

3.1 INTRODUCTION

The proposed project is the adoption and implementation of an updated General Plan for unincorporated Napa County (i.e. technically a General Plan amendment). The updated Napa County General Plan would replace the existing General Plan that was last comprehensively updated in 1983.

The purpose of a community's General Plan is to function as a "constitution" for land use planning and to provide a basis for sound decisions regarding long-term physical development. The General Plan expresses the community's development goals and establishes public policy relative to the distribution of future land uses, both public and private. The General Plan also provides the bridge between community values, visions and objectives, and physical decisions such as housing, public works projects and growth management. The General Plan must cover a local jurisdiction's entire planning area, and address the broad range of issues associated with its development.

This update is intended to address current and projected environmental and socioeconomic conditions of Napa County, incorporating local concerns and policy direction from the Napa County Board of Supervisors. The updated Plan is being developed with the assistance of a 21-member steering committee appointed for this purpose by the Board of Supervisors, and will be reviewed by the Napa County Planning Commission prior to consideration by the Board.

3.2 REGIONAL LOCATION AND DESCRIPTION OF NAPA COUNTY

Napa County is located in northern California, bordered by Lake County to the north; Solano County and San Pablo Bay to the south, Yolo County to the east and Sonoma County to the west (see **Figure 3.0-1**). The County is one of nine counties located in the San Francisco Bay Area. The major urbanized cities of San Francisco and Oakland lie to the southwest of Napa County.

Napa County is known worldwide as a premier wine grape region. The County is dominated by vineyards and open space, with few developed communities in the unincorporated areas. There are five incorporated cities (see **Figure 3.0-2**). The primary land use of unincorporated Napa County is agriculture. While other Bay Area counties have experienced growth through the 1970s, '80s, and '90s, Napa County has preserved its agricultural lands and today has a residential population smaller than most Bay Area cities and towns. Non-agricultural land uses in the County generally consist of residential, commercial, office, recreational and public uses, mostly concentrated within and adjacent to the incorporated cities of American Canyon, Calistoga, Napa, St. Helena and Town of Yountville. Other major land entities in the County include Lake Berryessa, which is owned and managed by the Bureau of Reclamation. The existing Napa County General Plan, Zoning Code, and other implementing ordinances currently guide the land uses in the unincorporated County. The reader is referred to Section 4.2 (Land Use) for a description of land use and applicable land use plans in the County.

State Route 29 (SR 29), running north to south, bisects the Napa Valley floor and forms the backbone of access into and from Napa County from the City of Vallejo and the Interstate 80 corridor. Other major highways are State Route 12 (Jamieson Canyon) running east-west from Sonoma County to Solano County and the Silverado Trail, which runs parallel to SR 29 to the east. Other north-south arterials include; Soscol Avenue, through the City of Napa, State Route 121 and the Napa-Vallejo Highway (State Route 221). Other east-west arterials include American Canyon Road, Coombsville Road, Petrified Forest Road, Rutherford Cross Road, Deer Park Road,

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Tubbs Lane, Yountville Cross Road, Oakville Cross Road, Oak Knoll Avenue, Browns Valley Road, Imola Avenue and Trancas Street.

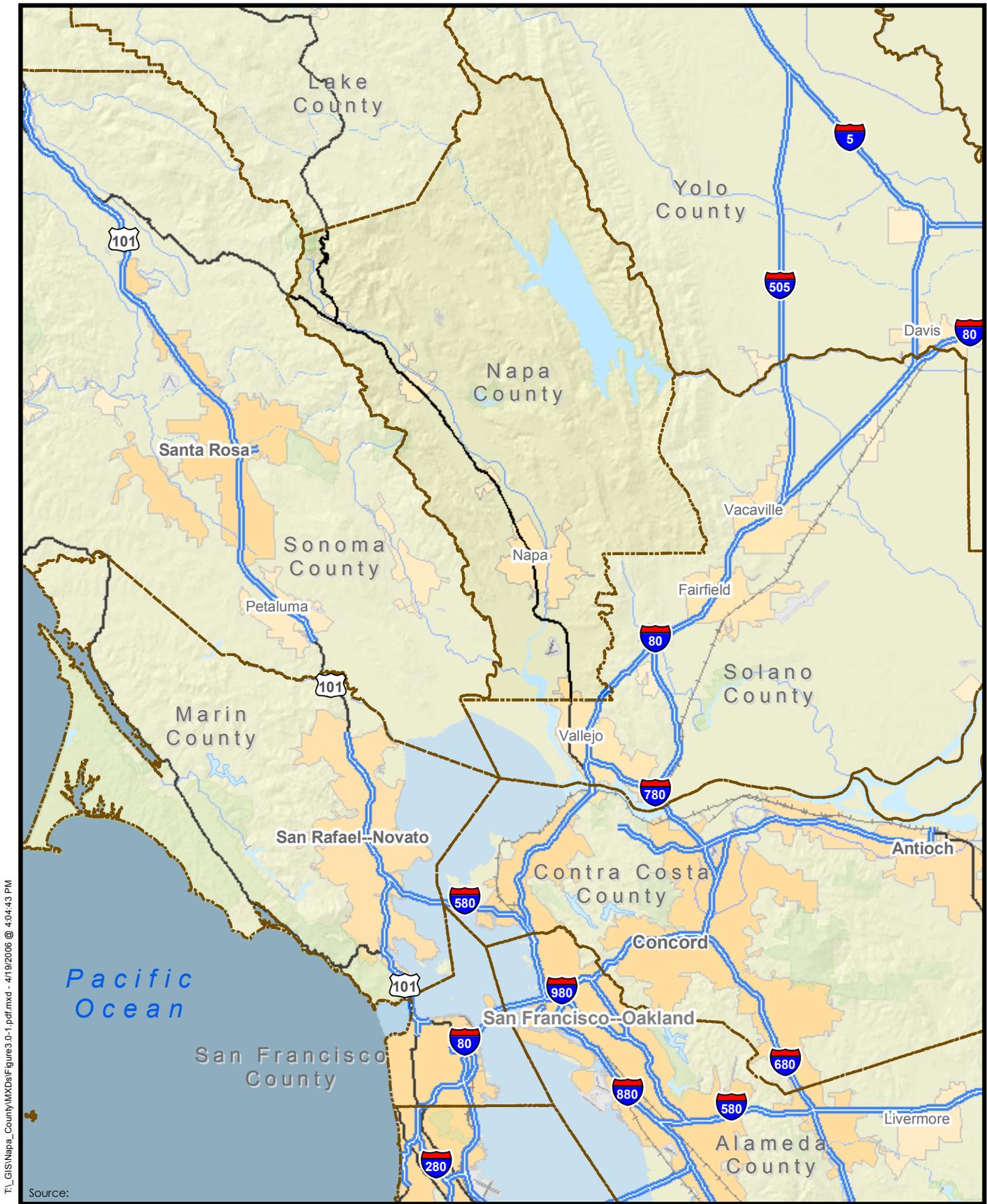
Napa County's main airport (Napa County Airport) is located in the southern part of the County. Napa Valley Corporate Park is located just north of the airport with the Gateway Project located along the entrance road to the airport. Angwin's Virgil O. Parrett Field is located in the hills east of Napa Valley. It is owned and operated by the Pacific Union College.

PHYSICAL FEATURES

The County consists of approximately 793 square miles (507,438 acres) including the incorporated cities and surface area of Lake Berryessa. The drainage network is shaped by a series of northwest-south-southeast trending mountain ranges and intervening valleys that form three hydrologically discrete watersheds: The Napa River, Putah Creek/Lake Berryessa, and Suisun Creek watersheds. Water bodies include Lake Berryessa, Lake Hennessey, the Napa River, and associated tributaries to the Napa River (e.g., Conn Creek, Rector Creek, and Milliken Creek). There are varying topographic conditions (Mayacamas Mountains, Blue Ridge and Vaca Mountains) and vegetation communities consisting in part of valley oak woodland, annual grassland, valley foothill riparian and agricultural lands. Evergreen and coniferous forest can be found predominantly in the mountains west and east of the northern portion of Napa Valley. The reader is referred to Section 4.1 (Agriculture) for information regarding agricultural resources in the County, and Section 4.5 (Biological Resources) for information regarding biological resources in the County.

The unincorporated portion of Napa County represents the County's jurisdictional area, and consists of approximately 479,000 acres, or approximately 95.9 percent (including 40,307 acres of State lands and 62,865 acres of federal land) of the total acreage of the County (see **Figure 4.2-1**). In 2005, agricultural land comprised approximately 51,000 acres of active vineyards, with smaller areas of crops and orchards and approximately 53,800 acres of grazing land.

Elevations in the County range from approximately sea level at the south end of the Napa Valley to approximately 4,339 feet mean sea level (msl) at Mt. St. Helena. General geographic boundaries of the County include the Knoxville and Livermore Ranch Areas to the north, the Western Mountains (also referred to as Macaymas Mountains) to the west, the Berryessa Area to the east and the Napa River Marshes to the south. The combination of physiography, soils, and climate has helped give rise to the production of premium wine grapes and other agricultural products.



