan with focused sub-basin (drainage-level) or evaluation area-level implementation strategies, specifically adapted and scaled to address identified water resource problems and restoration opportunities. Plan development and implementation shall utilize a flexible watershed approach to manage water resource quality and quantity. The watershed planning process should be an iterative, holistic, and collaborative approach, identifying specific drainage areas or watersheds, eliciting stakeholder involvement, and developing management actions supported by sound science that can be easily implemented. (B; CDPD; stakeholders)

Action Item CON WR-2: [Reserved]

Action Item CON WR-3: Update the Conservation Regulations to establish an appropriate protective buffer (e.g., a special protection zone) in areas that drain toward any intake structure associated with the County's sensitive domestic water supply drainages, requiring specific development and performance measures to protect water quality and balance property owners' ability to use their land, and stipulating that discretionary projects must be located outside of the project buffer where this is feasible. (A; CDPD)

Action Item CON WR-4: Implement countywide watershed monitoring program to assess the health of the County's watersheds and track the effectiveness of management activities and related restoration efforts. Information from the monitoring program should be used to inform the development of basin-level watershed management plans as well as focused sub-basin (drainage-level) implementation strategies intended to address targeted water resource problems and facilitate restoration opportunities. Over time, the monitoring data will be used to develop overall watershed health indicators, and as a basis of employing adaptive watershed management planning. (B; CDPD; WICC)

Action Item CON WR-5: Identify, map, and disseminate information on groundwater recharge areas to the extent feasible, and provide educational materials and resource information on ways of reducing and limiting the development of non-pervious surfaces in those areas. (A; PW/Flood Control; CDPD)

Action Item CON WR-6: Establish and disseminate standards for well pump testing and include as a condition of discretionary projects. (A; DEM; PW; CDPD)

Action Item CON WR-7: The County, in cooperation with local municipalities and districts, shall perform surface water and groundwater resources studies and analyses, and work towards the development and



implementation of an integrated water resources management plan (IRWMP) that covers the entirety of Napa County and addresses local and state water resource goals, including the identification of surface water protection and restoration projects, establishment of countywide groundwater management objectives and programs for the purpose of meeting those objectives, funding and implementation. (B; CDPD; PW; DEM; FCWCD)

Action Item CON WR-8: The County shall monitor groundwater and interrelated surface water resources, using County-owned monitoring wells and stream and precipitation gauges, data obtained from private property owners on a voluntary basis, data obtained via conditions of approval associated with discretionary projects, data from the State Department of Water Resources, other agencies and organizations. Monitoring data shall be used to determine baseline water quality conditions, track groundwater levels, and identify where problems may exist. Where there is a demonstrated need for additional management actions to address groundwater problems, the County shall work collaboratively with property owners and other stakeholders to prepare a plan for managing groundwater supplies pursuant to State Water Code Sections 10750-10755.4 or other applicable legal authorities. [Implements Policy 57 and 64]. (Ongoing; PW; DEM; CDPD)

Action Item CON WR-9: The County shall adopt a Water-Efficient Landscape Ordinance for multi-family residential, industrial, and commercial developments regarding the use of water-efficient landscaping consistent with AB 325. (A; CDPD; PW)

Action Item CON WR-9.5: The County shall work with the SWRCB, DWR, DPH, CalEPA, and applicable County and City agencies to seek and secure funding sources for the County to develop and expand its groundwater monitoring and assessment and undertake community-based planning efforts aimed at developing necessary management programs and enhancements. (Ongoing; CDPD; CIA; CEO)

Action Item CON CPSP-1: The County shall develop a greenhouse gas (GHG) emissions inventory measuring baseline levels of GHGs emitted by County operations through the use of electricity, natural gas, fossil fuels in fleet vehicles and County staff commute trips, and establish reduction targets. (Ongoing; PW)

