

CHAPTER 9
LAND USE

CHRONOLOGY OF UPDATE

NOVEMBER 30, 2005—VERSION 1



NAPA VALLEY

PURPOSE

The purpose of this chapter is to provide a comprehensive inventory of the existing land uses in Napa County, and to identify their distribution within the County as a whole, and within each of the 12 evaluation areas. This chapter also documents development patterns over time, and evaluates existing land use policies to determine future planned land uses within Napa County. The chapter further evaluates potential areas of land use conflict based on existing land uses and future planned land uses or policies.

**NAPA COUNTY BASELINE DATA REPORT:
LAND USE**

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LIST OF ACRONYMS AND ABBREVIATIONS

ABAG	Association of Bay Area Governments
BDR	Baseline Data Report
FBFM	Flood Boundary and Floodway Map
FEMA	Federal Emergency Management Agency
FIA	Federal Insurance Administration
FIRM	Flood Insurance Rate Map
FMMP	Farmland Mapping and Monitoring Program
GIS	Geographic Information System
HCD	Housing and Community Development
LAFCO	Local Agency Formation Commission
RHND	Regional Housing Needs Determination
RUL	Rural Urban Limit (Line)
SOI	Sphere of Influence
SSA	Special Study Area
ULL	Urban Limit Line

INTRODUCTION

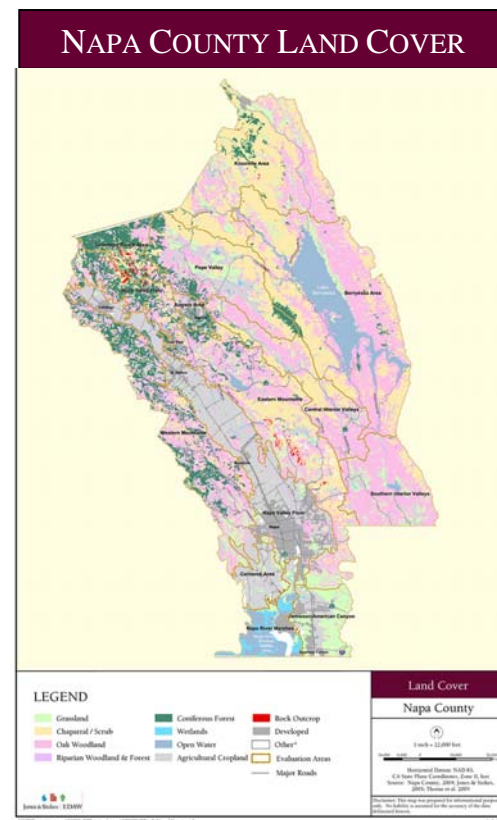
This chapter provides a discussion of land use conditions in 12 evaluation areas considered in the Napa County Baseline Data Report (BDR), as well as a summary of the overall current land use conditions in Napa County. This chapter on Napa County's land use:

- summarizes the different types of existing land uses,
- reviews past land use consumption trends over time, as well as planned future land uses,
- provides an overview of the policy conditions affecting land use in unincorporated Napa County and in the areas adjacent to incorporated cities, and
- reports on possible causes of current land use conflict, as well as likely future conflict areas.

DEFINITION OF STUDY AREA

The 12 evaluation areas used to study land use conditions within Napa County are as follows:

- City of American Canyon
- City of Napa
- Town of Yountville
- City of St. Helena
- City of Calistoga
- Carneros/Napa River Marshes/Jamieson/American Canyon-Unincorporated
- Napa Valley Floor-Unincorporated/Western Mountains Area
- Livermore Ranch/Pope Valley/Knoxville Area
- Angwin Area (includes Deer Park)
- Eastern Mountains-Unincorporated (excludes St. Helena)/Central Interior Valleys Area
- Southern Interior Valleys (Wooden and Gordon Valleys and adjoining uplands)
- Berryessa Area (includes adjoining uplands and subsidiary valleys to Berryessa Valley)



This chapter evaluates land use patterns both within incorporated cities and unincorporated areas of the County. This is essential because much of the development within Napa County has occurred within the cities. Further, city policies regarding land use affect development patterns and land use compatibility within adjacent unincorporated areas, as this chapter demonstrates.

PURPOSE

The purpose of this chapter is to provide a comprehensive inventory of the existing land uses in Napa County, and to identify their distribution within the County as a whole, and within each of the 12 evaluation areas. This chapter also documents development patterns over time, and evaluates existing land use policies to determine future planned land uses within Napa County. The chapter further evaluates potential areas of land use conflict based on existing land uses and future planned land uses or policies.

This chapter provides an existing conditions section for the land use discussion in a planned Countywide General Plan Update; serves as a basis to evaluate current and future policies in the County at the local and Countywide level; and identifies potential land use conflict areas which should be studied in greater detail as part of the Napa County General Plan Update process.

POLICY CONSIDERATIONS

This section discusses federal, state and County policies, regulations, and legislation relevant to land use in Napa County and the policies of land use agencies such as the Local Agency Formation Commission (LAFCO). The section also discusses planning policies that pertain to or would impact the twelve evaluation areas and the incorporated areas within them.

FEDERAL POLICIES

FEDERAL EMERGENCY MANAGEMENT AGENCY FLOODPLAIN AND FLOODWAY MAPS

The area of special flood hazard identified by the Federal Insurance Administration (FIA) of the Federal Emergency Management Agency (FEMA) and dated September 28, 1990, forms the basis for the floodplain management policies of Napa County. The first floodplain analysis performed by the U.S. Army Corps of Engineers for FEMA was in 1974. The flood boundary and floodway maps produced from this analysis became the official maps on which FEMA or the FIA delineates areas of special flood hazards and floodways. In 1980, Napa County adopted a Floodplain Management Ordinance. As amended, this ordinance requires a floodplain permit from the department of Public Works for any construction performed within the floodplain or floodway identified by the 1990 FEMA Flood Insurance Rate Maps (FIRMs) and Flood Boundary and Floodway Maps (FBFMs).

Under the Floodplain Management Ordinance, construction within the floodplain boundary may be performed after obtaining a floodplain permit. The Floodplain Management Ordinance regulates specific building elevations, building materials, and construction methods for such areas. Construction within the floodway is generally discouraged under the Floodplain Management Ordinance. Only after mitigating zero impact to floodwaters, complying with strict design requirements and following proper construction procedures may development be permitted in the floodway (Napa County Code, chapter 16.04, Floodplain Management).

STATE POLICIES

STATE HOUSING POLICIES

State policies affecting land use regulations in Napa County include housing policies as established by the Housing Element of the Napa County General Plan. The Housing Element is the primary policy document regarding the development, rehabilitation, and preservation of housing for all economic segments of the population within a jurisdiction, and is required by law. Accordingly, the Housing Element identifies and analyzes the existing and projected housing needs and states goals towards providing sufficient housing. The Element contains policies, quantified objectives, and implementation programs for the preservation, improvement, and development of housing in the County's unincorporated areas.

State law sets out a process for determining each local jurisdiction's fair share of regional housing needs, called the Regional Housing Needs Determination (RHND). As a first step in the process, the State Department of Housing and Community Development (HCD) assigns each regional council of governments a needed number of new housing units for that region, including affordable housing. For more information on housing requirements in Napa County, refer to the population and housing chapter of the BDR.

AGRICULTURE POLICIES

State policies related to agricultural resources include the Williamson Act and legislation related to the Farmland Mapping and Monitoring Program (FMMP). The Williamson Act 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, landowners receive property tax assessments which are much lower than normal because they are based on farming and open space uses as opposed to full market value.

The FMMP requires the Department of Conservation to collect information on the amount of land converted to or from agricultural use for every mapped county, to report this information to the Legislature, and to maintain important Farmland Series Maps and other soils and land capability information.

The agricultural resources chapter of the BDR includes more information on the Williamson Act and FMMP state policies.

COUNTY POLICIES

This section describes County land use policies and regulations, including policies from the Napa County General Plan, Zoning Ordinance, Specific Plans, and other relevant plans, policy documents, and ordinances. Several of the evaluation areas (American Canyon, Napa, Yountville, St. Helena, and Calistoga) are incorporated cities within the County. Where applicable, this section describes plans and policies of those incorporated cities that are relevant to land use in adjacent County areas.

Discussion of local policies for each evaluation area within the unincorporated areas of Napa County includes descriptions of County plans and policies that are specifically applicable to each evaluation area. Each of the discussions includes a summary of the existing land uses in that area, as well as a focused discussion about planned land uses and development currently permitted or underway.

COUNTY GENERAL PLAN POLICIES

The Napa County General Plan (General Plan) sets forth long-term land use goals and policies for the County. The County's current General Plan contains ten elements: Land Use, Housing, Growth Management, School Facilities, Circulation, Scenic Highways, Conservation and Open Space, Seismic Safety, Safety and Noise. The Growth Management System chapter contains the text of Measure A, a slow growth initiative approved by the voters in 1980, and measures for implementing Measure A. The School Facilities chapter contains goals and policies for public schools. The General Plan contains the Napa County Land Use Plan Map, which reflects the planning goals and policies laid out in the General Plan standards. Several of the elements listed above contain policies relevant to the evaluation of Napa County Land Use contained in this chapter.

LAND USE ELEMENT

The Land Use Element of the Napa County General Plan details the land uses throughout the County as of 1983, as well as goals and policies to guide future land use planning and development patterns. In particular, the Land Use Element emphasizes preserving and sustaining the County's natural environment, while still promoting continued resource production and land development.

In addition to establishing major development and land use goals for Napa County, the Land Use Element provides standards that apply to land use classifications, including standards regarding intent, general uses, minimum parcel size, and maximum density. The following goals and policies relate to land use standards, General Plan and zoning designations, the potential for land use conflicts, and growth management:

Land Use Planning Goals

The principal Land Use Planning Goals for Napa County relating to land use patterns are:

The Housing Element is the primary policy document regarding the development, rehabilitation, and preservation of housing for all economic segments of the population within a jurisdiction.

Goal 1: To plan for agriculture and related activities as the primary land uses in Napa County and concentrate urban uses in the County's existing cities and urban areas.

Goal 3: To determine what the land is best suited for, to match man's activities to the land's natural suitability, to take advantage of natural capabilities and to minimize conflict with the natural environment.

Open Space and Watershed Policies

The chief Open Space and Watershed Policies that refer to the open space preservation and management in the context of land use planning of Napa County are:

Land Use 1.1 AIRPORT APPROACH ZONES—The County will consider low density non-residential development of land such as industrial under Airport Approach Zones to reduce safety hazards through the use of zoning or acquisition of development rights.

Land Use 1.2 ECOLOGICALLY SENSITIVE AREAS—The County will enact and enforce regulations which will limit development in ecologically sensitive areas such as those adjacent to river or streamside areas, and physically hazardous areas such as floodplains, steep slopes, high fire risk areas and geologically hazardous areas, except for Oat Hill which is planned for urban development.