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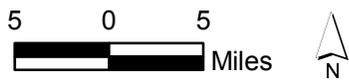


FIGURE 3.0-1
REGIONAL LOCATION MAP

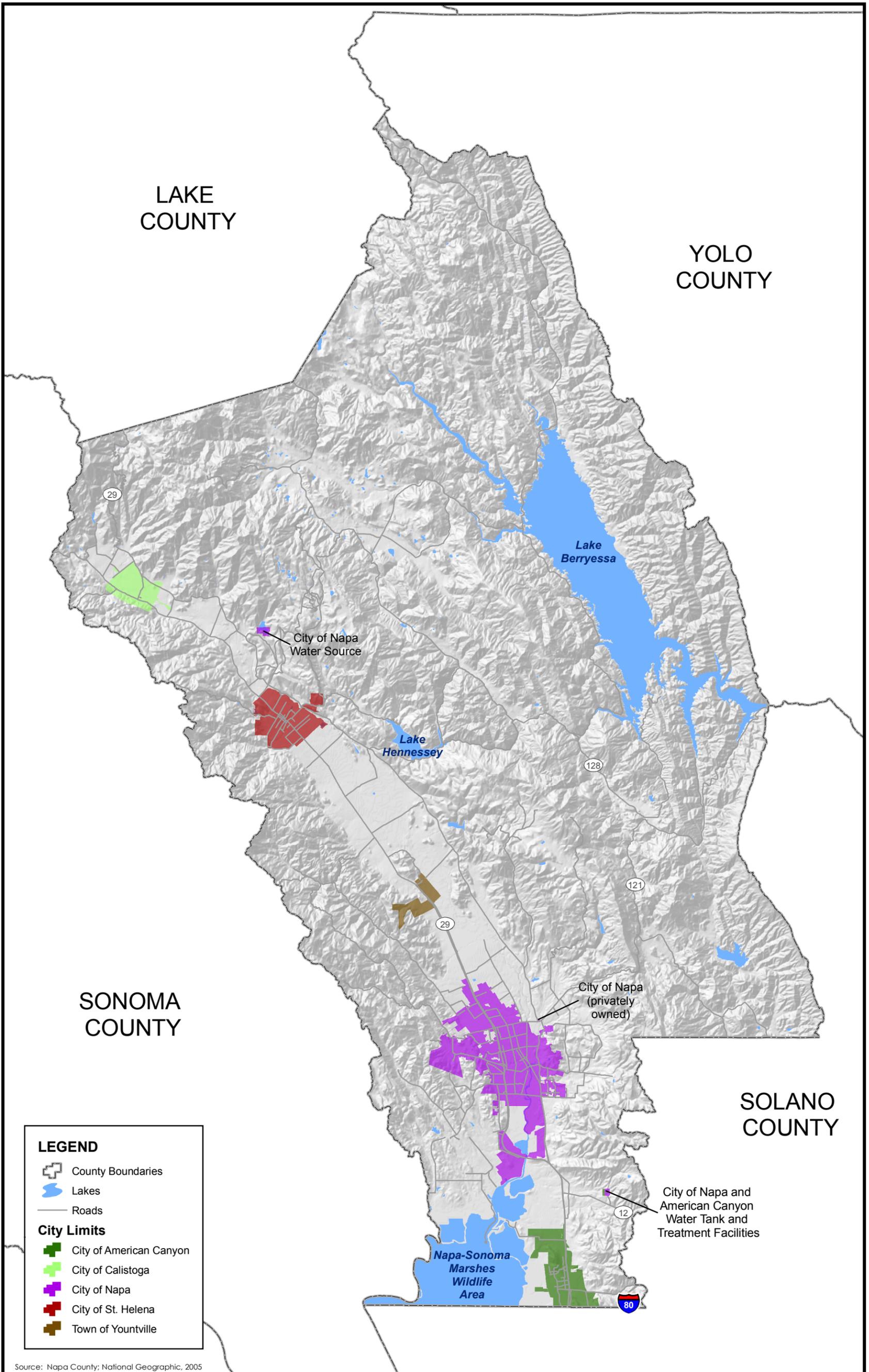


FIGURE 3.0-2
PROJECT LOCATION MAP



AREAS UNDER THE JURISDICTION OF OTHER AGENCIES

Areas that are controlled by agencies other than the County are not generally subject to the provisions in the County General Plan. These areas typically have their own distinct planning process and land use guidelines/policies. In Napa County, the five incorporated cities and town (Napa, St. Helena, American Canyon, Yountville, and Calistoga) are separate jurisdictions, as is the Lake Berryessa Recreation Area, which is under federal jurisdiction. Other areas under jurisdiction of outside agencies include the Napa State Mental Hospital, Yountville Veteran's Home, and the Napa Valley Community College. The City of Vallejo and other State and federal agencies also control property within the boundaries of the County. Of the total County area (507,438 acres), an estimated 118,000 acres or about 23% is under the control of local (non-County), state, or federal agencies.

3.3 BACKGROUND AND HISTORY OF THE GENERAL PLAN PROCESS

Long-range land use planning in Napa County commenced in 1954 with the adoption of the first County General Plan which covered the unincorporated area as well as all the then existing cities, and resulted in the adoption of the County's first zoning ordinance in 1955. In 1968, the County created the Napa Valley Agricultural Preserve, which reflected the importance in Napa County of preserving prime agricultural areas. During the period of 1973 to 1983 additional elements were adopted and updated individually as needed and to establish consistency between current zoning requirements with the newly adopted elements. Since the last comprehensive update in 1983, the following major amendments to the existing General Plan have been adopted:

- Napa County Airport Industrial Area Specific Plan (1986)
- Napa County Transportation Development Plan (5/8/90)
- School Facilities Element (Amended thru March 1, 1994)
- Growth Management Systems Element – also referred to as Measure “A” or the “Housing Allocation Program” (Amended in October 2004)
- Amendments to the Land Use map to reflect new city limits of American Canyon (10/13/98)
- Housing Element Update (10/26/04)

VOTER INITIATIVES, EXTERNAL EVENTS, & ORDINANCES AFFECTING THE GENERAL PLAN

The following initiatives, events, and ordinances have helped to shape the General Plan and County policies affecting growth and development in the unincorporated County since 1983.

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

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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.

Measure A (Growth Control Measure)

Voters adopted the Napa County Slow Growth Initiative Measure A on November 4, 1980. This initiative called for a slow growth general plan, reduction of costly urban sprawl, and the preservation of the County's unique character and agricultural lands. Its passage resulted in the development of the Growth Management System Element of the current Napa County General Plan (now proposed for inclusion in the Agricultural Preservation & Land Use Element) Measure A expired in December 2000; however, the Napa County Board of Supervisors reaffirmed the policies of Measure A through adoption of a Housing Allocation Program (Ordinance No. 1178) on November 28, 2000. The Napa County Code states that the annual number of new housing units in the unincorporated area of the County of Napa through December 31, 2020, shall be allocated so as to allow an annual population growth rate that shall not exceed the population growth rate of the nine Bay Area counties, and that in no event, shall that rate be greater than 1%. Some categories of units are grandfathered or exempted from this calculation.

American Canyon Incorporation

The City of American Canyon was incorporated in 1992 and is located at the southern end of Napa County. It is the goal of the City, pursuant to its General Plan, to accommodate a sufficient range of uses to support the needs of a growing residential population. American Canyon recently annexed 350 acres of industrially-zoned property on the north side of Green Island Road.

Winery Definition Ordinance

In 1990 Napa County adopted a Winery Definition Ordinance ("WDO"), which requires a Use Permit be approved for any new winery. The minimum parcel size for a winery was set at 10 acres (except for wineries that pre-dated the WDO, which have a one-acre minimum). This ordinance also requires that wines produced within agricultural areas use at least 75% Napa grapes, limits marketing activities (except for pre-WDO wineries), and establishes other permitted characteristics of new wineries.

Conservation Regulations

In 1991, Napa County enacted "Conservation Regulations" to address erosion control, stream setbacks, and related issues. These regulations were intended to ensure the continued long-term viability of County agricultural resources by protecting County lands from excessive soil loss, which if unprotected could threaten local water quality and quantity and lead ultimately to loss of economic productivity. In general, the Conservation Regulations establish a process for review of earthmoving activities associated with agricultural and structural projects on slopes of between 5 and 30 percent County-wide. Amendments since 1991 have added requirements within sensitive domestic watersheds.

2004 Housing Element/Housing Agreements

The most recent update of the Housing Element was prepared in September 2004. The update focused on housing needs through June 2007, in accordance with the Housing Element planning period for San Francisco Bay Area jurisdictions established by state law. The intent of the Housing Element is to set forth a five-year housing program that maximizes the limited opportunities for new housing construction in the unincorporated area of the County while developing the capacity for assisting in the affordability, maintenance and rehabilitation of the existing housing stock.

After two years of negotiations, the County entered into memorandums of understanding with the cities of Napa and American Canyon for the transfer of a portion of the County's Regional Housing Needs Allocation to each of the cities in exchange for financial or other considerations. These agreements preserve the community-wide goals of preserving and protecting Napa County's agricultural land by guiding urban growth into the urban areas where sufficient community facilities and essential public services exist. These agreements represent effective cooperation among the two cities and Napa County and may serve as a model for other communities around the state.

BASELINE DATA REPORT

The need for up-to-date, well-organized and accessible baseline data for the County was recognized in late 2001. With development and land use conversions in the County increasing, there was strong community interest in preparing a program-level environmental impact report to improve overall regional planning, watershed management, and support a comprehensive General Plan Update. In response to these issues and interest, the Napa County Board of Supervisors requested that the Planning Director prepare a framework for initiating development of an EIR. In 2002, County staff began to define an approach to developing an EIR and identify key individuals and groups whose participation would be important for its success. Interviews were conducted with key stakeholder groups and leaders to solicit input on important community issues that would affect the scope and budget of the document ultimately developed.

These discussions identified a need for the County to begin collecting data immediately as part of a Countywide baseline data report (BDR). Establishing such a current and rigorous baseline data record was intended to provide a valid, consistent, and defensible basis for assessing and comparing projects, as well as an updated and advanced mapping database to improve overall regional planning. The BDR program was formally initiated with approval from the Board of Supervisors in late 2003. The BDR was initially completed in 2005 and includes Countywide environmental setting data, detailed GIS mapping and watershed hydrology models that can be used to assess surface water and groundwater conditions. The 2005 BDR serves as a reference document for this EIR, and is envisioned as an evolving data set that will be updated to reflect environmental conditions in the County over time.

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GENERAL PLAN UPDATE

The County Board of Supervisors (BOS) discussed the need to update the County's General Plan at their meeting of October 12, 2004, and determined the need for community input prior to deciding on the scope of the effort and on the best vehicle for public participation in the planning process. As a result, seven public workshops were held at locations throughout the County from January 19, 2005 to April 6, 2005. The result of the seven workshops was a lengthy catalog of issues considered important by meeting participants. The basic direction from the BOS for the General Plan was for an overall update with minimal changes to policy, focusing on bringing the Plan up to date and extending the planning horizon, and broad public involvement.

In July 2005 the County formally commenced the General Plan Update process and associated EIR, which included the establishment of a Steering Committee consisting of 20 members of the community appointed by the Board of Supervisors, and one representative of the incorporated cities appointed by the collective city/town managers. Monthly Steering Committee meetings and numerous public workshops have been held since July 2005 to refine the General Plan Update. The County also reached out to the Hispanic community with intercept interviews of nearly 300 Hispanic residents, specific Hispanic news media and radio outreach, individual contact with 70+ leaders and representatives of the Hispanic community, presentations to community groups, development of Spanish language written materials, staffing of a phone line in Spanish, and creation of a Spanish language website.