Action Item CON CPSP-2: The County shall conduct a GHG emission inventory analysis of all major emission sources in the County by the year 2008 in a manner consistent with Assembly Bill 32, and then seek reductions such that emissions are equivalent to year 1990 levels by the year 2020. Development of a reduction plan shall include consideration of a “green building” ordinance and other mechanisms that are shown to be effective at reducing emissions. (2008; PW; DEM; CDPD)

Action Item CON CPSP-3: The County shall conduct an audit within the next five years of County facilities to evaluate energy use, the effectiveness of water conservation measures, production of GHGs, use of recycled and renewable products and indoor air quality to develop recommendations for performance improvement or mitigation. The County shall update the audit periodically and review progress towards implementation of its recommendations. (A; PW)

Action Item CON CPSP-4: The County shall map Napa County’s biomass, wind, geothermal, solar photovoltaic, solar thermal, biofuel, landfill gas, and other potential renewable energy sources and partner with other organizations and industry to disseminate information about the potential for local energy generation. (B; PW; CDPD; DEM)



Action Item CON CPSP-5: The County shall quantify increases in locally generated energy between 2000 and 2010, and establish annual numeric targets for local production of “clean” (i.e., minimal GHG production) energy by renewable sources, including solar, wind, biofuels, waste, and geothermal. (2010; PW; CDPD; DEM)

Action Item CON CPSP-6: The County shall periodically review and update the County Code to be consistent with requirements of CARB and the BAAQMD. (Ongoing; PW; CDPD; DEM)

ECONOMIC DEVELOPMENT ELEMENT

Action Item E-13.1: The County Board of Supervisors will be provided with periodic updates on the state of the County’s economy, in order to more effectively utilize County resources to promote countywide economic health. (Ongoing; CIA; WIB)

RECREATION AND OPEN SPACE ELEMENT

Action Item ROS-1.1: In cooperation with other public agencies and, in particular with the Napa County Regional Park and Open Space District, maintain a comprehensive inventory of public lands, including their existing and potential resource and recreational values. (Ongoing; POS District)

Action Item ROS-1.2: Modify the Zoning Ordinance as necessary to reflect the policies included in this Element and provide the appropriate level of review of proposed improvements and activities. (A; CDPD; POS)

Action Item ROS-12.1: In partnership with the Napa County Regional Parks and Open Space District, establish numeric objectives for increased off-street trails and acreage of dedicated open space accessible to the public. (A; POS; PW; CDPD)

Action Item ROS-2.1: Support the Napa County Regional Park and Open Space District in developing, and updating at appropriate intervals, a new park and recreation master plan that identifies priorities, implementation strategies, and funding needs. (A; POS; PW; CDPD)

Action Item ROS-2.2: Support sufficient and stable funding for the Napa County Regional Park and Open Space District. (Ongoing; POS)

Action Item ROS-2.3: Investigate and, where feasible, transfer the ownership and/or operation of existing County park facilities to the Napa County Regional Park and Open Space District. (Ongoing; PW; POS)

Action Item ROS-2.4: Support the Napa County Regional Park and Open Space District in obtaining state, federal, and foundation grants, using methods such as preparing and adopting local plans and policies which may be required by various grant programs, and providing required local matching funds. (Ongoing; POS)

SAFETY ELEMENT

Action Item SAF-2.1: Participate in local, regional, and state education programs regarding fire, flood, and geologic hazards. (B; CDPD; PW; FC&WCD)

Action Item SAF-8.1: The County’s seismic fault maps shall be reviewed regularly to ensure that they reflect the latest information available. (B; CDPD; PW)



GENERAL PLAN IMPLEMENTATION

Action Item SAF-8.2: Updated maps should be made available to the public at County offices, on the County's Web site, and through other appropriate channels. (Ongoing; CDPD; CalFire; Emergency Services staff; ITS)

Action Item SAF-16.1: Develop site criteria and construction standards for development in high fire hazard areas, and adopt standards to restrict urbanizing these areas as defined in the AG/LU-27 unless adequate fire services are provided. (Ongoing; CDPD; CalFire)