Land Use 1.5 LIMITED DEVELOPMENT AREAS—The County will retain in large parcel sizes watershed supply areas, floodplains or relatively isolated areas associated with public and semi-public uses and other areas, the best use of which is not yet determined. The County shall protect natural areas having slopes of 15% or more for airshed, watershed, wildlife habitat, nature areas and limited outdoor recreation, as well as for fire and erosion protection, and seismic safety; excepting Oat Hill in American Canyon.

Land Use 1.6 OPEN SPACE AREAS—The County will preserve suitable land for greenbelts, forest, recreation, flood control, adequate water supply, air quality improvement, habitat for fish, wildlife and wild vegetation and natural beauty.

Land Use 1.7 OPEN SPACE CHARACTER—The County will retain the character and natural beauty of Napa County by the preservation of open space especially in areas close to cities (and not scheduled for urban development), hilly areas and outlying rural areas; excepting Oat Hill in American Canyon.

Land Use 1.8 TRANSMISSION LINE CORRIDORS—The County will designate the general location of any major utility transmission corridors crossing the County to minimize economic and environmental impacts.

Recreation Policies

The primary Recreation Policies address land use planning goals set out to meet the recreation needs of Napa County are as follows:

Land Use 2.2 RECREATIONAL FACILITIES—The County will plan for and reserve land for recreational facilities, and encourage public and private recreational development and other open space uses that meet the recreational needs of Napa County residents and are beneficial to the residents of Napa County as well as visitors to the County.

Land Use 2.3 RECREATIONAL FACILITIES ON AGRICULTURAL LANDS—Notwithstanding Policy 2.2, the County will encourage recreational uses on lands designated for agriculture only where those uses will meet the recreational needs of Napa County residents and are beneficial to residents of Napa County, will not deplete or degrade natural resources on which nearby or onsite agriculture depends, and where the type of recreation would not be adversely affected by commencement, intensification, or continuation of local agricultural activity.

Land Use 2.4 OPEN SPACE CHARACTER OF RURAL RECREATIONAL USES—Recreational uses permitted on lands designated for agriculture, watershed and/or open space shall be limited in density, intensity, need for public services, impacts on the natural environment, and growth-inducement. Such uses shall maintain the character of the surrounding area, require a minimum of public support services (such as paved roads, emergency services, or law enforcement), a minimum of impervious surfaces, structures, natural landform alteration or other introduced or constructed features inconsistent with a rural environment, and shall not significantly 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.

Agricultural Policies

A wide variety of agricultural policies are incorporated in the Land Use Element. The following are the major policies addressing the land use planning of agricultural resources and lands in Napa County:

Land Use 3.2 AGRICULTURAL PRESERVE—The County will initiate studies to evaluate means, methods, advantages, and disadvantages of placing the existing agricultural preserve plus potential agricultural acreage under permanent land use protective controls. The County will develop additional types of Agricultural Preserves suitable for localized conditions in such places as Cameros, Coombsville and Congress, Foss, Gordon, Capell, Chiles and Pope Valleys; and hillside viticultural areas.

Land Use 3.5 AGRICULTURAL—Urban Relationships -The County will develop planning concepts and zoning standards designed to minimize conflicts arising from encroachment of urban uses into agricultural areas. Land in proximity to existing urban areas currently in mixed agricultural and rural residential uses will be treated as Residential Country Areas and further parcelization of these areas will be discouraged. Day care centers will be allowed in agricultural areas where there is a finding there is and will be no conflict with agricultural use of the vicinity.

Land Use 3.6 AGRICULTURAL ZONING—The County will establish minimum agricultural parcel sizes which reflect the availability of natural resources, in order to assure that agricultural areas can be maintained as economic units

Land Use 3.10 PRIME AGRICULTURAL LANDS—The County will reserve prime agricultural lands for agricultural use.

Land Use 3.12 RIGHT-TO-FARM—The County will affirm and protect the right of agriculture operators in designated agricultural areas to continue their agricultural practices, even though established urban uses in the general area may foster complaints against those agricultural practices. The existence of a “Right-To-Farm” policy will be indicated on all parcel maps approved for locations in or adjacent to designated agricultural areas.

Land Use 3.13 WINERY LOCATION AND DESIGN—Wineries and related activities will, where practical, be located on sites off of prime soils areas and should be designed to convey the attractiveness associated with existing Napa Valley wineries.

Residential Policies

The implementation of Slow Growth Initiative, Measure A, approved by voters in November 1980, enabled the County to meet a portion of its housing needs through housing development in the County’s incorporated areas. All General Plans of the cities within Napa County indicate there is adequate space for development to meet the County’s housing needs within these urbanized areas. The residential policies of the Land Use Element thus are focused on preserving agriculture, natural resources, and open space lands, as set out by the following residential policies:

Land Use 4.5 POPULATION DISTRIBUTION—The County will plan for and accommodate the distribution of population among the sub-areas of the County, giving preference to existing incorporated and urban areas.

Land Use 4.8 RURAL RESIDENTIAL AREAS—a) Residential Country Areas-Deer Park and those Residential Country Areas adjacent to the City of Napa will be assumed to have a year-round residential orientation. Further parcelization of these areas other than Deer Park will be discouraged; b) Recreational Country Areas-The overall extent of residential and commercial development in the Capell Valley and Berryessa Areas will reflect the presumed recreational orientation and be different from the Napa Vicinity Country Areas. In the Berryessa area, timing will be integrated with recreational policies promulgated by the Bureau of Reclamation, and state and federal water quality standards which are likely to change in time.

Land Use 4.9 URBAN AREAS—a) The County will assume that the density of development in the Angwin Area precludes future subdivision based on septic tanks and wells. The Angwin Urban Area is Pacific Union College and adjacent facilities. b) The Silverado Urban Area is 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. Residential development within the Silverado Urban Area is limited to a maximum of 1,095 units. No additional

wells will be drilled in the Silverado Community Services District. Except for sources from the City of Napa, no domestic or irrigation water supplies shall be transferred into the District outside its boundaries.

Land Use 4.10 URBAN EXPANSION LIMITS—The County will work with the Cities, special districts, and LAFCO to define and establish limits of current and future urban expansion and development. Unincorporated land included within the Rural Urban Limit Line (RUL) of the 1983 Napa City’s GP will not be further urbanized without annexation to the City.

Land Use 4.11 URBAN SERVICES FACILITIES—The County will oppose the creation of special districts planned to accommodate residential projects outside existing urban areas. The County will discourage proposed developments which require urban services and which are not proposed for urbanized areas. Existing utility systems will be used as much as possible to maximize the use of existing services and facilities and to provide a broader user base to insure the adequate maintenance and operation of such facilities. Where urban areas lack full urban services, the County will encourage means of area-wide provision of such services.

Land Use 4.12 URBANIZING DEFINITION—The term urbanizing shall include the subdivision, use, or development of any parcel of land that is not needed for the agricultural use of that parcel.

Land Use 4.13 URBANIZING GROWTH—The County will enact and enforce regulations which will encourage the concentration of residential growth within the County’s existing Cities and areas design for urban uses on the General Plan.

Commercial Policies

The primary policies addressing land use planning goals for commercial areas of Napa County include:

Land Use 5.1 COMMERCIAL AREAS— The County will encourage the grouping of commercial uses in compact areas designated for agricultural uses in the General Plan; but not in areas designated for agricultural uses in the General Plan. The size of the combined commercial uses will reflect the potential market for such facilities and services. The central business district of each urban center will be recognized as the dominant commercial and financial center for the surrounding trade area.

Land Use 5.3 LAKE BERRYESSA AREA COMMERCIAL RECREATIONAL ZONING—Capell Valley, Berryessa Pines and Spanish Flat “Rural Residential” areas and the “Urban Residential” area between Pope and Putah Creeks are appropriate areas for commercial zoning and development.

Land Use 5.4—Policies recognizing commercial uses in certain areas designated as Agricultural Watershed and Open Space and Agriculture Resource by the General Plan and permitting expansions thereof within the existing commercially zoned portion of such parcels. a) In addition to those commercial facilities located in areas designated as urban on the Napa County Land Use Plan Map, there currently are a number of existing parcels partially or entirely commercially-zoned

as well as a small number of non-commercially-zoned parcels fronting upon the west side of the Napa River south of the city of Napa, which are designated as "Agricultural, Watershed and Open Space" and "Agricultural Resource" on the Napa County Land Use Map. Commercial zoning and/or commercial use of most of these parcels pre-date the current General Plan and in many instances the original General Plan as well. Some of the existing commercial establishments provide important services to surrounding agricultural and open-space recreational areas. The purpose of this policy is to recognize in the Napa County General Plan the commercial nature of the commercially-used portions of such parcels, and to allow additional commercial development in these locations under only three circumstances: where existing commercial uses can expand on land which is already zoned commercially; where pre-existing, lawfully established marine-commercial uses exist on parcels without commercial zoning but which otherwise would be eligible for marine-commercial zoning; and to the extent that a minimum parcel size is specified in commercial zone districts as of February 1, 1991, the parcel is already developed with an existing permitted commercial use on the portion commercially-zoned, and the amount of land so zoned did not meet that minimum. This policy recognizes that due to the small number 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 agricultural or open space activities or the agricultural and open space character of the surrounding area, 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. b) All existing commercial establishments qualifying under Policy 5.4(a) 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. Request that a non-conforming use be permitted to convert to a conforming use shall also be permitted on that portion of the parcel zoned commercial.

Land Use 5.5 RURAL URBAN LIMIT LINE—Unincorporated commercial land located inside the Rural Urban Limit Line (RUL) of the Napa County General Plan will not be further urbanized without annexation to the City, except as provided in Rural Urban Line Policy 7.1.

Land Use 5.6 MARINE COMMERCIAL LAND USES—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.

Land Use 6.1 INDUSTRIAL ACREAGE—The County will plan for the reservation of sufficient property to satisfy future demands for orderly growth and economic development of the County.

Land Use 6.2 INDUSTRIAL DEVELOPMENT—The County will study the economic feasibility of enhancing the industrial potential of the Napa County Airport through means that are within Napa County's capability and desires. The precise type and extent of effort will be detailed in a specific plan for the area.

Land Use 6.3 INDUSTRIAL LOCATION—The County will direct non-agriculturally oriented industry away from productive agricultural lands toward areas more suitable for industrial purposes.

Land Use 6.5 PHASED DEVELOPMENT—In order to promote efficiencies of development the County will plan for staged development of water and sewer services. In order to remove some of the impetus for leapfrogging industrialization the County will develop plans and policies that would address needs particular to this area.

Industrial Policies

The primary policies addressing land use planning goals for industrial areas of Napa County are as follows:

Land Use 6.7 SERVICES—The County will plan to locate industrial areas adjacent to major transportation facilities.

Land Use 6.8 SPECIFIC PLAN—The County will place a priority on the preparation, review, and approval of a Specific Plan and Master EIR for the development of the Napa County Airport Industrial Area.

Rural Urban Limit Line Policies

In 1975, the City of Napa adopted the RUL Line which was intended to minimize development of property that is located within the RUL, and also in the unincorporated area. The County's Land Use Element includes several policies to continue to promote the City of Napa's General Plan policies related to the RUL to the maximum extent possible. The primary policy recognizing the City of Napa's RUL is:

Land Use 7.1 RURAL URBAN LIMIT LINE—Unincorporated land located within the RUL or Napa City's General Plan will not be further urbanized without annexation to the City except as otherwise provided herein. 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 the purposes of this policy.