CURRENT DEVELOPMENT PROPOSALS POTENTIALLY AFFECTING THE COUNTY

While the General Plan Update is under way, several other major planning activities and development proposals are also in progress in the County. Currently, there are general plan updates being conducted in the incorporated cities of St. Helena and American Canyon, while the City of Calistoga is working on an urban design plan. A Resource Management Plan (and EIS) has been prepared for lands managed by the Bureau of Land Management, and the Bureau of Reclamation recently adopted a Record of Decision (ROD) related to facilities at Lake Berryessa. The Napa County Transportation Planning Agency (NCTPA) had undertaken an update of its Strategic Transportation Plan, and has completed its work on a South Napa County SR 29 Corridor Study.

Within the unincorporated County, a variety of site-specific vineyard development, winery development, and other development proposals are represented by pending applications with the County's Department of Conservation, Development and Planning. In addition, two major projects have been the subject of initial discussions – one on the Napa Pipe property south of the City of Napa, and one on Pacific Union College (PUC) property in Angwin. Neither project has been defined in any detail, however both are expected to include multi-family housing, with an emphasis on "workforce" housing. The owner of the Napa Pipe site has proposed up to 3,800 dwelling units on about 100 acres, plus additional commercial and industrial uses on the remaining 50 acres. The PUC has proposed a much smaller number of dwelling units, with limited neighborhood-serving commercial uses adjacent to the campus. Both proposals would require amendment of the current General Plan and rezoning following detailed environmental review. Public input, agency consultation, and planning reviews are expected to begin during the General Plan Update and to result in modifications to both proposals. In regards to the incorporated cities, two applications for annexation to the City of Napa have been submitted by the Ghisletta family. The first annexation of 12,096 square feet (2093 Penny Lane) was approved by LAFCO in February 2006. The second annexation was for 141.9 acres (four parcels at 2003 Golden Gate) was submitted in August 2006, and will required detailed planning (pre-

zoning, etc.) prior to approval by the City and LAFCO. The City of American Canyon is undertaking a land use planning process (specific plans) for the Oat Hill area and Town Center, as well as development of 429 residential units, a public safety facility, business park, and warehouse. Currently under construction in American Canyon are 959 residential units, a mixed-use commercial center, the Gaia Hotel, the Canyon Corners commercial center and two office developments. The City of Napa is currently planning for a new Soscol Gateway Redevelopment area, and recently approved a master plan for the Gasser parcel.

In November 2006, the voters of Napa County approved the formation of the Napa County Regional Park and Open Space District (the District). The District is governed by a five member Board of Directors, and will be developing specific plans for public open spaces within the County. With limited financial resources, the District is expected to focus their initial efforts on partnerships with other agencies and organizations, and low-cost strategies to increase public access to existing public open spaces. Please see Section 5.2, Cumulative Setting, for further discussion of current development proposals affecting the County and the way these are addressed or incorporated in the cumulative impacts analysis presented in this EIR.

3.4 PROJECT COMPONENTS AND CHARACTERISTICS

The project is adoption and implementation of an updated General Plan for the County with a planning horizon of 2030. The General Plan is the constitution for the community's future. It provides a vision, goals and policies, and various maps/diagrams (in particular the land use and circulation diagrams) to guide the County's decisions regarding land use and growth through 2030.

A draft of the General Plan Update is being circulated for public review concurrent with this Draft EIR and is incorporated herein by reference. Copies are also available on line (www.napacountygeneralplan.com) and at 1195 Third Street, Suite 210, Napa. Envisioned as a 80-90% draft, the current document will certainly change as a result of public input and policy deliberations. In fact, it's expected that all the final details of the General Plan Update will not be known until the planning process is complete at the beginning of 2008. As a result, this EIR assesses several alternatives that have been developed specifically to capture the range of possible outcomes to the planning process. None of the alternatives described here are expected to exactly match the final plan that is adopted, just as none exactly match the draft plan. But collectively, the alternatives have been designed to "bracket" the final plan, providing a conservative examination of the plan's potential direct, indirect, and cumulative impacts. More discussion regarding components of the plan and the EIR alternatives is included below.

OBJECTIVES OF THE PROJECT

The Napa County General Plan is intended to represent the wishes of its residents and decision-makers for the future. Longstanding community values reflected in the plan include agricultural preservation, resource conservation, and urban-centered growth. These values will be perpetuated by the General Plan Update, and will continue to ensure that new housing and commercial enterprises are directed to already developed areas, and that every important land use decision is scrutinized for its potential to affect the quality of life and the environment.

Implementation of the General Plan Update will require that a "balance" is struck between potentially competing interests, and future decision-makers are likely to wrestle with potential trade-offs – e.g., maintaining a growing economy vs. limiting growth. The updated General Plan is intended to provide the policy guidance needed to assist future decision-makers in evaluating these trade-offs and striking the right balance.

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The objectives of updating the General Plan are to:

- Provide a legally adequate General Plan that reflects an updated vision for the County's future and provides a blueprint for future decisions regarding land use and development;
- Protect the County's rural character and maintain the total amount of land designated for agriculture in the County;
- Provide for the use and protection of the County's natural resources;
- Provide incentives to encourage good land stewardship such as a streamlined approval process for environmentally superior projects;
- Accommodate a reasonable amount of growth (i.e. housing and employment), principally within existing developed or "urbanized" areas;
- Identify performance standards and desired improvements for roadways in the County, including areas that currently experience congestion;
- Increase access to public open spaces and publicly owned recreational trails over the next 25 years; and
- Address other issues of concern to the community such as the need for moderate priced "workforce" housing, the needs of an increasingly aging population, incentives for historic preservation, and the effects of global climate change.

ALTERNATIVES DEVELOPMENT

Starting in August 2005, the General Plan Steering Committee began development of a range of alternatives intended to bracket possible outcomes of the planning process that was getting started. With input from the public, the Board of Supervisors and the Planning Commission, seven alternatives were refined and described in a formal Notice of (EIR) Preparation (NOP) and associated EIR scoping materials. A full description of these alternatives is included in the Scoping Summary Report (**Appendix A**):

- Alternative 1 (Status Quo)
- Alternative 2 (Extension of Existing Plan)
- Alternative 3 (Plan Update)
- Alternative 4 (Plan Update w/Enhanced Affordable Housing & Historic Preservation)
- Alternative 5 (Plan Update w/Enhanced Transportation Focus)
- Alternative 6 (Plan Update w/Enhanced Economic Development Focus)
- Alternative 7 (Plan Update w/Additional Hillside Parcels)

As a result of public and agency responses to the NOP, as well as further input from the Steering Committee, the Planning Commission and Board of Supervisors in January and February of 2006, these initial seven alternatives were further refined into the five principal alternatives considered in this EIR:

- Alternative A, the Existing Plan Alternative (derived from NOP Alternative 2)
- Alternative B, the Plan Update Alternative (derived from NOP Alternative 3)

- Alternative C, the Plan Update Alternative 2 (derived from NOP Alternative 4 combined with NOP Alternative 6)
- Alternative D, the Resource Preservation Alternative (derived from NOP Alternative 1)
- Alternative E, the Jobs/Housing Balance Alternative (derived from NOP Alternative 5 combined with NOP Alternative 7)

Three of these alternatives, Alternatives A, B, and C are analyzed at an equal level of detail in this EIR, and are described in detail below. Alternatives D and E are analyzed at a more qualitative level of detail as allowed under State CEQA Guidelines Section 15126.6(d) and are described in Section 6.0 (Project Alternatives). Alternative D, the Resource Preservation Alternative, anticipates little new development or infrastructure improvements. Alternative E, the Jobs/Housing Balance Alternative, was initially referred to as the Infrastructure and Development Alternative, because it proposes enhanced transportation improvements along with other policies that would allow for increased development. The environmental analyses for Alternatives A, B, and C are provided in Sections 4.1 through 4.14 of the DEIR. A comparative analysis of all five alternatives is provided in Section 6.0 (Project Alternatives), which also includes a discussion of alternatives considered and then eliminated from detailed analysis.

This EIR assesses impacts of the proposed General Plan Update over a long planning horizon, and consistent with CEQA, the EIR does not assess impacts based on theoretical "build out" of development potential, since build-out (i.e. the maximum permitted number of development on every parcel) may occur well past the 25 year planning horizon, if at all. Instead, the EIR analysis assesses potential policy changes under each alternative and relies on a set of reasonable projections of residential and employment growth that might be expected to occur. Reasonable projections of the potential growth in vineyard acres over the next 25 years have also been developed as a basis of analysis, as have potential land use maps for each of the alternatives.

Projections of residential and employment growth were prepared by Keyser Marston Associates, Inc. (KMA), a land planning and economics firm with past experience in the County. KMA's Industrial Land Use Study (see **Appendix B**) was intended (1) to provide an analysis of industrial land demand compared to supply in Napa County, and (2) to develop reasonable housing and employment projections for each alternative and thus provide a basis for this EIR analysis. The study was based on data from sources such as the data maintained by Napa County; City of Napa; City of American Canyon; the Association of Bay Area Governments, or ABAG (growth projections generated in 2003 and 2005); the Napa County Transportation Planning Agency; Napa Valley Economic Development Council; and other federal, state and local government planning agencies; real estate brokers; and other knowledgeable third parties. The reader is referred to Section 4.3 (Population/Housing/Employment) for a further discussion of the growth projections and their relationship to ABAG projections. Also, a copy of the KMA study is included as Appendix B. Section 4.11 (Hydrology and Water Quality) describes vineyard development projections and the representative distribution scenarios used in their analysis. **Figures 3.0-3 through 3.0-8** depict the land use maps for Alternatives A, B and C.

Alternative A – Existing Plan Alternative

This alternative would update the existing (1983) General Plan without substantive policy changes, except that planned expansions in highway capacity would not occur. Slow housing and employment growth would continue principally within existing urban areas, and there would be no change to the amount of land designated either for agricultural use or industrial

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use. No changes to the Winery Definition Ordinance or the Conservation Regulations would occur, and no new sites would be made available for affordable or workforce housing, necessitating continued reliance on incorporated cities to meet the County's housing needs. There would be no change to the way Angwin is currently depicted on the County's Land Use Map, and no Rural Urban Limit (RUL) line would be included for American Canyon. (See **Figure 3.0-3**)

Under this alternative, new and revised policies included in the draft General Plan Update that is being circulated concurrently with this Draft EIR would not be adopted, and existing General Plan policies would remain in place. Some policies would be edited for clarity, and out of date information would be updated.