Action Item SAF-16.2: Continue to implement "Napa Firewise" through information and education programs, community outreach, and fuel modification. (Ongoing; CalFire; CDPD)

Action Item SAF-19.1: The County will work with CalFire to develop improved methods of fire planning and firefighting for use in Napa County. (A; CalFire; Emergency Services staff)

Action Item SAF-31.1: The County shall require written confirmation from applicable local, regional, state, and federal agencies that known contaminated sites have been deemed remediated to a level appropriate for land uses proposed prior to the County approving site development or provide an approved remediation plan that demonstrates how contamination will be remediated prior to site occupancy. This documentation will specify the extent of development allowed on the remediated site as well as any special conditions and/or restrictions on future land uses. (Ongoing; DEM; PW; CDPD)

Action Item SAF-38.1: Provide staffing and other resources as necessary to regularly update and implement the Napa Operational Area Hazard Mitigation Plan (NOAHMP). Consider new information regarding climate change and the expected severity and/or frequency of weather events in updates to the NOAHMP. (Ongoing; Emergency Services staff)

CONCLUSION

Implementation of any policy document like a General Plan will take careful consideration over many years. In addition to supporting the pursuit of Action Items listed above, County decision-makers will implement this plan each time they adopt an ordinance or authorize a capital expenditure. When taking these actions, County decision-makers must affirmatively find them to be consistent with the General Plan. In this way, the General Plan will be implemented by a series of incremental decisions informed by its goals and policies.

Like the "Precautionary Principle" (*see Public Comment Letter Number 3, from the Napa County Green Party in the Final Environmental Impact Report*) whereby there is a careful assessment of potential consequences and alternatives preceding every action, individual decisions will be scrutinized for their potential impacts and their consistency with this Plan.

In addition, the Plan itself is likely to require changes over time and careful monitoring. By adopting an "adaptive management" approach, the Plan assumes that as technological advances occur and as conditions on the ground change, the County's policy framework should change accordingly. Thus, General Plan amendments—while never a simple or common occurrence—should be expected from time to time.



LEGEND:

County Departments:

CDPD = Conservation, Development and Planning Department

PW = Public Works

DEM = Environmental Management

CIA = Community & Intergovernmental Affairs

CEO = County Executive Office

Affiliated Public Entities:

CalFire = Fire Department

NCTPA = Napa County Transportation and Planning Agency

WICC = Watershed Information & Conservancy Center

POS = Parks and Open Space District

FCWCD = Flood Control and Water Conservation District

WIB = Workforce Investment Board

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GLOSSARY

This Glossary provides definitions of selected terms used in the Napa County General Plan. These definitions are provided for the reader's information and to assist in the interpretation of goals and policies in this General Plan. Where specific words are defined by policy in this Plan, the definition established by policy has precedence over the definitions below.

The definitions shown in this Glossary shall not be interpreted as establishing policies, standards, thresholds, or guidelines.



affordable (housing) – As defined by federal guidelines, housing is affordable if the household spends less than 30% of its total gross income on housing costs. Housing affordability is directly related to household income. *See also the related topic, **workforce housing**.*

agriculture – The following definition of agriculture has been established by policy in the Agricultural Preservation and Land Use Element of this General Plan:

“Agriculture” is defined as the raising of crops, trees, and livestock; the production and processing of agricultural products; and related marketing, sales, and other accessory uses. Agriculture also includes farm management businesses and farm worker housing. *See Policy AG/LU-2 in the Agricultural Preservation and Land Use Element.*

appellation – Officially known as “American Viticultural Areas,” appellations are areas designated by the federal Alcohol and Tobacco Tax and Trade Bureau (TTB). Areas within an appellation or AVA have the same climate, soil, and elevation and similar properties that give wine produced from grapes grown in the area a certain characteristic. The officially designated AVA “districts” in Napa County are: Atlas Peak, Chiles Valley, Diamond Mountain, Howell Mountain, Los Carneros*, Mount Veeder, Oak Knoll, Oakville, Rutherford, Spring Mountain, St. Helena, Stags Leap, Wild Horse Valley*, and Yountville. The entire county is in the “Napa Valley” appellation. (* – Portions of these districts are outside of Napa County.)