Public/Quasi-Public Lands Policies

The County's Land Use Element contains a variety of policies to provide the necessary services to protect public health and safety. The following policies relating to Public/Quasi-Public Lands most relevant to land use planning are:

Land Use 8.2—Governmental uses, public uses, and public utility uses shall be permitted in appropriate locations.

Land Use 8.3—Only those new facilities for uses specified in Policy 8.1 which specifically implement programs mandated by the state or federal government shall be permitted in non-urban areas.

HOUSING ELEMENT

The following is a discussion of the policies in the Napa County General Plan Housing Element. These housing policies are important to land use in the County as they affect patterns of development through determining housing densities and location of new residential units, including land designations for high density and multifamily residential uses based on potential development sites for affordable housing. Housing policies for Napa County also focus on regulating development of new housing to protect agricultural lands. For further information on affordable housing and other housing requirements and policies in Napa County, refer to the population and housing chapter of the BDR.

The Housing Element Statement of Intent is as follows:

It is the intent of this Element 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. Priority in both new construction and rehabilitation will be provided to very low-, low- and moderate-income households, and special needs populations.

The County of Napa’s Housing Element primary goals related to land use are as follows:

Goal 2: With the exception of individual single-family residences, farm labor dwellings and second units, future housing units will be constructed within designated urban areas of the County to the maximum extent feasible, in suitable locations where public services are or can reasonably be made available for the density proposed.

Goal 11: The County shall develop a program to ensure that the rate of creation of jobs is commensurate with the rate of development of new housing units, particularly in the affordable range.

Goal 12: The County shall allocate housing growth to ensure that the annual rate of growth does not exceed one percent (1.0%) to maximize protection of its agricultural lands, to match housing growth with the ability of the County to provide services, to protect its open space resources, to reduce impacts on area transportation facilities and to direct growth toward existing urban areas as required by the County’s Land Use Element.

The following are key policies in the County’s Housing Element that relate to land use planning:

Policy 2b: The County will encourage the construction of new affordable housing units within designated urban areas at a density that is commensurate with the availability of public or private water and sewer systems. These units shall be capable of purchase or rental by persons of low, very-low and/or moderate income as determined by applicable federal guidelines.

Policy 2d: The County will investigate housing opportunities for higher density housing within urban areas where high densities are not presently allowed. For such areas, an affordable housing

overlay designation will be developed that provides specific and reasonable development standards and requires affordable housing as a significant project component. The affordable housing zone would require minimum density and affordability standards to be applied on a site specific basis to sites identified in Appendix H of the County’s Housing Element.

Policy 3f: The County shall continue its support of emergency and transitional housing programs through public and private service agencies. Emergency shelters and transitional housing will be allowed in areas with existing development, and/or where no environmental constraints exist; including (with use permit approval) any areas currently zoned as “Industrial” (I) or “General Industrial” (GI).

Policy 4a: With the exception of individual single-family residences, farm labor dwellings and second units, future housing units will be constructed within designated urban areas of the County to the maximum extent feasible, in suitable locations where public services are or reasonably can be made available and adequate for the density proposed.

Policy 4d: The County will work with the cities and towns to locate up to 15% of its Regional Housing Needs in suitable locations within incorporated areas as provided for in State Government Code Section 65584.6 (AB 2430). The County will utilize Housing Trust Fund monies and other sources of affordable housing subsidy that may be available to the County to assist the cities, public housing authority, private developers or local non-profit housing corporations in this effort.

Policy 4e: The County shall continue to promote planning concepts and zoning standards to minimize impact of new housing on County agricultural lands and conflicts between future residences and agricultural uses, including wineries.

Policy 5a: The County will investigate and facilitate housing opportunities within designated urban areas where high-density residential uses are not presently allowed. For such areas, an affordable housing overlay will be developed that allows high density housing in compliance with specific development standards by right and requires affordable housing as a significant project component.

Policy 5b: Where appropriate and necessary to meet its housing production needs, the County will encourage additional housing capacity by increasing the maximum allowable density within specific zoning districts and by upzoning specific parcels of land and will exempt affordable housing projects from the 30-acre minimum parcel size requirement for PD zones.

Policy 5c: The County will encourage the development of residential units in conjunction with appropriate commercial and industrial uses to correspond with jobs created within the Unincorporated Area and will work with the cities of Napa and American Canyon to investigate whether residential uses are appropriate in the outer airport zones (D & E) and make recommendations to the Airport Land Use Commission accordingly.

The County of Napa’s General Plan states:

The County shall allocate housing growth to ensure that the annual rate of growth does not exceed one percent (1.0%) to maximize protection of its agricultural lands, to match housing growth with the ability of the County to provide services, to protect its open space resources, to reduce impacts on area transportation facilities and to direct growth toward existing urban areas as required by the County’s Land Use Element.

Policy 4a. With the exception of individual single-family residences, farm labor dwellings and second units, future housing units will be constructed within designated urban areas of the County to the maximum extent feasible, in suitable locations where public services are or reasonably can be made available and adequate for the density proposed.

Policy 7a. The County will 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.

NAPA COUNTY LAND USE DESIGNATIONS

The purpose of land use designations in the Napa County General Plan is to form a structure to effectively regulate density, intensity, location, and pattern of development across the County's unincorporated landscape. The Napa County Land Use Plan Map illustrates the locations of all land use designations in the County and sets out specific standards for the intent of the designation and its allowable uses, maximum development densities, maximum building coverage, and minimum parcel size.

The Napa County General Plan contains two classes of land use: Urban and Open Space. Urban land uses are further divided into six categories: Cities, Urban Residential, Rural Residential, Commercial, Industrial, and Public-Institutional, whereas Open Space land uses consist of two categories: Agriculture, Watershed and Open Space, and Agricultural Resource. Each of the Napa County General Plan land use categories are defined as follows.

Urban Land Use Categories

Cities. The City designation applies to land within incorporated cities and not under County jurisdiction.

Urban Residential. The Urban Residential designation is reserved for areas within identified urban areas and allows single family dwellings, multiple dwellings, mobile home parks, day care centers, and limited commercial uses. The minimum parcel size is between 0.0625 acre and 1 acre.

Rural Residential. Single family dwellings, day care centers, large residential care homes, existing major medical care facilities, private schools, agriculture, and stables are allowed in the Rural Residential designation. Tourist-serving uses commercial uses are allowed in Capell Valley and the Berryessa area. Minimum parcel size is 10 acres, with the exception of permitted commercial development and legal residential structures within Deer Park or master planned as part of the St. Helena Hospital. Development will be allowed on smaller parcels in these areas, depending on the type of facility, services available, and surroundings.

Commercial. The Commercial designation allows neighborhood, tourist, and other limited commercial uses, subject to specified conditions. Minimum parcel size is 1 acre, or 0.5 acre where no public water or sewers are available.

Industrial. The Industrial designation allows industry, commercial, and related facilities ancillary to primary industrial, agricultural, and winery uses. No residential uses are allowed in the Industrial designation. Minimum parcel size is 0.5 acre to 40 acres, depending on proximity and access to utilities, the airport, highways, rail service, and service roads.

Public-Institutional. The Public-Institutional designation is used for areas in which only government, public uses, or public utility in nature, such as a public hospital, public use airport, sanitation district facilities, state or federal offices, etc. are allowed. The Public-Institutional designation has no minimum parcel size.

Open Space Land Use Categories

Agriculture, Watershed and Open Space. Only agriculture, the processing of agricultural products, and single-family dwellings are allowed under the Agriculture, Watershed and Open Space designation. The minimum parcel size is 160 acres.

Agricultural Resource. Similar to Agriculture, Watershed and Open Space, the Agriculture Resource designation allows only agriculture, the processing of agricultural products, and single-family dwellings. The minimum parcel size is 40 acres. The intent of this designation is to identify smaller areas in the valley and foothills suitable for agriculture and to discourage development of urban uses in those areas.

LOCAL LEGISLATION/INITIATIVES

In addition to current General Plan policies, two important voter-approved initiatives shape the policies and regulations of land planning and development in Napa County, Measure A and Measure J. The following discusses these two pieces of legislation that help form the basis for the Napa County's policies, goals and regulations pertaining to growth management and the protection of agricultural lands.

MEASURE A

The Slow Growth Initiative adopted in November of 1980, Measure A, is a voter approved initiative that required that the County prepare and adopt a Growth Management System Element as part of the Napa County General Plan. The Growth Management System of the General Plan describes the derivation of the annual dwelling unit allocation, the division of the annual allocation into housing type categories, the timing and methods used for issuing building permits, and the required provisions for affordable housing.

The Growth Management System Element satisfies the state requirement that the County accommodate its fair share of the regional housing need and outlines an annual growth rate calculation and building permit allocation. The building permit allocation describes categories of dwellings, exempted types of development, location of growth, and timing, and defines affordable housing.

It should be noted that Measure A sunset in December 2000; however, the Napa County Board of Supervisors extended its intent and mandate through a Housing Allocation Program.

MEASURE J

Napa County's Agricultural Lands Preservation Initiative, also known as Measure J, was approved by voters on November 6, 1990. Measure J prevents the redesignation of parcels classified as Agricultural Resource or Agriculture, Watershed, and Open Space to another use or subdivision into parcels of less than 40 acres (and containing only one dwelling unit), through the year 2020, unless such designation is approved by voters. General Plan amendments involving open space cannot be implemented without a majority vote. Measure J also stipulates that all new growth must be accommodated within the urban limit lines of existing communities.

EVALUATION AREA GENERAL PLAN POLICIES (CITIES)

Within the evaluation areas of Napa County, five incorporated areas are not subject to the policies and regulations set out by the County's General Plan: City of American Canyon, City of Calistoga, City of Napa, City of St. Helena, and Town of Yountville. Lands within these jurisdictions are regulated by the incorporated areas' respective General Plans and ordinances, which are specifically tailored to land use development issues within their planning areas. The following describes the plans and policies for these incorporated areas that are relevant to land use planning in Napa County.

Although General Plan policies may differ, the importance of maintaining consistency in land use regulations throughout the County is recognized by all jurisdictions in their General Plans. This is demonstrated by the agreement between the County and its incorporated areas to share regional housing requirements allocated by the state (also see Chapter 8, *Population and Housing*). This chapter also discusses in further detail potential land use conflicts created by contradictory policies.

CITY OF AMERICAN CANYON GENERAL PLAN

LAND USE ELEMENT

The Land Use Element of the American Canyon General Plan contains the following policies related to land use in areas adjacent to Napa County land.

Policy 1.3.4: Limit the total additional new development that can be accommodated in the City and its Urban Limit Line providing that the highway improvements stipulated by the Circulation Element are implemented.

Policy 1.4.5: Work with the Napa County Local Agency Formation Commission to establish an Urban Limit Line that delineates the planned maximum expansion of the City's urban and related

recreational development; outside of which uses shall be limited to agriculture, resource management, and open space purposes.