Land Use Plan and Development Potential

The Existing Plan Alternative would allow development to proceed under a policy framework identical to the existing 1983 General Plan. Under Alternative A, the Napa Pipe and Pacific Coast/Boca sites would remain in industrial use, Hess Vineyard would retain its industrial designation, and no changes to the agricultural or developed areas ("bubbles") depicted on the land use map would occur. This alternative is projected to result in a housing increase of about 2,235 housing units and 10,832 new jobs in the unincorporated County between year 2005 and 2030. New housing would be distributed throughout the County, with the only concentrations likely in already developed areas shown as "urban" on the existing General Plan Land Use Map. The majority of new employment would be concentrated in the Airport Industrial Area, with smaller amounts at the Napa Pipe, Boca, and Pacific Coast sites and at wineries and other uses disbursed throughout the County. No Measure J vote would be required in this alternative.

Vineyard and Winery Processing/Operations

This alternative would allow continued development of vineyards and wineries with no change to existing County regulations or policy controls. While it is difficult to predict how much vineyard development would occur over the 25-year period, the amount has been estimated to be between 10,000 and 12,500 acres based on County staff review of pending applications, available land, and vineyard development trends. Similarly, the current trend in winery development suggests that there could be about 150 new wineries approved over the 25-year period, most of them relatively small (less than 50,000 gallons annual production). All of the new wineries would be restricted to tours and tasting by appointment only and could host only those marketing events that are consistent with the WDO and with their individual use permits. The geographic distribution of new vineyards and wineries is difficult to predict. This EIR assesses multiple possible (i.e. representative) scenarios for vineyard distribution (See Section 4.11, Hydrology and Water Quality for more information), and utilizes projections of employment growth, energy, and water use to assess winery activities.

Updated Plan with no substantive policy changes or infrastructure improvements and no changes to the Land Use map

Legend

General Plan

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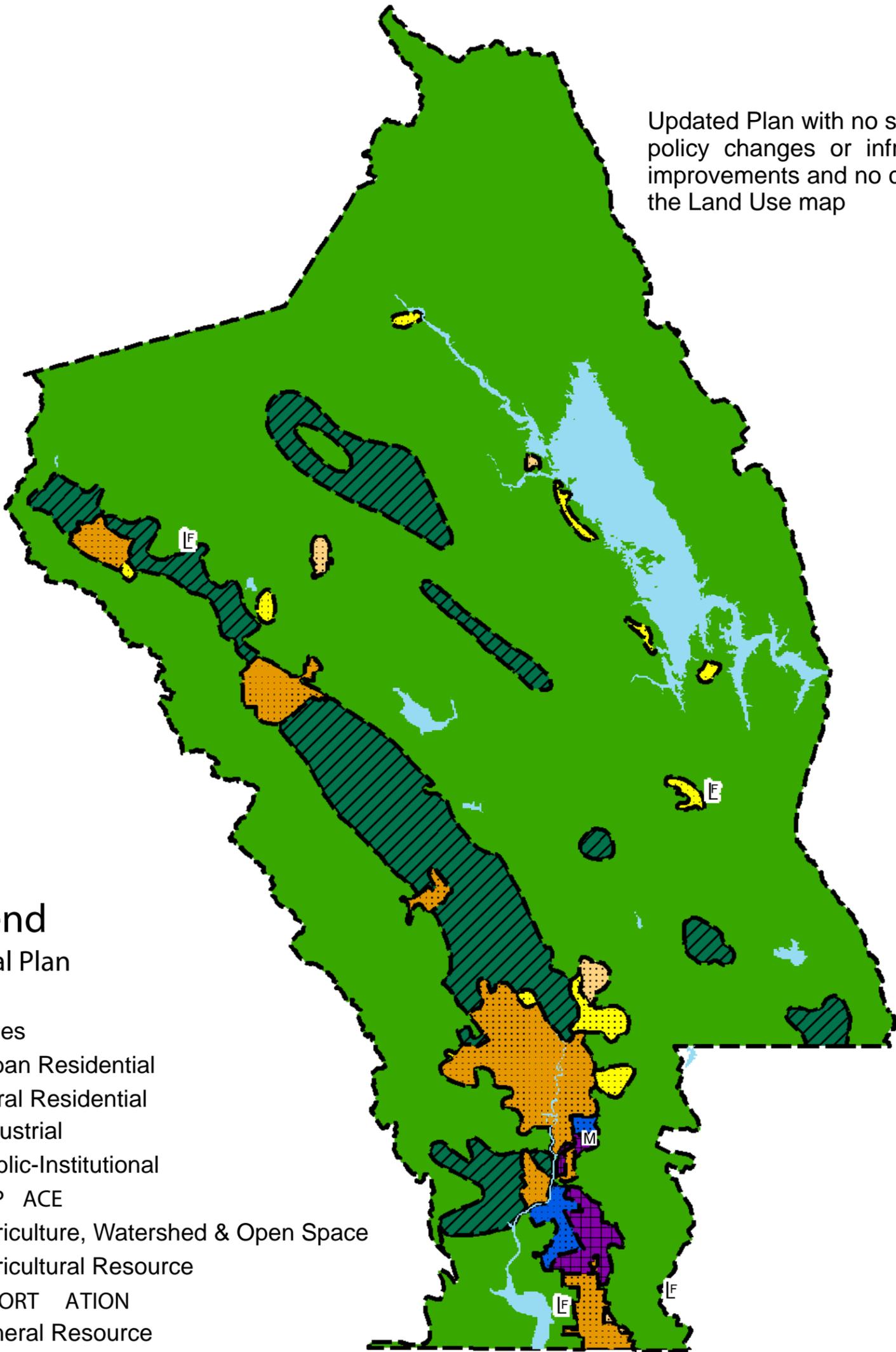
-  Cities
-  Urban Residential
-  Rural Residential
-  Industrial
-  Public-Institutional

OPEN SPACE

-  Agriculture, Watershed & Open Space
-  Agricultural Resource

TRANSPORTATION

-  Mineral Resource
-  Landfill



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Source: Napa County Planning Department



FIGURE 3.0-3
ALTERNATIVE A - EXISTING PLAN ALTERNATIVE

Transportation and Infrastructure

This alternative would not include major roadway improvements in the southern portion of the County (i.e., widen Jamieson Canyon Road (SR 12) to four lanes, construction of an interchange at SR 12/SR 29/Airport Boulevard, improvements to SR 29 between American Canyon and Napa and extension of Flosden/Newell Road north from American Canyon Road) and would not include other major investments in new infrastructure.

Alternative B – Plan Update Alternative

This alternative would modify the existing General Plan and implementing ordinances by re-designating existing industrial lands for residential use (at the Boca and Pacific Coast sites) and commercial mixed use (at the Napa Pipe site). Slow housing and employment growth would occur within these areas in addition to existing urban areas, with the goal of maintaining a reasonable jobs-housing balance within the County. Incentives would be offered for on-site farmworker housing, and consistent with the City of Napa's General Plan, the County would support increased residential density within downtown Napa and encourage consideration of publicly owned sites within the City for mixed use (including housing).

This alternative would include widening of Jamieson Canyon (SR 12), extension of Flosden/Newell Road to Green Island Road, and provision of recycled water to the Coombsville and Carneros areas. Increased emphasis would be placed on alternative modes of transportation, with potential increases in trails, transit, and paratransit (i.e., van and taxi service). Re-designation of the Hess vineyard north of American Canyon from "Industrial" to "Agriculture, Watershed & Open Space" would increase the amount of land designated for agricultural use and policy changes would expand the "right to farm" to include a "right to process" (i.e., at wineries) and allow wine-food pairing at wineries. A new General Plan policy would call for a ministerial (i.e. simpler and non-discretionary) process for approval of environmentally superior erosion control plans (for vineyards). This policy, which would require amendment of the County's Conservation Regulations for its implementation, would allow applicants desiring to qualify for the new process to demonstrate compliance with strict performance standards and essentially offer an incentive to go beyond meeting minimum code requirements. Affordable housing would be included as a percentage of new housing developed on industrial and publicly owned sites. No Measure J vote would be required (see **Figure 3.0-4**)

Under Alternative B, the organizational changes and policy language suggested in the draft General Plan Update being circulated for public review concurrent with this draft EIR would largely be adopted and implemented, with the only differences being those noted in this description. The adopted General Plan Update would address the seven state-mandated elements, as well as additional topics of interest to the County. Elements would consist of:

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

3.0 PROJECT DESCRIPTION

The former elements for Scenic Highways and Noise would be included under the Community Character Element and the Seismic Safety Element would be included in the Safety Element. The former Growth Management Element would be included in the Agricultural Preservation and Land Use Element, as would School Facilities.

Land Use Plan and Development Potential

Under Alternative B the Napa Pipe site would be re-designated for development with commercial mixed-use (business park with some live-work). The Pacific Coast/Boca site would also be re-designated and developed with residential mixed-use (high density residential with neighborhood-serving retail and public open space). Hess Vineyard would remain a vineyard, but would be re-designated from Industrial (its current land use designation) to Agriculture, Watershed & Open Space (365 acres). Angwin would be represented differently on the land use map than it is in the current General Plan, better recognizing current land uses and institutions. Although the configuration of the new map has not been finalized, **Figure 3.0-5** below, depicts two possible scenarios – one in which the General Plan map is made contiguous with current zoning, and one in which the current organization of land uses is used to guide map development.

Other areas designated for urban residential and rural residential development on the Land Use Map would remain largely unchanged. Incentives to provide farmworker housing would be included through a change to County code, and second units would be permitted in the areas designated AR for the first time. Surplus County-controlled sites in the City of Napa would be re-used and could result in 250 new dwelling units. Affordable housing would be included as a percentage of new housing developed in public owned and industrial sites such as Pacific Coast/Boca and Napa Pipe to meet the County's affordable housing needs.