Baseline Data Report (BDR) – A compilation of information about natural and manmade features in Napa County, first published by the County of Napa in 2005. The BDR is available as a printed volume, in digital format, and on the County's Web site (www.co.napa.ca.us).

BMP or BMPs (Best Management Practices) – The best available technologies, techniques, etc., to reduce the potential impacts of development or operation of a project on the environment. BMPs are typically referred to in relation to reducing erosion, drainage, and air and water pollution.

California Ambient Air Quality Standards (CAAQS) – Established by state law, these standards specify the standards for the purity of outdoor air, as measured by the concentration of ten pollutants: particulate matter (very fine dust), ozone, nitrogen dioxide, sulfates, carbon monoxide, sulfur dioxide, visibility reducing particles, lead, hydrogen sulfide, and vinyl chloride. *See also **National Ambient Air Quality Standards (NAAQS)**.*

California Environmental Quality Act (CEQA) – A state law requiring state and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and



certified as to its adequacy before action can be taken on the proposed project. General Plans require the preparation of a “program EIR.”

CDPD – The Napa County Department of Conservation, Development and Planning, the County department charged with administering the County’s planning and land use development program and building inspection activities in the unincorporated areas of Napa County. The department is composed of three divisions: Conservation, Planning, and Building Inspection.

CNEL or L_{dn} – Community Noise Equivalent Level is a weighted average of the noise level at a given location over a 24-hour period, in which more weight is given to noise during nighttime and early morning hours. L_{dn} is a similar 24-hour average, calculated slightly differently. Both are commonly used to characterize the noise environment at a given location, usually to determine whether “noise sensitive” uses such as homes will be subject to unacceptable levels of noise.

conjunctive use – In the context of surface water/groundwater, conjunctive use is a program where surface water supplies are used during times when sufficient surface water is available to meet all water demands (generally the wetter years) and groundwater supplies are used instead of surface water supplies to meet some or all water demands during times when surface water supplies are not sufficient to meet all demands (generally drier years).

cultural landscape – A significant, historical landscape meeting criteria for listing on the National Register of Historic Places pursuant to guidance provided by the National Park Service and the U.S. Secretary of the Interior.

dBA – The “A-weighted” scale for measuring sound in decibels; adjusts the effects of low and high frequencies in order to simulate human hearing.

discretionary – An action taken by a governmental agency that calls for the exercise of judgment in deciding whether to approve and/or how to carry out a project.

Environmental Impact Report (EIR) – A report required by the California Environmental Quality Act (CEQA) which assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action or project. *See California Environmental Quality Act (CEQA).*

farm management – Operation, maintenance, and storage of farm machinery and supplies used exclusively for agricultural cultivation, as defined by Section 18.08.040 of County Code.

floodplain – The area in which floodwaters spread out, but are not actively flowing. *See also floodway.*

floodway – The area or channel in which floodwaters are actively flowing. *See also floodplain.*

global climate change – The term for changes in the earth’s climate attributed to a buildup of greenhouse gases, primarily resulting from the burning of fossil fuels such as coal and oil.

greenhouse gases – Gases which cause heat to be trapped in the atmosphere, warming the earth. Greenhouse gases are necessary to keep the earth warm, but increasing concentrations of these gases are implicated in **global climate change**. Greenhouse gases include in the order of relative abundance water



vapor, carbon dioxide, methane, nitrous oxide, and ozone. The majority of greenhouse gases come from natural sources, although human activity is also a major contributor.

habitats/communities of limited distribution – Natural communities in the County that are considered sensitive due to the limited local distribution, encompass less than 500 acres of cover within the County, and are considered by local biological experts to be worthy of conservation. The following six communities are examples of the rarest biotic communities meeting the 500-acre threshold: native grassland (perennial grassland, bunch grass); tanbark oak alliance; Brewer willow alliance; ponderosa pine alliance; riverine, lacustrine, and tidal mudflats; and wet meadow grasses super alliance.