Goal 1L: Provide flexibility for the study and potential development of additional lands immediately adjacent to the City boundaries to ensure adequate lands are available for urban growth.

Policy 1.31.3: Work cooperatively with the Local Agency Formation Commission to expand the City's Sphere of Influence to include all areas that are or will be provided urban type services by the City.

Policy 1.31.7: Proceed with the annexation of land in a manner that ensures the logical expansion of City boundaries, provides for the planned, orderly, and efficient pattern of urban development, and reflects property owner desires.

Policy 1.31.8: Work with the County and adjoining jurisdictions in establishing a permanent green belt outside of areas designated for urban development.

Policy 1.31.12: Work with Napa County toward an agreement to establish compatible land use standards for areas within the Sphere of Influence and other lands immediately adjacent to the City to ensure consistent land use designations.

The American Canyon General Plan also contains implementation programs designed to implement the goals, objectives, policies, and standards of the Land Use Element. Implementation Policy I1.22 Interagency Coordination calls for coordination between the City and the County, City of Vallejo, Caltrans, the Napa Airport Authority, utility providers, and local, state, and federal agencies. Policy I1.25 states that any expansion of the City's Sphere of Influence and incorporated boundaries will involve a cooperative process between LAFCO, property owners, the City of American Canyon, and pertinent service agencies.

CITY OF NAPA GENERAL PLAN

To achieve its goals of agricultural preservation and maintenance of community identity, the City of Napa General Plan has land use policies to retain its RUL line, as well as policies for growth management. The establishment of the RUL is important because it limits the amount of land available for development by establishing a finite and definable capacity for the City's future growth. The RUL also allows for infill development within already urbanized areas, as it encompasses both incorporated lands of the City of Napa and the small pockets of County land that still remain within city boundaries. Policies relating to the RUL are as follows.

LU-1.1: The City shall maintain the RUL and Greenbelt designation to define the extent of urban development through the year 2020 and to provide for the maintenance of the City's surrounding open space/agriculture to separate Napa from other communities.

LU-2.1: The RUL shall define the extent of urban development through the year 2020.

Measure J prevents the redesignation of parcels classified as Agricultural Resource or Agriculture, Watershed, and Open Space to another use or subdivision into parcels of less than 40 acres (and containing only one dwelling unit), through the year 2020, unless such designation is approved by voters.



In 1975, the City of Napa adopted the Rural Urban Limit line to limit development located within the rural urban limit and in the unincorporated area.

LU-2.2: The City shall continue to cooperate with the County to ensure that land proposed for development within the RUL is annexed to the City, and land outside of the RUL is conserved primarily for agriculture and other resource and open space uses.

LU-3.1: The City shall prezone unincorporated land within the RUL to ensure the orderly transition of land uses within the City’s urbanizable area.

LU-3.3: The City shall endeavor to maintain an even rate of development within the RUL over the plan period.

TOWN OF YOUNTVILLE GENERAL PLAN

The Town of Yountville also promotes the preservation of agricultural lands within the County through its General Plan policies. The following are the Yountville General Plan’s most relevant policies to land use planning in the County of Napa.

Policies C.3.a. 1.1 and 1.2 of the Yountville General Plan support the preservation of agricultural land uses as outlined in Measure J. These policies are as follows:

C.3.1.1: Maintain the existing relationship and boundary between the town and surrounding agricultural land until the year 2020.

C.3.1.2: The Town Council and residents have no intention to annex established agricultural lands or revise the sphere-of-influence as a precursor to annexation.

CITY OF ST. HELENA GENERAL PLAN

The St. Helena General Plan restricts new development to a well-defined Urban Service Area surrounded by agriculturally designated land. Therefore, most St. Helena land adjacent to Napa County lands is agricultural in nature. The following policies are relevant to Napa County land uses.

LAND USE AND GROWTH MANAGEMENT GUIDING POLICIES

Policy 2.6.5: Encourage the continuation of agricultural and low-intensity uses adjacent to the Urban Limit Line.

Policy 2.6.60: Encourage the County to continue to promote agricultural land use and to strictly limit further residential development on lands surrounding the City’s incorporated area.

Policy 2.6.61: Limit residential development on properties existing at the time of adoption of this General Plan which are designated Agriculture and are outside of the Urban Limit Line in accordance with the following criteria:

- Maximum density of one unit for every five acres of base parcel area.

- New parcels created after October 1, 1993, shall not exceed one-half acre in area unless consistent with Policy 2.6.62.
- For a legal parcel existing on October 1, 1993, the total area for new residential development shall not exceed a ratio of one-half acre per unit allowed. To determine the area of the parcel which can be used for residential development, the maximum determining the area of the parcel which can be used for residential development, any number of units below the maximum permitted may be located within that area.
- Existing unit(s) on the base parcel shall be included when determining compliance with the criteria establishing the permitted number of parcels.
- New parcels shall be contiguous and accessible from existing streets.
- New parcels shall be located so that they minimize the impact on the agricultural viability of the base parcel and adjoining properties.
- Adequate provision of utilities shall be considered prior to approval of creation of new parcels and/or building sites.

Policy 2.6.62: In areas outside the Urban Limit Line, which are zoned A-20 and Winery, new parcels can be created to separate residential development that existed prior to the adoption of the 1993 General Plan from remaining agricultural lands. The area of the new parcel on which the existing residential is located may exceed one-half acre provided the area does not include existing agricultural land except land which is restricted to agricultural use. The area of the new parcel on which the existing residential development is located and the number of units existing within the area of the new parcel shall be counted against the development potential of the base parcel as set forth in Guiding Policy 2.6.61. Neither the area (one-half acre per unit) nor the number of units (one unit per five acres) shall be exceeded, except as provided for residential development which existed prior to the adoption of the General Plan.

IMPLEMENTING POLICIES

Policy 2.6.7: Expansion of the Urban Service Area should only be considered when the amount of developable land within the Urban Limit Line is insufficient to implement General Plan Policies.

Policy 2.6.64: Rezone all agriculturally-designated lands outside the Urban Limit Line to A-20 or AP and adopt zoning regulations consistent with the General Plan criteria.

CITY OF CALISTOGA GENERAL PLAN

Land uses outside the City of Calistoga but within its unincorporated planning areas are under County jurisdiction. These areas are designated Rural Residential; Agriculture, Watershed and Open Space; and Agricultural Reserve.

The following goal and policies of the City of Calistoga General Plan relate to these unincorporated areas:

Goal LU-4: Maintain the rural quality of the unincorporated part of the Calistoga Planning Area.

Objective LU-4.1: Preserve agricultural and natural resources in the unincorporated area to provide the natural setting for Calistoga's identity.

Policy LU-1: Annexation of any unincorporated land shall be discouraged.

Policy LU-2: Napa County shall be requested to limit land use activities in the unincorporated part of the Planning Area, including that designated Rural Residential, to agricultural and open space uses.

Policy LU-3: Napa County, the state, non-profit organizations and interested individuals shall be encouraged to preserve, acquire and enhance open space in the Planning Area. The City shall collaborate with Napa County and with Napa County LAFCO to protect existing land uses from development inappropriate for rural areas. The City shall advocate at the state level for expansion of incentives, such as Williamson Act contracts, that allow agricultural operations to remain economically viable.

Policy LU-6: Local property owners shall be encouraged to place agricultural land in the Land Trust of Napa County and/ or to protect their farms with Williamson Act designation.

Policy LU-7: Provide input to Napa County on applications in the Planning Area for discretionary land use approvals, both through the environmental review process and by commenting on referrals from the County.

AIRPORT LAND USE PLANNING

Napa County has two public use airports, Napa County Airport and Parrett Field. The Airport Industrial area, which includes the Napa County Airport, is located in the southern end of Napa County between the Cities of Napa and American Canyon along State Highway 29.

The following is a discussion of the two plan documents which apply to land use planning in the areas around airports in Napa County. Both plans include specific land use regulations affecting the area's development patterns, as well as further development review requirements to ensure these areas are developed with the most compatible land uses for an airport area.

NAPA COUNTY AIRPORT INDUSTRIAL AREA SPECIFIC PLAN

The Napa County Airport Industrial Area Specific Plan (Specific Plan) was intended to guide and facilitate development of the 2,645-acre Napa County Airport Industrial Area. Land uses in the planning

area are General Industrial, Business/Industrial Park, and Institutional (airport). The Specific Plan outlines development standards for the industrial areas that will provide for a long-term industrial environment with minimal internal land use conflicts and proposes regional road improvements. The Specific Plan provides goals, objectives, and policies related to land use for the area.

Specific Plan goals include maintaining land use compatibility and minimizing land use conflicts, reserving sufficient land for future demands, providing land use policies that protect visual character of State Route 29, encouraging diverse industrial size and activity demands, and limiting commercial activities in the Plan area to the approved Montalcino resort project, the Gateway Commercial node, and to very minor accessory commercial activities. The Land Use Element of the Specific Plan includes a General Land Use and Conservation Concept and policies for Light Industrial/Business Park Areas, General Industrial Areas, Airport Approach Zones, Natural and Cultural Resources, Growth Management, and Adjacent Areas.

NAPA COUNTY AIRPORT LAND USE COMPATIBILITY PLAN

The Napa County Airport Land Use Compatibility Plan (Compatibility Plan) provides guidance to the Airport Land Use Commission in reviewing the land use plans and zoning regulations of affected local jurisdictions to ensure future development adjacent to the airports in the County is compatible with airport activities. The Compatibility Plan sets forth the type of actions subject to review; the review process; primary review policies related to land use actions, review of airport plans, plans for new airports and heliports; and supporting compatibility policies related to noise, safety, airspace protection, and overflight.

LOCAL AGENCY FORMATION COMMISSION

LAFCO is a state mandated local agency that administers California Government Code Sections 56000 et. seq., also known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. This Act charges LAFCO with the responsibility to encourage the logical formation and development of local agencies in a manner that preserves open-space and agricultural lands and discourages urban sprawl.

Napa County's LAFCO consists of five members, including one member representing the general public. The other four members are two County representatives appointed by the Board of Supervisors from their own membership and two members appointed by the City Selection Committee representing cities in the county. Members may be a city officer. In addition to the five regular members, there are three alternate members.

A key objective of LAFCO includes the orderly formation of local government agencies that balance the competing needs in California for efficient services, affordable housing, economic opportunity, and conservation of natural resources. Other objectives include preserving agricultural land resources and discouraging urban sprawl.



Napa County Airport

LAFCO is a state mandated local agency with the responsibility to encourage the logical formation and development of local agencies in a manner that preserves open-space and agricultural lands and discourages urban sprawl.

LAFCO has created a set of Policy Determinations for Napa County. These Policy Determinations relate to the preservation of agriculture and open space lands; the promotion of orderly, well-planned development; spheres of influence; Countywide policies for urban development and service areas; and annexations. These policies address LAFCOs intent to deny the premature conversion of designated agricultural and open space lands to urban uses; provide for the effective, efficient, and economic provision of public services; outline policies for Special District Spheres; and define criteria for various types of annexations.