Overall, this alternative would result in an increase of 3,885 new housing units and 11,053 new jobs in the unincorporated County between year 2005 and 2030. Housing units would be disbursed throughout the County, with concentrations at Napa Pipe (700 units), BOCA/Pacific Coast (500 Units), County-owned sites (250 units), Angwin (400 units), and other areas designated as "urban" on the County's land use map. New jobs would be concentrated in the Airport Industrial Area and at Napa Pipe, with additional jobs disbursed throughout the County. No Measure J vote would be required in this alternative.

Vineyard and Winery Processing/Operations

This alternative would allow continued development of vineyards and wineries, although it would include General Plan policies resulting in modifications to the County's conservation regulations (County Code Chapter 18.108) to provide a ministerial process for environmentally superior vineyard development projects. These projects would have to go beyond current regulatory requirements and meet performance criteria demonstrating no significant adverse effects to the environment in order to qualify for the stream lined process. (See Section 4.11, Hydrology and Water Quality, for more information.)

Redesignate area within Angwin "Bubble" as a mix of Urban Residential and Institutional uses

Updated Plan with no changes in policy requiring a vote pursuant to Measure J. Infrastructure improvements and changes to the Land Use map as shown.

Redesignate Pacific Coast/Boca as Mixed Use

Extend recycled water to Coombsville & Carneros

Expand Jamieson Canyon (Sr12) to 2 lanes in each direction; Improve airport interchange & Soscol fly-over

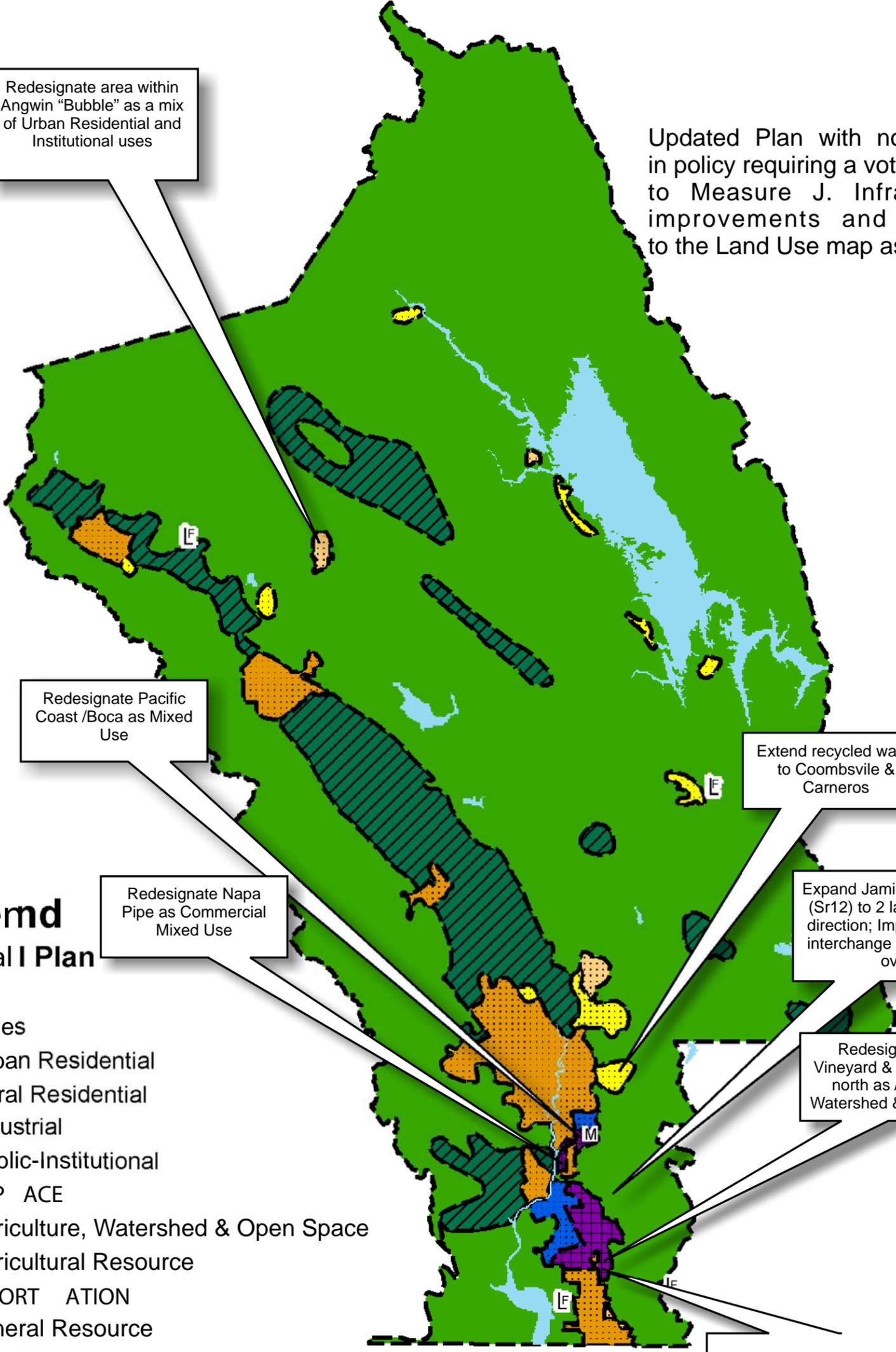
Redesignate Hess Vineyard & parcels to the north as Agriculture, Watershed & Open Space

Extend Flosden/Newel Road to Green Island Road; Expand Hwy 29 to 3 lanes in each direction between Jamieson Canyon and Green Island Rd.

Legend

General I Plan

- URBAN**
- Cities
 - Urban Residential
 - Rural Residential
 - Industrial
 - Public-Institutional
- OPEN SPACE**
- Agriculture, Watershed & Open Space
 - Agricultural Resource
- TRANSPORTATION**
- Mineral Resource
 - Landfill



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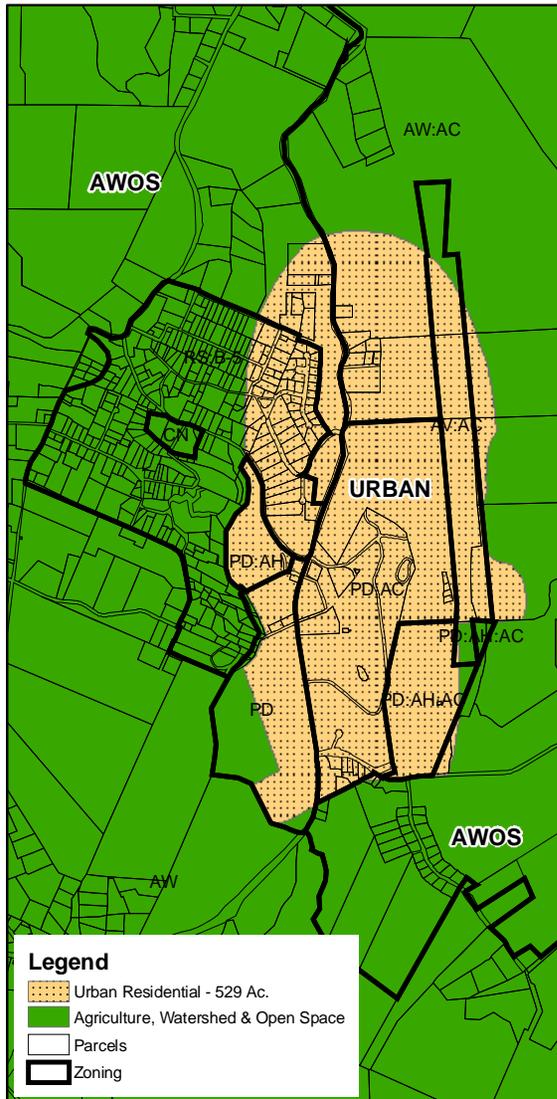
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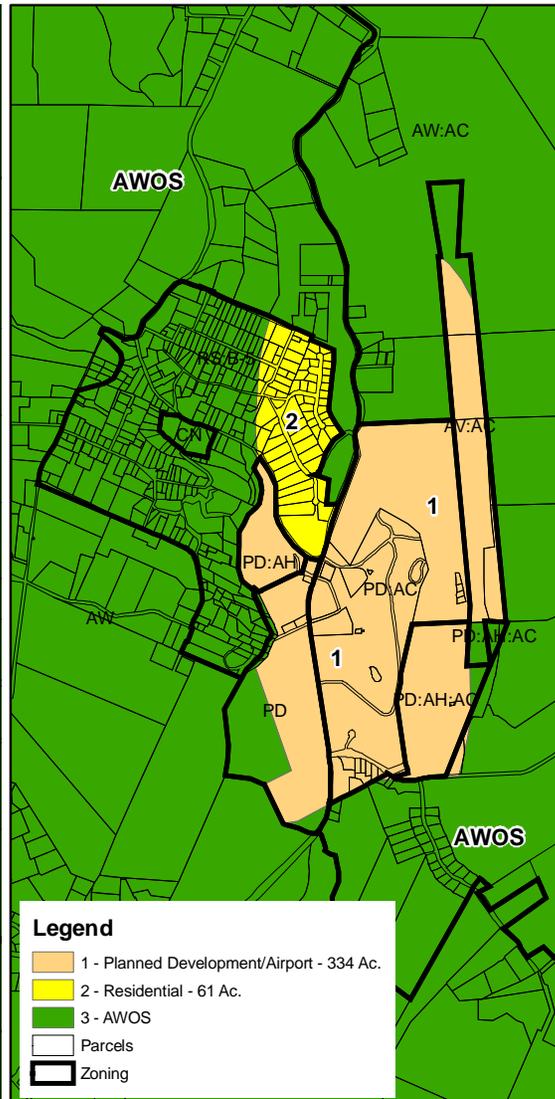
FIGURE 3.0-4
ALTERNATIVE B - PLAN UPDATE ALTERNATIVE