headwater channels – Drainage channels located in relatively steep terrain (i.e., >8% slope). These channels have generally been delineated in the Napa River “Limiting Factors Analysis” (Stillwater Sciences and Dietrich, 2002, and also by Dietrich, W.E. et al., 2004. The use of Airborne Laser Swath Mapping Data in Watershed Analysis to Guide Restoration Priorities: the Napa River Watershed Study. Eos Transactions of the American Geophysical Union 85(47), Fall Meeting Supplement, Abstract G11B-06).

integrity – In the context of historical structures, this generally refers to how closely a building, place, or property matches its original condition. As defined by the National Park Service, “integrity” is measured for seven aspects or qualities: location, design, setting, materials, workmanship, feeling, and association. *For more information: www.nps.gov*

intermittent stream – A stream that carries water a considerable portion of the time, but that ceases to flow occasionally or seasonally because bed seepage and evapotranspiration exceed the available water supply.

invasive species – Non-native species (e.g., plants or animals) that adversely affect the habitats they invade economically, environmentally, or ecologically.

LEED – Leadership in Energy and Environmental Design, a standard established by the U.S. Green Building Council.

Local Agency Formation Commission (LAFCO) – The Local Agency Formation Commission (LAFCO) is responsible for administering California Government Code Section 56000 et seq., which is also known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. The state charges LAFCO with encouraging orderly formation and development of local agencies in a manner that preserves agricultural and open space lands, promotes the efficient extension of municipal services, and prevents urban sprawl. LAFCO is responsible for municipal service reviews, annexations, and establishment of spheres of influence for each agency under its jurisdiction. In Napa County, the LAFCO consists of two members of the Board of Supervisors, two council members appointed from among the County’s five cities/town, and one member of the public. There are also alternate Board, city, and public members.

Level of Service (LOS) – Generally, a measure of how well (or poorly) traffic is flowing on a roadway or through an intersection. LOS can be measured in different ways, but in general Level of Service is defined as decreasing as congestion or delays increase. The Circulation Element of this General Plan defines the County’s desired LOS standards for traffic on county roads.

Lower Milliken-Sarco-Tulucay Creeks (MST) Area – The study area identified in the U.S. Geological Survey’s Water-Resources Investigations Report 03-4229 (Ground-Water Resources in Lower Milliken-Sarco-Tulucay Creeks Area, Southeastern Napa County, California, 200-2002, Farrar, C. & Metzger, L.).



main basin – A groundwater region that includes the unincorporated areas in the vicinity of Calistoga, St. Helena, Yountville, Napa, and American Canyon (2050 Water Resources Study, West Yost & Assoc. 2005).

Measure A – Voter-approved initiative (1980) which limited housing growth in the unincorporated area to 1 percent per year. Measure A expired in 2000, but was re-adopted by the Board of Supervisors as an ordinance the same year.

Measure J – Measure J, the Agricultural Lands Preservation Initiative, enacted by a vote of the people on November 6, 1990, is intended to preserve the County’s agricultural lands, which have a General Plan land use designation of Agricultural Resource (AR) or Agricultural, Watershed and Open Space (AWOS). Measure J provides that until December 31, 2020, the General Plan’s provisions governing maximum building intensity and minimum parcel size may not be changed within agricultural areas to reduce the minimum parcel size, the intent, or maximum building intensity except by vote of the people. In addition, lands designated as “Agricultural Resource” or “Agriculture, Watershed and Open Space” on the Napa County General Plan Land Use Map adopted by the Board of Supervisors on September 8, 1975, as amended through February 1, 1990, may not be re-designated to another land use category except by a majority vote of the people, if the land is annexed to a city, or if it is re-designated by the Board of Supervisors pursuant to procedures set forth in the initiative, and only if certain findings can be made. The General Plan at the time of adoption of Measure J provided for a minimum parcel size of 40 to 160 acres for lands designated “Agriculture, Watershed and Open Space” and a minimum parcel size of 40 acres for lands designated “Agricultural Resource.” Since then, all areas designated as “Agriculture, Watershed and Open Space” have become subject to a minimum parcel size of 160 acres. The language of Measure J was inserted into the General Plan, and therefore will remain intact and in effect as part of the updated General Plan unless it is changed by the voters or by the Board of Supervisors following Measure J’s expiration on December 31, 2020.