The LAFCO Commission of Napa County declares its intent to not permit the premature conversion of designated agricultural or open-space lands to urban uses through the following policies, as defined in the LAFCO Commission's Policy Determinations.

1. *Use of General Plan Designations.* The Commission will use the Napa County General Plan to determine designated agricultural and open-space lands.
2. *Timing of Urban Development.* The Commission shall guide development away from designated agricultural or open-space lands until such times as urban development becomes an overriding consideration in providing for the health and welfare of the citizens of the County and the affected city.
3. Factors for evaluating proposals involving agricultural or open space lands. A proposal which includes agricultural or open-space designated land shall be evaluated in light of the existence of the following factors:
 - a. "Prime agricultural land", as defined by Government Code Section 56064.
 - b. "Open-space", as defined by Government Code Section 56059.
 - c. Land that is under contract to remain in agricultural or open space use, such as a Williamson Act Contract or Open-Space Easement.
 - d. Land which has a Napa County General Plan agricultural or open-space designation (Agricultural Resource or Agriculture, Watershed and Open-space).
 - e. The adopted general plan policies of the County and the affected city.
 - f. The agricultural economic integrity of land proposed for conversion to urban use.
 - g. The potential for the premature conversion of adjacent agricultural or open-space designated land to urban use.
 - h. The potential of vacant non-prime agricultural land to be developed with a use that would then allow the land to meet the definition of prime agricultural land under the Williamson Act.
4. *Encouragement of Reorganizations.* The Commission encourages reorganization proposals as a means of coordinating actions of local governmental agencies involving annexation of land to two public agencies.

METHODOLOGY

Several different methods of analysis were used to prepare this chapter. The following section provides the methods used to identify land use changes, analyze land use consumption trends, and identify potential land use conflicts.

- *Policy and Regulatory Considerations.* A thorough policy analysis of existing relevant plans, policies, and regulations was conducted, to determine the existing policy conditions that affect land uses and development patterns within Napa County. *Policy & Regulatory Considerations* below includes a review of federal, state, and local policies related to land use within Napa County.
- *Existing Land Use Patterns.* To determine the existing land use patterns within Napa County, an evaluation of the Napa County Land Use was conducted using geographic information system (GIS) database. The Napa County maintains a digital Land Use database in GIS that contains land use information about every parcel within the unincorporated areas of Napa County. To determine the existing land use patterns within the incorporated cities in Napa County, the General Plans of the cities were analyzed, and City staff members were interviewed about land use and development patterns.
- *Land Use Development Patterns.* Both qualitative and quantitative analyses were used to examine land use development patterns in Napa County. Historical and current aerial photographs were analyzed to determine areas of the County that have experienced growth and development. Additionally, Napa County provided building permit data for the unincorporated evaluation areas, which was used to quantify recent development.
- *Potential Land Use Conflict Areas.* To determine potential land use conflict areas, land use policies for Napa County and the incorporated cities were analyzed for their current consistency. Further, existing land uses were compared to future planned land uses, in order to identify potential areas of future conflict and incompatibility, as well as areas of opportunity for future development.

EXISTING LAND USE

The following describes existing land use patterns in the County and land use development trends. Current land use classifications and planning jurisdiction boundaries are presented in Map 9-1 (located at the end of this chapter), Napa County Land Use Map.

COUNTYWIDE LAND USE CONDITIONS

This section discusses the existing land use patterns in Napa County. The information for this analysis was obtained through the Napa County Land Use GIS, which is based on parcel-level information obtained by the Napa County Assessor's Office and other sources and verified on a regular basis, and

the Napa County Conservation, Development and Planning Department. Land use groups for conversion from Assessor's Parcel data to the Napa County Land Use Database were defined as follows:

- *Commercial*
 - parcels or portions of parcels of any size containing commercial uses including retail sales, offices and motels/ B&Bs as identified by the Napa Co Assessor
 - vacant commercial parcels of any size as identified by the Napa Co Assessor
 - parcels of any size containing commercial recreational uses
- *Industrial*
 - parcels of any size containing industrial uses including warehousing as identified by the Napa Co Assessor
 - parcels of any size in industrial areas containing wineries with approved production capacities of 25,000 gallons/yr or greater
 - vacant industrial parcels of any size as identified by the Napa Co Assessor
- *Public/Quasi-Public*
 - parcels of any size containing schools (both public and private), colleges, churches, railroads, substations, water treatment plants, water tanks, sewage treatment facilities, airports, etc as identified by the Napa Co Assessor
 - vacant public/quasi-public parcels of any size as identified by the Napa Co Assessor
- *Parks and Open Space*
 - publicly-owned parcels of any size identified by Napa Co Assessor and the Land Trust of Napa County not committed to some other form of developed public use
- *Urban/Suburban Residential*
 - residential parcels < 2 acres in size
 - vacant residential parcels < 2 acres in size as identified by the Napa Co Assessor
 - parcels < 2 acres in size with vineyard, orchard, and/or grazing use only
 - high-density residential parcels of any size as identified by the Napa Co Assessor
 - vacant high density residential parcels of any size as identified by the Napa Co Assessor
 - 14 vacant high density affordable housing sites [per County ordinance #1246, establishing the AH affordable housing combination district, governed under Chapter 18.82 in the Napa County Code]

- *Rural Residential*
 - residential parcels 2 to 10 acres in size
 - vacant residential parcels 2 to 10 acres in size as identified by the Napa Co Assessor
 - parcels 2 to 10 acres in size with vineyard, orchard, and/or grazing only
- *Rural Lands*
 - non-farm and non-grazing land portions of parcels >10 acres in size that contain one or more residences and/or a winery
 - vacant residential parcels >10 acres in size as identified by the Napa Co Assessor
 - parcels >10 acres in size with secondary vineyard, orchard, and/or grazing use only
 - portions of 10-acre and larger parcels with secondary vineyard, orchard, and/or grazing use only
- *Farming*
 - parcels or portions of parcels containing vineyards and/or orchards totaling together 10 acres or more in extent
 - parcels outside urban/suburban residential, commercial and industrial areas containing wineries with approved production capacities of 25,000 gallons/yr or greater
 - parcels or portions of parcels containing 10 acres or more of unplanted potential vineyard
- *Grazing*
 - 40 acre and larger parcels or portions of parcels being grazed under Williamson Act Contract or as identified by the County Agricultural Commissioner's Office [includes any associated residences, secondary winery, and/or secondary vineyard or orchard]

The land use categories are based on the existing General Plan Land Use Designations, but have been adapted and expanded for use in this report to provide a more thorough and realistic analysis of the existing land use conditions within Napa County.

Table 9-1 provides a detailed land use breakdown for the unincorporated areas of the County. This summary includes a breakdown of land uses by land use category, treating separately land that is currently developed from and land that is designated in that category but is currently categorized as vacant/undeveloped. It is important to note that the Napa County GIS does not contain detailed land use information for areas within the five incorporated cities/towns within Napa County. Since data for the incorporated areas of the County is not available through the County's GIS, data for these areas were collected through contacting city/town planning departments and using information from each incorporated area's General Plan.



Airport Industrial Park

Table 9-1: Napa County Land Use Summary

Land Use Category	Existing/ Developed Acres	% of Total	Designated/ Vacant Acres	% of Total	Total Acreage	% of Total
Commercial	2,374	0.5%	814	0.2%	3,188	0.6%
Industrial	1,474	0.3%	1,474	0.3%	2,948	0.6%
Public/Quasi-public	6,642	1.3%	208	0.0%	6,850	1.4%
Parks and Open Space	89,823	17.7%	0.00	0.0%	89,823	17.7%
Urban/Suburban Residential	3,751	0.7%	648	0.1%	4,399	0.9%
Rural Residential	8,406	1.7%	2,329	0.5%	10,735	2.1%
Rural Lands	72,552	14.3%	183,711	36.3%	256,263	50.6%
Farming	50,573	9.9%	103	0.0%	50,573	9.9%
Grazing	53,800	10.6%	0	0.0%	53,800	10.6%
<i>Total Unincorporated County</i>	<i>289,395</i>	<i>57.1%</i>	<i>189,287</i>	<i>37.4%</i>	<i>478,919</i>	<i>94.5%</i>
Incorporated Areas/Areas Outside Parcels/ Right-of-Way	–		–		27,828	5.5%
<i>Total County Land Area</i>					<i>506,747</i>	<i>100%</i>

Source: Napa County Conservation Development and Planning Department, 2005

A City's Urban Limit Line generally extends beyond the City's jurisdictional boundaries. A Sphere of Influence is very similar to a City's jurisdictional area, but can extend beyond a city's jurisdictional area to include places that are likely to be annexed by the city in the foreseeable future.

According to the GIS data collected, Napa County consists of approximately 506,000 acres, 94% of which are unincorporated areas. Just over 50% of the lands within Napa County are identified as "Rural Lands" for this analysis. Non-farming and non-grazing operations such as a vineyard, residences on large parcels (greater than 10 acres), or vacant residential parcels larger than 10 acres are seen on Rural Lands. Of these rural lands, 72% are vacant, largely because of terrain and the presence of mountain ridges or narrow valleys. These natural features, in addition to the predominance of agricultural land uses, contribute to the County's rural character.

Preservation of agriculture and open space lands is a high priority in the County's General Plan. Over the past decade, the majority of new development has occurred within the County's five incorporated regions. This is a result of General Plan land use policies encouraging new development to occur within incorporated areas, and other policies and voter-initiatives that limit development in unincorporated areas. This is also demonstrated by the small percentage of unincorporated lands that are developed with residential uses, less than 3%. As seen in Table 9-1, commercial and industrial development is a less predominant land use in the unincorporated areas of the County. Most of the industrial uses within the County have been developed over the past 10 years and are concentrated near the Napa County Airport and along Highway 29.

LAND USE CONDITIONS BY EVALUATION AREA

Existing land uses for the twelve evaluation areas are described below. For evaluation area containing unincorporated lands, data from the Napa County Land Use Database is summarized in a table, showing a breakdown of each land use being evaluated. For the five evaluation areas that consist of

incorporated areas, land use conditions are briefly described with an emphasis on land uses within the Urban Limit Line (ULL), planning area, or Sphere of Influence (SOI).

INCORPORATED AREAS

For planning purposes, incorporated cities within Napa County define an area surrounding their boundary as a planning area, ULL or SOI. A city's planning area or ULL generally extends beyond the city's jurisdictional boundaries. A SOI is generally very similar to a city's jurisdictional area, but can extend beyond a city's jurisdictional area to include places that are likely to be annexed by the city in the foreseeable future.

The purpose of a planning area, ULL, or SOI is to facilitate long-range planning and compatibility of land uses. While a defined planning area, ULL, or SOI does not give a city any regulatory power, it acts to inform the planning process by notifying the County and other nearby local and regional authorities that the city recognizes that development within this area has an impact on the future of the city. Under state law, cities are invited to comment on development within their planning area that is subject to review by the County. However, unincorporated portions of these planning areas ultimately remain under the jurisdiction of Napa County.