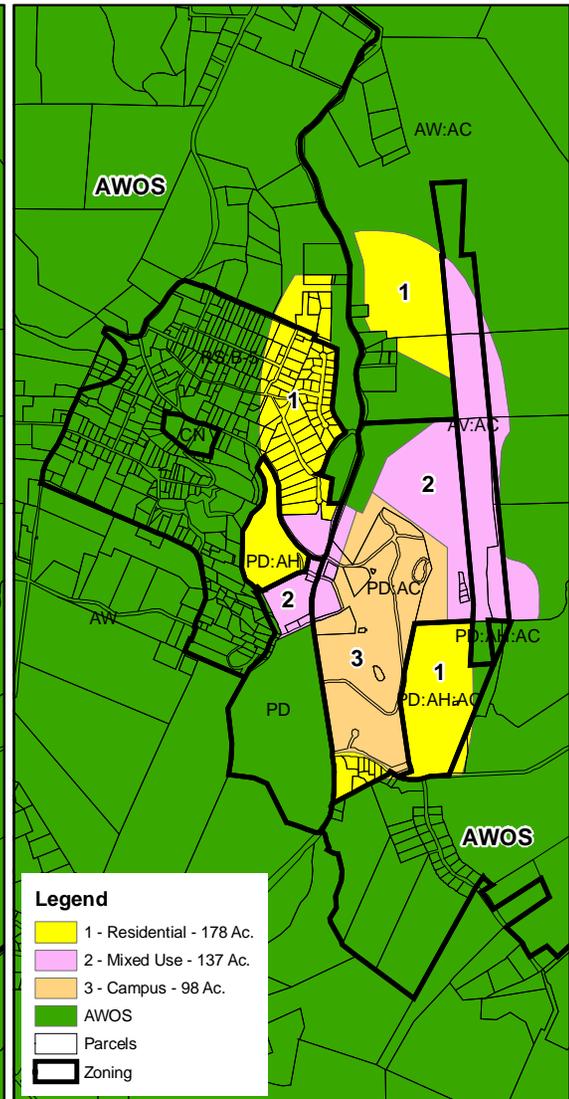
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Existing - Scenario 1



Scenario 2



Scenario 3

Source: Napa County Planning Department

No SCALE



FIGURE 3.0-5
ANGWIN SCENARIOS UNDER ALTERNATIVE B

While this alternative would change the review and approval process for some vineyards, it would not diminish any of the requirements, and similar to Alternative A, it's conservatively projected that vineyard development under this alternative would affect between 10,000 and 12,500 acres over the 25-year life of the plan. Similarly, the current trend in winery development suggests that there could be about 150 new wineries approved over the 25-year period, most of them relatively small (less than 50,000 gallons annual production). All of the new wineries would be restricted to tours and tasting by appointment only and could host only those marketing events that are consistent with the WDO and with their individual use permits. The geographic distribution of new vineyards and wineries is difficult to predict. This EIR assesses multiple possible (i.e. representative) scenarios for vineyard distribution (See Section 4.11, Hydrology and Water Quality for more information), and utilizes projections of employment growth, energy, and water use to assess winery activities. "Right to farm" policies would be amended to include "right to process" more explicitly, and wine-food pairings would be permitted at wineries.

Transportation and Infrastructure

The Plan Update Alternative would include the following roadway improvements (see **Figure 3.0-9** for proposed General Plan Update Circulation Element improvements):

- Construction of a northern extension of the Flosden/Newell Road from American Canyon Road to Green Island Road.
- Widening of State Route 12 to four lanes from State Route 29 to Interstate 80 and constructing a new centerline safety barrier.
- Construct an interchange at the Airport Road/State Route 29/State Route 12 intersection.
- Improvements to SR 29 between Green Island Road and SR 221 (widening and Soscol Flyover).

Similarly, a new trail policy and a focus on recreation and open space would result in new access to public open space and expansion of off-street trails over the life of the plan. Eminent domain would not be used to acquire open space, and privacy and compatibility issues associated with trails would be addressed via appropriate placement, buffers, and management. Alternative forms of transportation (e.g., transit and para-transit) would be proposed where feasible given densities (e.g. possibly at Napa Pipe and Pacific Coast/Boca sites). This alternative would include extension of recycled water to the Coombsville and Carneros areas.

Alternative C – Plan Update Alternative 2

This alternative would include all the same changes as Alternative B, but could also include General Plan and zoning changes required to re-designate some land adjacent to the cities of Napa and/or American Canyon for housing, as well as incentives for the reuse of historic buildings in agricultural areas such as Pope Valley, and the adjustment of urban boundaries to match zoning and existing uses in Angwin (see **Figure 3.0-6**). Specific changes that might be considered in this alternative would include an emphasis on economic and agricultural diversity, a growth in service-sector employment, and policies regarding enhanced childcare services.

Residential mixed-use would be developed on the Napa Pipe site and at the Boca/Pacific Coast site. Policies and zoning would support sustainable commercial "nodes" (with limited additional housing) in Oakville, Rutherford, Pope Valley, Angwin, and Lake Berryessa. Second

3.0 PROJECT DESCRIPTION

units would be permitted in the Agricultural Preserve (AP) zoning district similar to the Agricultural Watershed (AW) zoning district and small wineries (less than 20,000 gallons) would no longer require a use permit if they exclusively process grapes grown on site and conduct limited on-site marketing. The definition of tours and tasting at wineries would be modified to include food service, and retail sales of wine-related items would be permitted with a use permit. Setback requirements from private roads would be reduced. Incidental and infrequent tours, tasting, and marketing events would be permitted as accessory uses within vineyards.

Similar to under Alternative B, the organizational changes and policy language suggested in the draft General Plan Update being circulated for public review concurrent with this draft EIR, would largely be adopted and implemented, with the only differences being those noted in this description.

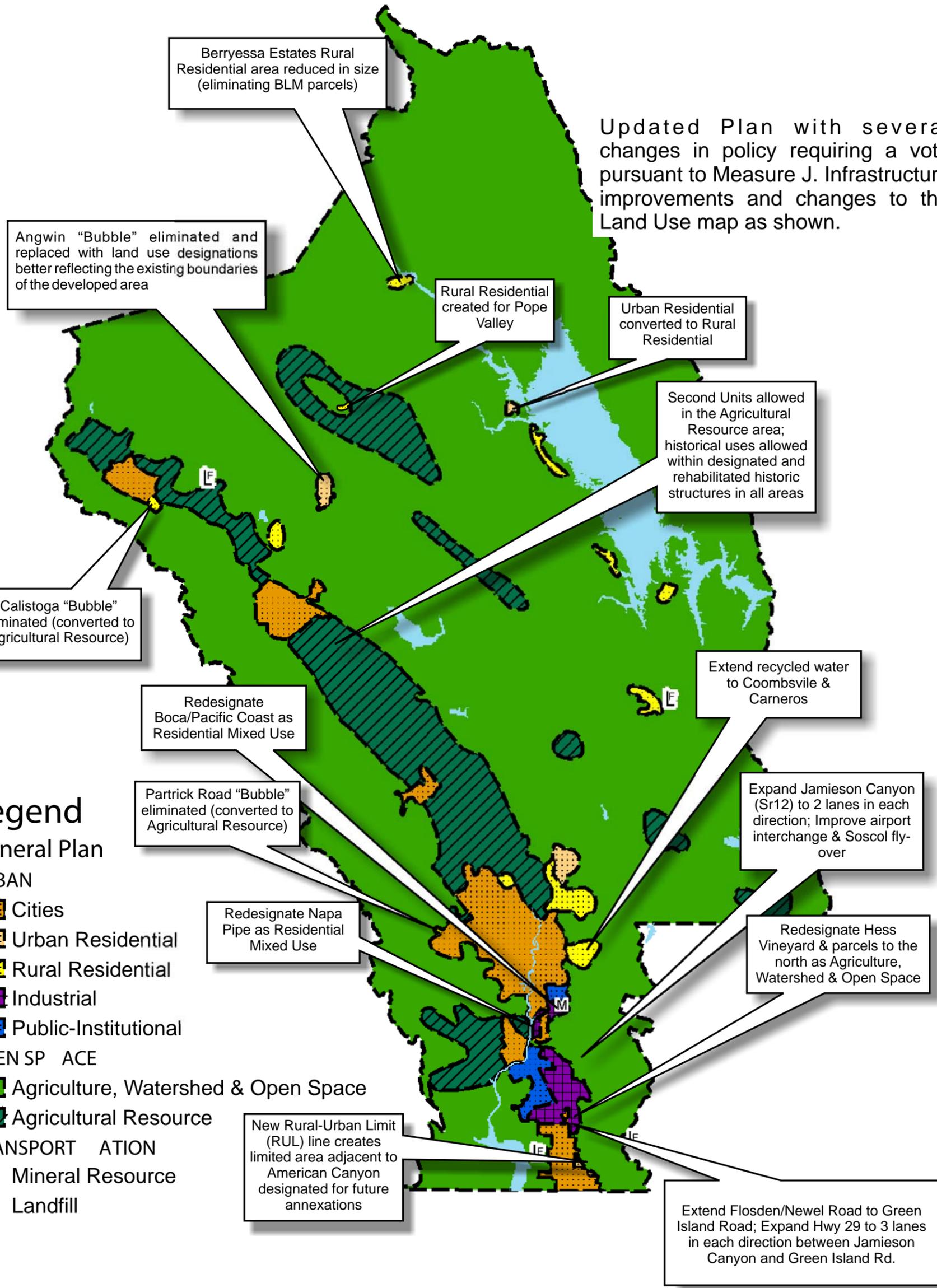
Land Use Plan and Development Potential

Under Alternative C, Napa Pipe would be re-designated for residential mixed-use, allowing high density residential development with neighborhood serving retail and public open space along the Napa River. The southern one third of the site (about 50 acres) would be non-residential, with mostly low-intensity warehousing. The Pacific Coast/Boca site would also be re-designated for residential mixed-use. Hess Vineyard would stay a vineyard, and would be re-designated as Agriculture, Watershed and Open Space (365 acres). The unincorporated community of Angwin would have its land use boundaries (current limits of urban development) altered to reflect current use and zoning, with some additional residential and business development. Although the configuration of the new map has not been finalized, **Figure 3.0-7** below, depicts two possible scenarios – one in which the General Plan map would be made contiguous with current zoning, and one in which the current organization of land uses would be used to guide map development.