Milliken-Sarco-Tulocay – *See MST.*

ministerial (administrative) decision – An action taken by a governmental agency that follows established procedures and rules and does not call for the exercise of judgment in deciding whether to approve a project.

MST – Abbreviation for Milliken-Sarco-Tulocay, a groundwater basin in Napa County. The MST has been designated as “groundwater deficient,” meaning that a shortage of groundwater has been created by excessive withdrawals.

National Ambient Air Quality Standards (NAAQS) – Established by the US Environmental Protection Agency, these standards specify the standards for the purity of outdoor air, as measured by the concentration of six pollutants: ozone, particulate matter (very fine dust), carbon monoxide, sulfur dioxide, nitrogen oxides, and lead. *See also California Ambient Air Quality Standards (CAAQS).*

National Register of Historic Places – The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation’s history or whose artistic or architectural value is unique.

Napa County League of Governments (NCLOG) – NCLOG was established in early 2002, with participation from the five cities and town and the County of Napa. NCLOG’s purpose is to address issues



of common concern across all jurisdictions, including transportation, housing, economic growth, agricultural preservation, environmental protection, and social equity.¹

Napa County Transportation and Planning Agency (NCTPA) – NCTPA was formed in 1998 as a joint effort by the cities of American Canyon, Calistoga, Napa, and St. Helena, the town of Yountville, and the County of Napa. NCTPA serves as the countywide transportation planning agency. NCTPA operates the VINE, the Napa area’s bus system. NCTPA also oversees the planning and funding of paratransit (transportation for special needs and disabled riders), improvement of highways, streets and roads, and bicycle facilities. As the program manager for the Transportation Fund for Air Quality, the NCTPA helps promote air quality in the Napa region. The NCTPA also works with the Metropolitan Transportation Commission to coordinate funds from the Transportation Development Act (TDA) for transit, paratransit, streets and roads, and bicycle projects. Additionally, NCTPA serves as the Abandoned Vehicle Abatement Authority for the allocation of funds derived from vehicle registration fees.²

perennial stream – A stream that contains water at all times except during extreme drought (e.g., multiple dry years).

property rights – With no intent either to limit existing rights or to create new rights, “property rights” as used in this General Plan means all the rights customarily and traditionally residing in ownership of real property, including the exclusive right to possess, occupy, use, and enjoy the property and the water, mineral, and other resources on, under, and over the surface thereof, to control the use of the property and to exclude others from it, to protect the property from damage and from pollution, to farm the property and otherwise improve it, to benefit economically from the property and its improvements, and to temporarily or permanently transfer, encumber, assign, or alienate or otherwise dispose of certain of those rights through bequest, sale, mortgage, lease, deed, easement, or otherwise.

Right to Farm – As used in this General Plan, refers to the concept that conduct of agricultural operations takes precedence over the need to prevent agricultural operations from negatively affecting nearby non-agricultural users.

riparian woodland – A linear association of trees and associated understory vegetation commonly occurring adjacent to or within streams and watercourses.

Rural Urban Limit (RUL) – RUL is a term used locally in Napa County to denote a city’s growth boundary. The City of Napa has had a voter-approved RUL for many years. The City of Napa has had an RUL since 1975. The City’s RUL was adopted by the voters in 1999 such that it cannot be changed without voter approval. Nonetheless, LAFCO considers each jurisdiction’s general plans and therefore any locally adopted RUL when it reviews each agency’s SOI.

Regional Water Quality Control Board (RWQCB) – A state agency. Napa County is under the jurisdiction of the San Francisco RWQCB.