CITY OF AMERICAN CANYON

The City of American Canyon is located in southern Napa County, adjacent to the Solano County and the City of Vallejo border, and has rapidly expanded over the past decade, increasing in its population from 7,700 in 1990 to 9,700 in 2000 (ABAG Regional Data Center 2000). American Canyon contains a mixture of older and newer land uses. Older land uses consisting of heavy industrial and commercial uses are scattered along Highway 29 and areas of large lot residential are located along the City's periphery. Industrial and light industrial uses are located in the northern portion of American Canyon, west of Highway 29 and south of Green Island Road.

Newer uses consist of single-family residential developments on smaller lots. Newer residential uses predominate in the areas south of Eucalyptus Drive/Rio Del Mar to the Solano County border and west of Highway 29. Each development is composed of houses with consistent design styles and building materials. The City also contains manufactured homes located in areas designated as High Density Multi-Family Residential.

Although the proposed Urban Limit Line is shown in the American Canyon General Plan, it was never adopted. However, the City does have a LAFCO designated SOI, which essentially matches the City limit line.

Land outside the City Limits but within the ULL is designated in the City of American Canyon as Low and Medium Residential, Residential Estate, Agriculture, Industrial, and Commercial Recreation. Areas of Low and Medium Residential (with overlays), and Residential Estate (with a Commercial Recreation overlay) are primarily located to the east of the City Limits. Areas of Agriculture are located to the

northeast, with Industrial areas located to the north, and Commercial Recreation to the west of the City Limits.

CITY OF NAPA

The City of Napa is the largest city in Napa County, with a population of approximately 72,585, and containing about 60% of both the jobs and the population within the County, according to the City of Napa General Plan. Napa is located in the southern portion of Napa County, approximately 4 miles north of American Canyon. The Napa River runs through the middle of Napa. As previously mentioned, growth and land use patterns within the City of Napa are determined by the RUL. City of Napa also has a Sphere of Influence in place, which includes a slightly smaller area than the RUL.

The predominant land use within the Napa RUL is residential, with 67% of the land within the RUL developed as residential (City of Napa General Plan 2003). Other land uses include commercial (8%), industrial (4%), parks and public/quasi-public lands (12%), and undeveloped/agricultural land (9%). Major commercial areas are concentrated in downtown, the Soscol Avenue auto row, and commercial development along the city's major corridors. The city has a broad range of industrial uses, generally concentrated in the southern part of the City, in or near the Napa Valley Corporate Park. Industrial users located within or adjacent to the City boundaries include Oregon Steel Mills, Blue Canary Inc., and Syar Industries. Other major industrial and heavy commercial areas occupy land along the east and west sides of Highway 29 south of First Street and between Soscol Avenue and the Napa River.

According to the Napa General Plan, as of 1994, the City had the development potential for 7,840 additional dwelling units and 3,171,968 square feet of commercial and/or industrial development.

TOWN OF YOUNTVILLE

The Town of Yountville is located in the Napa Valley Floor, halfway between the cities of St. Helena and Napa. As the smallest community in Napa County, the city limits of Yountville encompass an area of approximately 2.5 square miles (Yountville General Plan 2003), and the Town's population consists of almost 3,000 people (2000 U.S. Census). Existing land uses in the Town of Yountville are predominantly residential, with some retail and commercial development along Highway 29 that mostly caters to the local wine and tourism industries. Further, some lands within the Town boundaries still support agricultural uses and are under agricultural contract.

Little development has occurred since 1998 due to a building moratorium put in place because of a water shortage. However, since the moratorium ended in October of 2004, a variety of recent projects have been approved or are under construction. On the corner of Finnell and Yount Street, the Town has entered into a development agreement to construct a mixed use project to contain an inn, multifamily affordable housing units, and a small park. Other current projects that have been recently approved include an 18 unit mixed use project with 4,000 square feet of retail on Washington Street, the expansion of the Yountville Inn, a 25 unit affordable housing project on Washington Street, a small inn and affordable housing project across from the French Laundry restaurant, an 11 unit housing subdivision proposed on Finnell Rd, and a 13-18 single family unit project on Yountville Road (Tiernan 2005).

The SOI of Yountville is coterminous with the Town's city limits, limiting future growth outside of the Town's current boundaries. Much of Yountville's land west of Highway 29 is owned by the state. This area is the location of the Yountville Veteran's Home, Yountville Golf Course, and a wastewater treatment plant co-owned by the Town and the Veteran's Home. Areas to the east and south of Yountville are primarily vineyards. Areas to the north consist of vineyards and some grazing lands. Most of Yountville is surrounded by prime agricultural land, which cannot be developed without voter approval, as specified by Measure J.

CITY OF ST. HELENA

The City of St. Helena is located north of Yountville, with a population of nearly 6,000 (City of St. Helena General Plan). The City of St. Helena is composed of a core of residential uses surrounded by agricultural, woodlands and watershed, and park lands. These agricultural, woodlands and watershed, and park lands are located outside the ULL, but within the City Limits. Although the City Limits extend beyond the ULL (also know as the Urban Service Area) in many places, growth is prohibited beyond the ULL without annexation.

Based on the City's General Plan, the largest land use in St. Helena is agricultural, which totals 47% of land use. Residential land uses account for 22% and woodland, watershed, open space, and park areas account for 21%. Only 6% of land in St. Helena is designated for commercial or industrial uses. Public uses account for 4% (City of St. Helena General Plan 1993).

There are two main commercial areas in the City, the Central Business District, which contains most of the City's historic buildings, and the Service Commercial District. The area along Highway 29 is predominately designated as commercial or service commercial. Small pockets of office uses are located downtown and along Adams Street. Some newer subdivisions are located in the City, predominately north of the Napa River.

St. Helena has two designated Specific Plan areas, one north of Grayson Avenue and one along Adams Street on the east side of downtown St. Helena. The Specific Plan area north of Grayson Avenue is designated as Service Commercial, High Density Residential, and Agriculture. A specific plan is not anticipated to be adopted for this area in the near future. The other Specific Plan area is governed by the Highway 29 Specific Plan, which was adopted in 2005. This area consists of primarily commercial and mixed use designations (Poole 2005).

CITY OF CALISTOGA

The City of Calistoga is the northernmost incorporated area in Napa County, located at the northern end of the Napa Valley Floor. The area within the City's limits consists of approximately 2.5 square miles and is mostly located on the Napa Valley floor. Calistoga is a small city, with a population of approximately 5,200, according to the 2000 Census. The City's SOI is coterminous with the City limits. The Planning Area covers a much larger area than the City limits, and extends nearly to the ridgelines east and west of the City.



Town of Yountville



City of St. Helena

Land uses in the Carneros area are predominately agricultural, with 83% of the lands designated for farming and grazing areas.

Napa River Marshes area consists mainly of open space areas, with 87% of this area consisting of lands designated for Parks and Open Space or Public/Quasi-Public uses.

In the Jamieson/American Canyon-Unincorporated area, the most predominant land use is Rural Lands, 34%, which is closely followed by Grazing at 28%.

The predominant existing land use within the City of Calistoga is agriculture, including intensive agriculture and vacant/low intensity agriculture (42%). Residential uses comprise about 33% of land use. The residential development in Calistoga is mainly single-family residential, with small pockets of multi-family residential, and two large mobile home parks. Calistoga also contains many single-family homes on large lots that are planted with grapevines. Commercial development is found mainly on Lincoln Avenue, which serves as Calistoga’s main street. There is also a retail area located at the intersection of Foothill Boulevard and Petrified Forest Road. The majority of commercial and service uses in Calistoga are small, locally owned businesses. Several small office parcels are located along Washington Street. Parks and public uses also make up a relatively large percentage of the City’s overall existing land uses (nearly 11%). This category includes several parks, the fairgrounds, a high school, and an elementary school.

Agriculture and open space make up the vast majority of the land in the unincorporated portion of the Planning Area. This is a result of Measure J, discussed above in the Local Legislation/Initiatives section.

CARNEROS/NAPA RIVER MARSHES/JAMIESON/AMERICAN CANYON-UNINCORPORATED

The Carneros Napa River Marshes/Jamieson/American Canyon-Unincorporated area is located in the southern portion of Napa County, north and east of the Napa River Marshes. Land uses in the area vary greatly due to the area’s location adjacent to open space areas, agricultural areas, and the City of American Canyon. According to data collected through the Napa County Land Use Database, approximately 17% of the Carneros, Napa River Marshes, and Jamieson/American Canyon unincorporated areas consist of vacant designated lands. Table 9-2 includes a summary of the land use patterns for the evaluation area as a whole. The following paragraphs contain details and characteristics regarding the land use patterns for each geographic section of the evaluation area.

Table 9-2: Carneros/Napa River Marshes/Jamieson/American Canyon Unincorporated Land Use

Land Use Category	Designated Land (Acres)	Vacant Designated Land (Acres)	Total Acreage
Commercial	429	150	579
Farming	1,568	40	1,608
Grazing	3,613	0	3,613
Industrial	469	1,165	1,634
Parks and Public Open Space (P/POS)	410	0	410
Public/Quasi-Public Facilities (P/QP)	514	17	530
Rural Lands (RL)	1,096	3,308	4,404
Rural Residential (RR)	113	49	162
Urban/Suburban Residential (USR)	35	8	43
<i>Totals</i>	<i>8,247</i>	<i>4,736</i>	<i>12,983</i>
Area Outside Parcels/Incorporated/or Right-of-Way			3,059

Source: Napa County Conservation, Development and Planning Department, 2005

Carneros

Land uses in the Carneros area are predominately agricultural, with 83% of the lands designated for farming and grazing areas. There are very few residential areas in Carneros, totaling only approximately 8% of the Carneros area. The developed commercial areas, totaling 40 acres, include the Napa Valley Marina and boat storage near Milton Road.

Napa River Marshes

Napa River Marshes area consists mainly of open space areas, with 87% of this area consisting of lands designated for Parks and Open Space or Public/Quasi-Public uses. Of the Carneros, Jamieson/American Canyon, and Napa River Marshes evaluation areas, Napa River Marshes contains the majority of the public land uses (approximately 90%). The Napa-Sonoma Marshes Wildlife Area and Fagan Slough Ecological Reserve are located here, encompassing the Napa-Sonoma salt ponds located between the Napa River and San Pablo Bay, and adjacent to Skagg Island.

The Napa River Marshes area has remained largely undeveloped. Some areas adjacent to Horseshoe Bend are used for flood control. The area of Napa River Marshes to the west of the City of American Canyon includes portions of the Napa-Sonoma Marshes Wildlife Area and a wastewater treatment plant.

Jamieson/American Canyon-Unincorporated

Land uses in the Jamieson/American Canyon-Unincorporated area are primarily vineyard and agricultural to the east of Kelley Road and Highway 29 and industrial and agricultural to the west of Kelley Road and Highway 29. The most predominant land use is Rural Lands, 34%, which is closely followed by Grazing at 28%. The third most predominant use is Farming, which comprises 12% of the Jamieson/American Canyon area. Industrial uses consist of 13%, with industrial areas congregated around the Napa County Airport. As mentioned in the policy analysis of this chapter, the Napa County Airport is subject to the land use planning policies of the Napa County Airport Industrial Area Specific Plan and the Napa County Airport Land Use Compatibility Plan.