Some additional housing would be potentially permitted and existing commercial uses would remain at existing designated “nodes” on the Land Use Map. Pope Valley would be recognized on the Land Use Map as an additional node, permitting additional flexibility for commercial and public uses within an eight to ten acre area at the crossroads (i.e. at the store and farm center). A Rural Urban Limit (RUL) line would be adopted adjacent to the City of American Canyon, expressing the ultimate boundary of that City’s growth, and allowing for some additional residential development (see **Figure 3.0-8**). Incentives would be provided for farmworker housing, and there would be no net change in the amount of agriculturally designated land. Emphasis on economic and agricultural diversity, growth in service-sector employment and policies regarding enhanced childcare services would be as indicated in the draft Economic Development Element. Consistent with the City’s General Plan, publicly-owned sites in the City of Napa would be redeveloped for housing.

This alternative is projected to result in a housing increase of 7,635 units and an increase of 8,603 new jobs in the unincorporated County between year 2005 and 2030. Housing units would be disbursed throughout the County, with concentrations at Napa Pipe (3,200 units), Boca/Pacific Coast (500 units), Angwin (600 units), surplus County-owned sites (500 units), and other areas designated as “urban” on the Land Use Map. New employment would mostly be concentrated in the Airport Industrial Area, with smaller numbers disbursed throughout the County. This Alternative (specifically map changes affecting Angwin and Pope Valley) would require a Measure J vote.

Updated Plan with several changes in policy requiring a vote pursuant to Measure J. Infrastructure improvements and changes to the Land Use map as shown.



Legend

General Plan

URBAN

- Cities
- Urban Residential
- Rural Residential
- Industrial
- Public-Institutional

OPEN SPACE

- Agriculture, Watershed & Open Space
- Agricultural Resource

TRANSPORTATION

- Mineral Resource
- Landfill

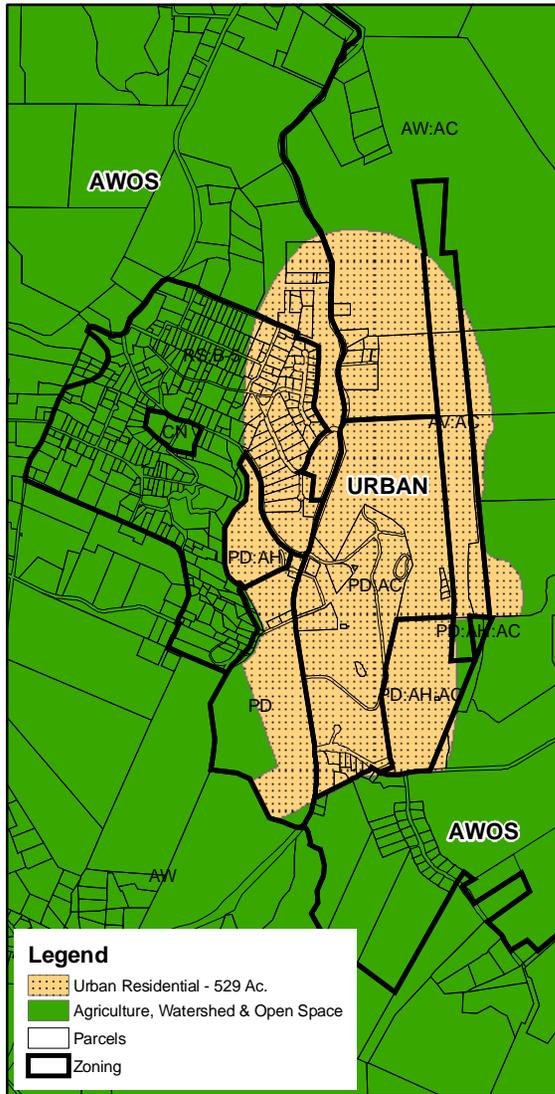
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Source: Napa County Planning Department

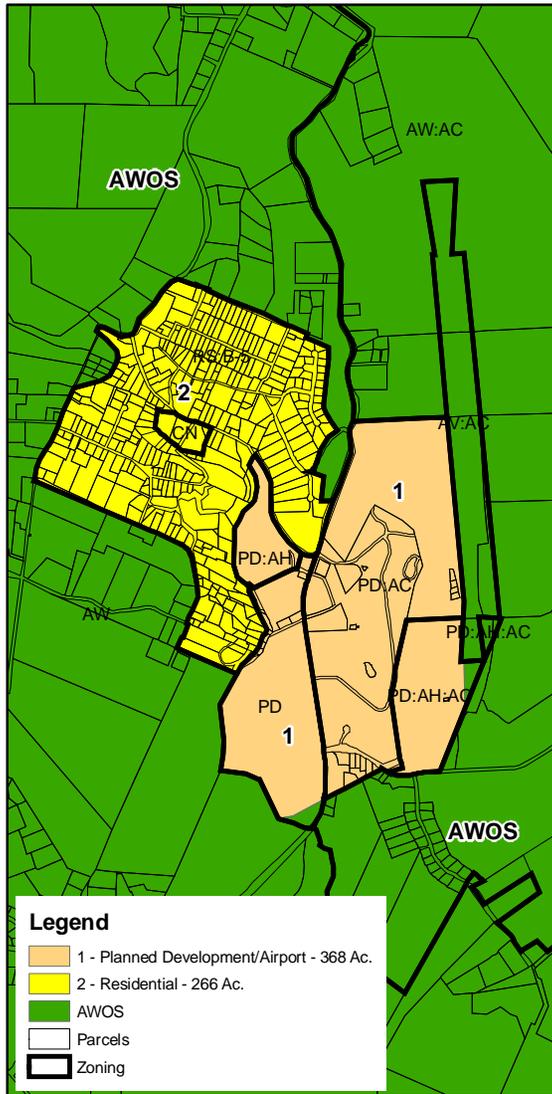


FIGURE 3.0-6
ALTERNATIVE C - PLAN UPDATE ALTERNATIVE 2

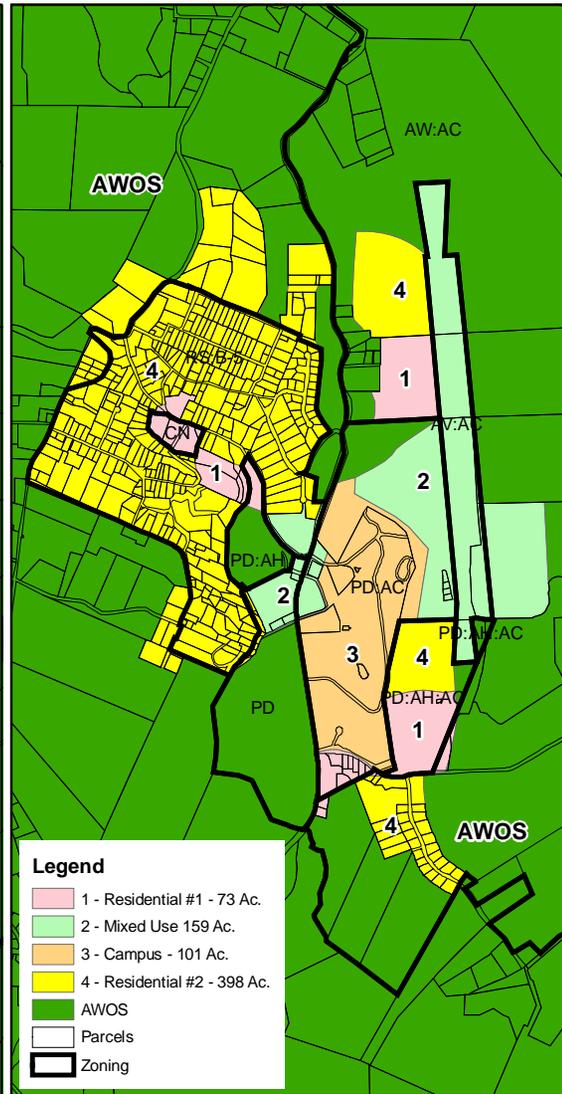




Existing - Scenario 1



Scenario 4



Scenario 5

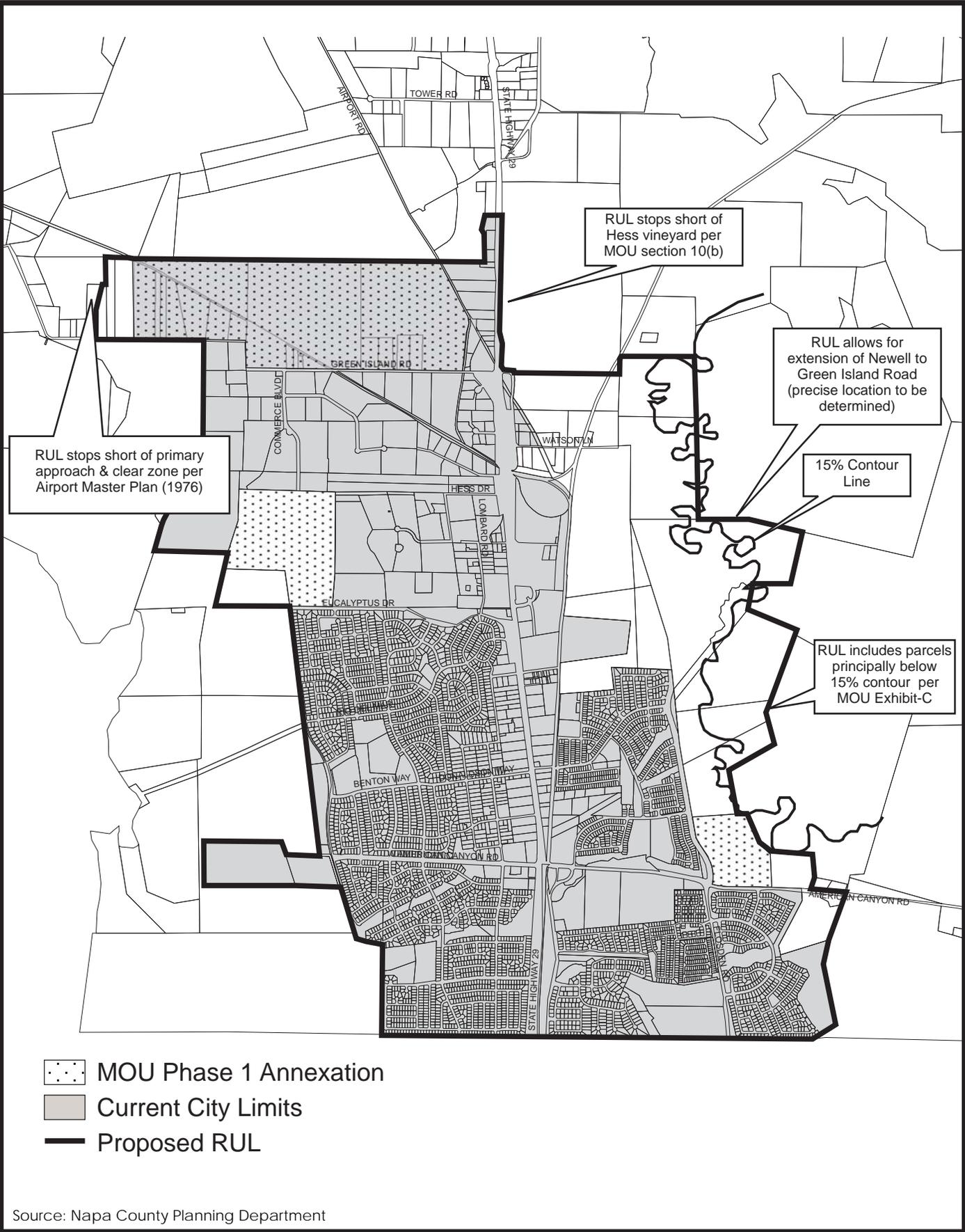
Source: Napa County Planning Department

No SCALE



FIGURE 3.0-7
ANGWIN SCENARIOS UNDER ALTERNATIVE C

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Source: Napa County Planning Department