Secretary of the Interior’s Standards – Standards created by the National Park Service for work involving historic structures. The standards are “are intended to promote responsible preservation practices that help

¹ Source: NCLOG Web site

² Source: NCTPA Web site



protect our Nation's irreplaceable cultural resources" (*source: National Park Service*). Standards are provided for four types of treatment for historic buildings: preservation, rehabilitation, restoration, and reconstruction. *For more info, see www.nps.gov*

sensitive biotic communities – Natural plant communities that are designated sensitive by the California Department of Fish and Game and identified in the California Natural Diversity Database (CNDDDB) and are significant because of their rarity, high biological diversity, and/or susceptibility to disturbance or destruction. (Also see habitats/communities of limited distribution.)

sensitive domestic water supply drainage – Any of the drainages depicted on the Sensitive Domestic Water Supply Drainages Map(s) maintained by the County and hereafter modified from time to time as necessary by the Planning Director, as noted under 18.108.030 of the County Code. *See also **municipal water supply reservoirs**.*

sensitive natural communities – Biotic communities in Napa County considered sensitive by the California Department of Fish and Game and designated in the California Natural Diversity Database (CNDDDB) because of their rarity, high biological diversity, and/or susceptibility to disturbance or destruction. Twenty-three sensitive natural communities are currently known to exist in Napa County and are listed on page 4.5-8 of the DEIR.

special-status species – Plants and animals that are legally protected under the federal Endangered Species Act (ESA), the California Endangered Species Act (CESA), or other federal, state, or local regulations, or are considered sufficiently rare by the scientific community to qualify for such protection pursuant to the definition provided in Section 15380 of the State CEQA Guidelines.

sphere of influence (SOI) – California Government Code Section 56076 defines a sphere of influence (SOI) as “a plan for the probable physical boundaries and service area of a local agency, as determined by [LAFCO].” LAFCO establishes, amends, and reviews spheres to indicate to local agencies and property owners that, at some future date, a particular area will likely be induced within a jurisdiction or service area. LAFCO is required to review each agency's SOI every five years.

Total Maximum Daily Load (TMDL) – A measure of the amount of contaminants in water. TMDL is used to measure and set targets for water quality. The San Francisco Regional Water Quality Control Board has established TMDL targets for the Napa River.

urban bubble – Informal term used to describe areas in Napa County that are designated Rural Residential or Urban Residential on the County's official Land Use Map.

urbanized areas – All areas shown on the Land Use Map in the Agricultural Preservation and Land Use Element which are designated residential, commercial, industrial, or public-institutional, as well as the incorporated cities and town.

viewshed – The area which can be seen (or “viewed”) from a designated roadway or vantage point. (Viewshed is also defined in Section 18.106 of the Napa County Code.)

viticulture – The cultivation or culture of grapes, especially for wine-making.

Vehicle Miles Traveled (VMT) – The total number of miles traveled by vehicles in a given time period (usually one day). For instance, 100 vehicles driving 20 miles each in one day would generate 2,000 VMT



(100 x 20 = 2,000). VMT does not measure traffic congestion (see **Level of Service**), but is an indicator of how much vehicle use is occurring and how far people travel to home, work, shopping, and other destinations. Because VMT measures total vehicle use, it is also commonly used to estimate the amount of air pollution created by cars and trucks.

Williamson Act, Williamson Act Program – The California Land Conservation Act of 1965—commonly referred to as the Williamson Act—which enables local governments to enter into contracts with private landowners for the purpose of restricting specific parcels of land to agricultural or related open space use. In return for maintaining agricultural uses, landowners receive property tax assessments which are much lower than normal because they are based upon farming and open space uses as opposed to full market value. Local governments receive an annual subvention of forgone property tax revenues from the state via the Open Space Subvention Act of 1971. (Source: State of California Division of Land Resource Protection)

workforce housing – Housing targeted for local workers. *See also affordable (housing).*



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ACKNOWLEDGEMENTS

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