NAPA VALLEY FLOOR-UNINCORPORATED/WESTERN MOUNTAINS AREA

The Napa Valley Floor extends from the northern end of Napa County into the southern end, and is directly east of the Western Mountains region. Together, these areas comprise over 20% of the entire Napa County land area. This area is largely agricultural with vineyards, farming, and grazing uses. Most areas are designated as Rural Lands (45%), or for farming (32%). Over a third of the area of this region is vacant, and of the developed areas, farming is the most prevalent use (42%). The land use summary for this evaluation area is included in Table 9-3.

Table 9-3: Napa Valley Floor/Western Mountains Land Use Summary

Land Use Category	Designated Land (Acres)	Vacant Designated Land (Acres)	Total Acreage
Commercial	1,039	115	1,154
Farming	29,571	63	29,634
Grazing	7,308	0	7,308
Industrial	288	66	354
Parks and Public Open Space (P/POS)	2,357	0	2,357
Public/Quasi-Public Facilities (P/QP)	662	119	781
Rural Lands (RL)	20,928	20,050	40,978
Rural Residential (RR)	5,588	1,019	6,607
Urban/Suburban Residential (USR)	2,430	228	2,658
<i>Totals</i>	<i>70,171</i>	<i>21,661</i>	<i>91,832</i>
Area Outside Parcels/Incorporated/or Right-of-Way			17,389

Source: Napa County Conservation Development and Planning Department, 2005

Western Mountains Area

The Western Mountains Area runs along the western edge of Napa County, along the Sonoma County border, and consists of mostly vacant lands (62%). Many creeks run through this area, including Carneros Creek, Redwood Creek, Dry Creek, York Creek, Ritchie Creek, Mill Creek, and Nash Creek. The largest land use in this area is land under agricultural contract and vineyards, which is why such a high percentage (69%) is designated as Rural Lands. The land under agricultural contract is located mainly toward the southern end of the area, and the vineyards are located throughout the evaluation area. There is a small pocket of single family residential development located toward the southern end of the area, off of Browns Valley Road, and a parcel classified as low-density multi family residential development located in the same general vicinity. Rural residential development, both on parcels larger and smaller than 5 acres, is located throughout the evaluation area, and takes up 4% of the land in this evaluation area.

Napa Valley Floor

The Napa Valley Floor is located directly east of the Western Mountains area, and includes the lands that are not within the incorporated cities of Napa, Yountville, St. Helena and Calistoga. Highway 29 runs through the length of the Napa Valley Floor. The vast majority of the land in this evaluation area is designated for farming uses (61%), and as Rural Lands (16%), which may include vineyards and lands used for grazing. While the unincorporated lands of this area are very rural and agricultural in nature, they are more developed than other unincorporated areas in the County, largely due to their proximity to urbanized areas, which explains the higher percentage of developed uses (94%) than in other evaluation areas. Of the developed areas in the Napa Valley Floor, 16% is residential, 2% commercial, and 1% industrial. As mentioned above in the discussion about the City of Napa a majority of the

industrial development is located in the Southern end of the Napa Valley Floor, directly adjacent to the City of Napa’s boundaries.

LIVERMORE RANCH/POPE VALLEY/KNOXVILLE AREA

The Livermore Ranch/Pope Valley/Knoxville area is located at the northern end of Napa County. This evaluation area is mainly rural in nature, with almost half of all lands being vacant. This area has a high percentage of lands designated for parks and open space areas, approximately 27%. The land use summary for this evaluation area is included in Table 9-4.

Table 9-4: Livermore Ranch/Pope Valley/Knoxville Area Land Use Summary

Land Use Category	Designated Land (Acres)	Vacant Designated Land (Acres)	Total Acreage
Commercial	72	193	265
Farming	3,912	0	3,912
Grazing	14,405	0	14,405
Industrial	229	0	229
Parks and Public Open Space (P/POS)	30,737	0	30,737
Public/Quasi-Public Facilities (P/QP)	353	10	364
Rural Lands (RL)	9,885	52,388	62,273
Rural Residential (RR)	140	227	367
Urban/Suburban Residential (USR)	15	19	34
<i>Totals</i>	<i>59,749</i>	<i>52,837</i>	<i>112,586</i>
Area Outside Parcels/Incorporated/or Right-of-Way			666

Source: Napa County Conservation Development and Planning Department, 2005

Knoxville

Knoxville is at the northernmost end of Napa County. The vast majority of the land in this area is designated for Rural Lands (54%), or Parks and Open Space (37%). There are several areas of Rural Residential throughout the Knoxville area, both under and over 5 acres in parcel size. However, residential development in this area still consists of less than 1% of the land area. Additionally, 9% of the land in the Knoxville area is designated for grazing. There is also one parcel identified as industrial, currently occupied by the Homestake Mining Company, located at the northern end of the evaluation area.

Pope Valley

The Pope Valley area is located to the southwest of Knoxville. The main roads in this evaluation area are Pope Valley Road, Pope Canyon Road, and Butts Canyon Road. Much of the land is under agricultural contract, with 52% designated for Rural Lands, 33% for farming and grazing, and 14% for parks and open space. Several wineries and vineyards are located in the central portion of the Pope



Valley area. The Pope Valley area contains very little residential development, which comprises less than 1% of the area. There is a small area consisting of low-density multi-family residential development that is approximately 112 acres and bounded by Ink Grade Road on the west and Howell Mountain Road on the east. The Pope Valley area also contains the Aetna Springs Golf Course, and the Pope Valley Union Elementary School is located on Pope Valley Road.

Livermore Ranch

The Livermore Ranch area is located at the northwest corner of Napa County, bordering Lake County. Lake County Highway runs through the western portion of this evaluation area. The majority of land (72%) in the Livermore Ranch area is vacant. The most predominant use is Rural Lands, which typically consist of large parcels used for vineyards or grazing. Additionally, 16% of the land in this area is designated for parks and open space. Rural and Urban/Suburban residential development accounts for less than 1% of the land in this area. Only a very small amount of land is designated for farming, approximately 85 acres. This area is attributed to a parcel under agricultural contract that is located on Aetna Springs Road, partially in the Livermore Ranch area and partially in Pope Valley.

ANGWIN AREA

The Angwin area is the smallest of the evaluation areas and is located in the northern portion of Napa County, between Pope Valley and the Eastern Mountains. The majority of the land uses in this area are Rural Lands (55%), which typically contain vineyards or residences on large parcels greater than 10 acres. The next predominant land use is Rural and Urban/Suburban residential development, occupying approximately 19% of the Angwin area, and generally consisting of low density residential development. Farming and grazing uses comprise 14.5% of the Angwin area. For all land use designations, vacant parcels account for 31% of the Angwin area.

Important public uses in the Angwin area include the Pacific Union College, Howell Mountain School, and Parrett Field (a public airstrip owned by the Pacific Union College). There is also an approximately 900 acre vacant state-owned property near Moore Creek, just east of Las Posadas Road. The land use summary for this evaluation area is included in Table 9-5.

EASTERN MOUNTAINS-UNINCORPORATED/CENTRAL INTERIOR VALLEYS AREA

The Eastern Mountains and Central Interior Valley Unincorporated areas are located on the interior of Napa County between the Berryessa Area and the Napa Valley Floor. These areas account for 22% of Napa County and consist of mostly vacant lands (46%), largely because the mountainous geography makes most lands undevelopable. The predominant land use designation in the area is Rural Lands (73%), with over half of these lands vacant. Residential uses account for a very minimal portion of land uses, only 3%, and are mostly located along State Highway 128 in the Central Interior Valleys area, and east of the southern end of the Napa Valley Floor in the Eastern Mountains area. Public uses include the Napa State Hospital in the southern portion of this evaluation area located on the Napa-Vallejo Highway.

The land use summary for this evaluation area is included in Table 9-6.

Table 9-5: Angwin Land Use Summary

Land Use Category	Designated Land (Acres)	Vacant Designated Land (Acres)	Total Acreage
Commercial	218	63	281
Farming	657	0	657
Grazing	24	0	24
Industrial	0	0	0
Parks and Public Open Space (P/POS)	136	0	136
Public/Quasi-Public Facilities (P/QP)	136	5	141
Rural Lands (RL)	1,283	1,304	2,587
Rural Residential (RR)	459	38	497
Urban/Suburban Residential (USR)	360	33	393
<i>Totals</i>	<i>3,273</i>	<i>1,443</i>	<i>4,716</i>
Area Outside Parcels/Incorporated/or Right-of-Way			125

Source: Napa County Conservation Development and Planning Department, 2005

Table 9-6: Eastern Mountains-Unincorporated/Central Interior Valleys Land Use Summary

Land Use Category	Designated Land (Acres)	Vacant Designated Land (Acres)	Total Acreage
Commercial	451	285	735
Farming	5,811	0	5,811
Grazing	11,908	0	11,908
Industrial	7	239	245
Parks and Public Open Space (P/POS)	7,929	0	7,929
Public/Quasi-Public Facilities (P/QP)	170	11	182
Rural Lands (RL)	30,510	50,698	81,208
Rural Residential (RR)	1,419	490	1,909
Urban/Suburban Residential (USR)	456	124	580
<i>Totals</i>	<i>58,660</i>	<i>51,846</i>	<i>110,507</i>
Area Outside Parcels/Incorporated/or Right-of-Way			1,533

Source: Napa County Conservation Development and Planning Department, 2005

SOUTHERN INTERIOR VALLEYS

The Southern Interior Valleys Evaluation area is located in the southeastern portion of Napa County, bordering Solano County. Highway 121 runs through the western portion of the evaluation area. Lake Curry is located in the central portion of the evaluation area, and Suisun Creek drains from Lake Curry,



Hillslopes in Angwin area

running a north-south direction through the evaluation area. Approximately 67% of this area is classified as vacant, and 45% is designated as Rural Lands. The next largest land use in the area is grazing, approximately 17.5%, with very minimal residential development (less than 1%). Areas containing rural residential development with residences on parcels smaller than 5 acres are mostly located along Gordon Valley Road, Wooden Valley Road, and Monticello Road. The land use summary for this evaluation area is included in Table 9-7.

Table 9-7: Southern Interior Valleys Land Use Summary

Land Use Category	Designated Land (Acres)	Vacant Designated Land (Acres)	Total Acreage
Commercial	0	0	0
Farming	1,580	0	1,580
Grazing	7,632	0	7,632
Industrial	0	0	0
Parks and Public Open Space (P/POS)	51	0	51
Public/Quasi-Public Facilities (P/QP)	2	0	2
Rural Lands (RL)	4,763	15,044	19,807
Rural Residential (RR)	170	107	277
Urban/Suburban Residential (USR)	17	8	25
<i>Totals</i>	<i>14,215</i>	<i>29,374</i>	<i>43,589</i>
Area Outside Parcels/Incorporated/or Right-of-Way			167

Source: Napa County Conservation Development and Planning Department, 2005

BERRYESSA AREA

The land use summary for this evaluation area is included in Table 9-8.