FIGURE 3.0-8
PROPOSED AMERICAN CANYON RURAL URBAN LIMIT LINE
UNDER ALTERNATIVE C
PMC

Vineyard and Winery Processing/Operations

Alternative C would include the same provisions of Alternative B regarding a ministerial process for vineyard development projects, and its analysis utilizes a similar projection of vineyard and winery development over the life of the General Plan. In addition, this alternative would modify the definition of tours and tasting at wineries to include food service, and would allow additional wine-related retail. Incidental and infrequent tours, tasting and marketing events would be permitted as accessory uses within vineyards through a County code change.

Transportation and Infrastructure

The Plan Update Alternative C would include the same major roadway improvements as identified for Alternative B above (see **Figure 3.0-9**). This alternative would also include extension of recycled water to the Coombsville and Carneros areas. Setback requirements from private roads would be reduced through modifications in the County code.

3.5 PROJECT APPROVALS AND SUBSEQUENT ACTIONS

A set of actions must be taken by the County to complete the General Plan process, including certification of the EIR, adoption of a General Plan amendment, and other miscellaneous implementation actions. Each of these is described in more detail below.

CERTIFICATION OF THE ENVIRONMENTAL IMPACT REPORT

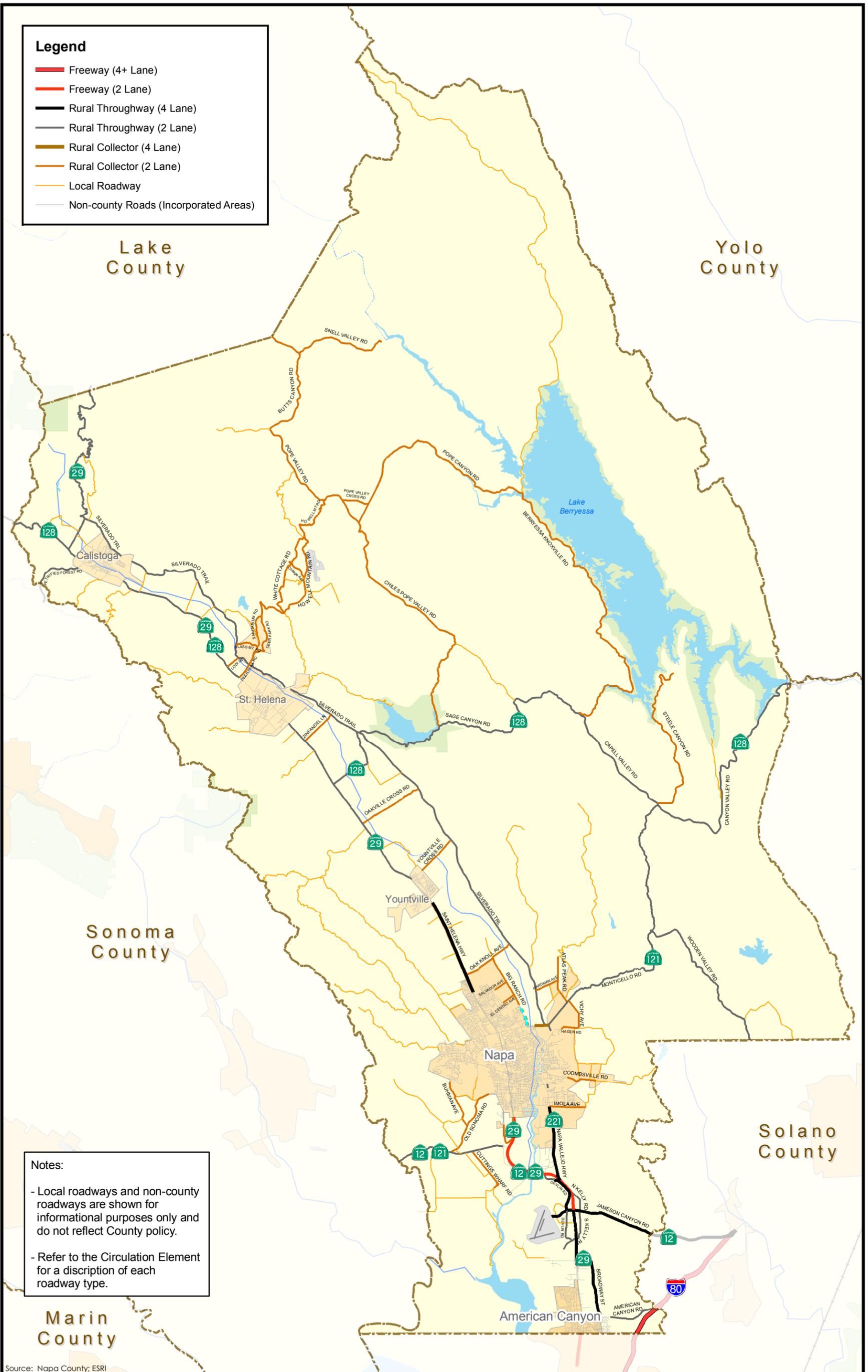
Before taking action on the General Plan, the Board of Supervisors must certify that the EIR was completed in compliance with CEQA that the Board reviewed and considered the information in the EIR before action was taken on the project, and that the EIR reflects the County's independent judgment and analysis.

ADOPTION OF THE GENERAL PLAN

The Board of Supervisors will consider adoption of the updated General Plan (essentially a large General Plan amendment) following certification of the EIR. This adoption may include the inclusion of identified mitigation measures as policies and/or actions into the new General Plan. Before adoption, the County is required to make specific findings of fact pursuant to State CEQA Guidelines, Sections 15090, 15091 and 15093 regarding the significant environmental impacts of the project, the feasibility of measures to mitigate those impacts, and, if appropriate, a statement of overriding considerations. The Board's action on the General Plan will be based on consideration of recommendations of the Napa County Planning Commission.

MEASURE J VOTE

Alternative C as well as alternatives D and E (see Section 6.0, Project Alternatives) would require a Measure J Vote. If desired, the Board of Supervisors could place Measure J changes on the June 2008 ballot when they act to adopt all the other features of the General Plan update. If the voters approved Measure J changes, they would in effect be amending the newly updated General Plan, which would be effective immediately following the election.

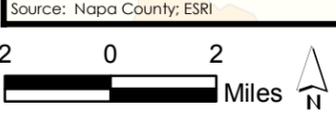


Legend

- Freeway (4+ Lane)
- Freeway (2 Lane)
- Rural Throughway (4 Lane)
- Rural Throughway (2 Lane)
- Rural Collector (4 Lane)
- Rural Collector (2 Lane)
- Local Roadway
- Non-county Roads (Incorporated Areas)

Notes:

- Local roadways and non-county roadways are shown for informational purposes only and do not reflect County policy.
- Refer to the Circulation Element for a description of each roadway type.



**FIGURE 3.0-9
PROPOSED GENERAL PLAN CIRCULATION DIAGRAM**

3.0 PROJECT DESCRIPTION

OTHER IMPLEMENTATION ACTIONS

After the General Plan is approved, the County departments may seek funding for and take the steps required to implement the new General Plan. Implementation may involve pro-active steps such as adoption of zoning changes or implementation of "action items" included in the Plan. Implementation actions may also include re-active projects such as County approval of a proposed development project that is consistent with the General Plan.

3.6 REGULATORY REQUIREMENTS, PERMITS AND APPROVALS

No permits or approvals are required from other agencies for the proposed General Plan update. (The Housing Element, which requires State approval, is the only element not proposed for updating/adoption during this General Plan Update.)

Nonetheless, in the future, the County may consider implementation actions such as approval of zoning changes consistent with the updated plan, approval of individual private development proposals, or funding of desired capital improvements. Additional subsequent approvals and permits that may be required from local, regional, state and federal agencies for implementation of the new General Plan include, but are not limited to, the following:

- Napa County Local Agency Formation Commission (LAFCO) approval of future requests for the formation, reorganization, incorporation, or consolidation of special districts that provide services within the County.
- Caltrans and other agency approvals related to improvements and/or funding for changes to State Route 29 and Jamieson Canyon.
- Extension of service and/or expansion of infrastructure facilities by area service districts (Various public and private water purveyors, Napa Sanitation District and other local districts, and Napa Valley Unified School District).
- California Department of Fish and Game approval of potential future streambed alteration agreements, pursuant to the Fish and Game Code. Approval of any future potential take of state listed wildlife and plant species covered under the California Endangered Species Act.
- State Water Resource Control Board approval associated with the filing of Notices of Intent to obtain coverage under the State General Construction Activity Storm Water Permit for construction activities.
- San Francisco Regional Water Quality Control Board (RWQCB) approval of any activity impacting County water features, pursuant to the Clean Water Act and RWQCB standards.
- U.S Army Corps of Engineers approval of any future wetland fill activities, pursuant to the Clean Water Act.
- U.S. Fish and Wildlife Service approvals involving any future potential take of federally listed wildlife and plant species and their habitats covered under the Federal Endangered Species Act.