The Berryessa Evaluation Area is located on the eastern side of Napa County, bordering Solano County and Yolo County. The defining feature of the Berryessa Area is Lake Berryessa, a man-made lake with 168 miles of shoreline. As a regional recreational amenity, Lake Berryessa offers opportunities for water-skiing, camping, and fishing activities. There are several small communities located on the western shore of Lake Berryessa, including Berryessa Pines, Spanish Flat, Cappell Valley, and Moskowitz Corners. Defining features of these communities include rural residential development, a small community of manufactured homes in Spanish Flat, very minimal commercial development, the Cappell Valley Elementary School, two churches in Spanish Flat, and several wineries. The two predominant land use designations in the Berryessa area are Rural Lands, at 45%, and Parks and Open Space, at 45.5%. Grazing accounts for 8% of land in the Berryessa area, and is mainly located at northeast end of the lake. Residential and commercial uses are very minimal and comprise less than 1% of the land area. For all land use designations, vacant lands comprise 42% of the land area.

Table 9-8: Berryessa Area Land Use Summary

Land Use Category	Designated Land (Acres)	Vacant Designated Land (Acres)	Total Acreage
Commercial	111	4	115
Farming	0	0	0
Grazing	7,827	0	7,827
Industrial	0	0	0
Parks and Public Open Space (P/POS)	43,010	0	43,010
Public/Quasi-Public Facilities (P/QP)	17	5	21
Rural Lands (RL)	3,441	39,378	42,819
Rural Residential (RR)	69	224	293
Urban/Suburban Residential (USR)	170	200	370
<i>Totals</i>	<i>54,646</i>	<i>39,810</i>	<i>94,456</i>
Area Outside Parcels/Incorporated/or Right-of-Way			813

Source: Napa County Conservation Development and Planning Department, 2005

LAND USE CONSUMPTION TRENDS

This section of the chapter provides a broad overview of land use consumption trends over time within the County and identifies potential land use conflicts. This analysis is based on review of historical aerial photographs, a history of building permit activity, and interviews with County Planning Department staff members.

METHODOLOGY

The land use consumption analysis completed for each of the 12 evaluation areas included in this chapter is based on the following methods.

- Aerial photographs of the County from 1992 and 2002 were analyzed, to provide a qualitative determination of growth areas within Napa County during this time period, both within the incorporated Cities, and the unincorporated areas.
- Napa County building permit information was evaluated. This information allowed for an analysis of construction that has occurred in the unincorporated areas of the County more recently, from 1999 to 2004. For this analysis, building permits issued in this time period were grouped by evaluation area and types of construction. Permits in plan check or not yet approved/issued by the County Building Department were not included, and parcels which were split by evaluation areas were included in the evaluation area in which the largest portion of the parcel was located. This analysis



Lake Berryessa

provided an approximate idea of annual development permits issued in the unincorporated areas of the County, but did not account for the size or scale of development authorized by each permit.

NAPA COUNTY GROWTH PATTERNS

Historically, development patterns in Napa County have generally occurred within incorporated areas, with unincorporated areas remaining predominantly as agricultural, rural residential uses and open space. The County's current General Plan aims to direct development toward existing incorporated and urban areas:

"The County will plan for and accommodate the distribution of population among the sub-areas of the County, giving preference to existing incorporated and urban areas."(General Plan's Land Use Policy 4.5).

Furthermore, agreements between the County and unincorporated areas allow for incorporated cities to provide the majority of the County's new housing development. AB 2430 allows the County to reduce the amount of new high-density housing required to be provided in unincorporated areas, as mandated by ABAG, in exchange for affordable housing projects funded by the County and constructed in incorporated areas.

Another reason for the historically minimal growth in unincorporated regions is various zoning controls, which require minimum lot sizes.

NAPA COUNTY DEVELOPMENT ACTIVITY

Recent building permits issued for unincorporated areas of the County indicate minimal construction and new development in these areas. Based on building permit information provided by county staff, between 1999 and 2004, 368 new construction permits were issued, with a total of 300 residential permits (5,393 acres), 54 permits for commercial construction (2,408 acres), and 14 permits (439 acres) for other types of construction such as cellular communications sites or ancillary use structures.

As the data in Table 9-9 indicates, the majority of permits issued were for the Napa Valley Floor and Western Mountains evaluation areas. Eastern Mountains and Central Interior Valleys also constituted a significant portion of the construction activity, while the other evaluation areas underwent little to no new development.

COMMERCIAL

Table 9-9 also demonstrates very little commercial development activity in unincorporated areas of Napa County. From 1999 to 2004, only 54 permits were issued for commercial construction. The total acreage of the parcels involved with these 54 permits was 2,408 acres, with the average parcel size of 45 acres. The fairly large parcel size is because most of these projects consisted of new wineries,

expansion of existing wineries, and warehouses. On the Napa Valley Floor exclusively, all but two permits issued were related to the wine industry. The remaining two commercial permits in this evaluation area issued were for a retail and restaurant development, and an office building. The most notable commercial development has occurred in the Jamieson/American Canyon area with 10 new commercial developments, including several new office complexes, one new industrial building, and several new warehouses.

Table 9-9: Summary of Building Permits Approved in Unincorporated Areas of Napa County, 1999-2004

	Commercial	Residential	Other	Total
Angwin	2	6	0	8
Berryessa	0	44	1	45
Carneros/Napa River Marshes/Jamieson/American Canyon	13	29	4	46
Eastern Mountains/Central Interior Valleys	11	95	1	107
Napa Valley Floor/Western Mountains	27	116	7	150
Livermore Ranch/Pope Valley/Knoxville	1	8	0	9
Southern Interior Valleys	0	2	1	3
<i>Total</i>	<i>54</i>	<i>300</i>	<i>14</i>	<i>368</i>

Source: Napa County Conservation Development and Planning Department, 2005.

RESIDENTIAL

Permits issued for residential construction constituted primarily single family dwellings, mobile or manufactured homes, second dwelling units, guest houses/cottages, and additions to existing residences. The Napa Valley Floor and Eastern Mountains areas contained the most new residential development, while the Livermore Ranch, Jamieson/American Canyon, and Knoxville areas contained the least amount of new residential development. The only development with greater than 3 new units was on a parcel located mostly in the Eastern Mountains and partially in the Napa Valley Floor area, which included 27 new modular homes.

Between 2001 and 2004, the unincorporated population of the County increased by 308 people, or 1%. When comparing that number to the residential permits approved in unincorporated areas of the County, 300 total between 2000 and 2004, the increase appears to be relative to the increase in population in the County. Approximately 1 permit was approved per additional person per year.

The total acreage of parcels with approved residential permits during 2000 to 2004 was 5,393, with an average parcel size of 18.7 acres, indicating development mostly occurred on rural residential areas with larger parcels.

In the unincorporated areas of the County between 1999 and 2004, 368 new construction permits were issued, with a total of 300 residential permits (5,393 acres), 54 permits for commercial construction (2,408 acres), and 14 permits (439 acres) for other types of construction such as cellular communications sites or ancillary use structures.

LAND USE DEVELOPMENT PATTERNS

In addition to analysis of recent building permit activity, a qualitative land use consumption analysis was completed for each of the 12 evaluation areas based on review of historical and current aerial photographs for the year 1992 and 2002. This analysis was a qualitative analysis, comparing physical development patterns and visible changes in land use that occurred between the years of the aerial photography. While this is not a scientific method of analysis, it provides an idea of where development has occurred in the County, and areas that have experienced land use changes.

CITY OF AMERICAN CANYON

Of the five incorporated areas of Napa County, the City of American Canyon has experienced the most significant growth and land consumption over the past decade. Qualitative analysis indicates that the City of American Canyon has expanded significantly along both its eastern and western boundaries, in some cases reaching its urban limit line. New residential development has occurred in the following areas: between Wetland Edge Road and Hummingbird Way; east of Flosen Road in the southeast corner of the City; along Elke, Janaway, and along Gisela Drive.

CITY OF NAPA

The majority of growth within the Napa Valley Floor has occurred within incorporated areas, particularly in the City of Napa. Several new residential developments are located in the following areas: east of Highway 29 along Merano and Haven Way; north of Darling Street, east of Summerfield Drive, and adjacent to the eastern city limit line; along Villa Lane and Rubicon Lane; and in the southeast portion of the City, north of Seville Drive. Major non-residential developments within the City include the area along Napa Valley Corporate Drive and the area west of Highway 121 on Gasser Drive.

TOWN OF YOUNTVILLE

There has been little new development in the Town of Yountville during the past decade. The area east of State Highway 29, west of Yount Street, and north of California Drive has been developed with a multifamily development. Also, the area bounded by Lande Street, Forrester Lane, and the City's easterly limit line has been developed with new single family residences. A variety of undeveloped areas exist within the Town's limits, consisting of both vacant infill sites, as well as large vacant lands along the perimeter of existing development.

CITY OF ST. HELENA

According to an analysis of aerial photographs, the City of St. Helena has experienced limited growth between 1992 and 2002, although several new residential subdivisions have been constructed. The following are locations where growth has occurred: north and south of Mitchell Drive on Voorhees Circle, south of Chiles Ave, and along Starr Avenue in the easterly portion of the City.

CITY OF CALISTOGA

The City of Calistoga has experienced very moderate growth in the past decade. The City's existing development is bordered on all sides by large undeveloped areas. New residential development which occurred between 1992 and 2002 include a residential subdivision within City limits and adjacent to the eastern city limit line.

CARNEROS/NAPA RIVER MARSHES/JAMIESON/AMERICAN CANYON-UNINCORPORATED

New development that has occurred in this evaluation area include small areas of rural residential development at low densities just outside the City of American Canyon's planning area, as well as a large amount of industrial development between the City of Napa and the City of American Canyon. This industrial area, located directly east of the Napa County airport along State Highway 29, and also in the area directly north of Soscol Ferry Road, contains a limited number of commercial uses, but is predominantly industrial.

NAPA VALLEY FLOOR-UNINCORPORATED/WESTERN MOUNTAINS AREA

Development within the Napa Valley Floor has mainly been commercial in the form of new wineries, which has helped to preserve agricultural land use and prevent urban encroachment. The majority of development that has occurred in the Napa Valley Floor has been within the City limits of Napa. Areas with new development include: residential development along White Lane and new industrial/commercial development along Lafata Street and Thomas Lane. The Western Mountains area contains very limited urban development, and similarly has experienced little to no development, based on review of aerial photos and building permit activity.

LIVERMORE RANCH/POPE VALLEY/KNOXVILLE AREA

These areas of Napa County are very rural and contain little to no urban development, and have experienced minimal development recently, based on a review of aerial photographs and building permit activity.

ANGWIN AREA

The Angwin area has experienced minimal recent development, with 8 building permits issued. The only new development has consisted of rural residential uses, which have expanded along the western portion of the Angwin area along Madia Lane and Diogenes Road.

EASTERN MOUNTAINS-UNINCORPORATED/CENTRAL INTERIOR VALLEYS AREA

These areas of Napa County are almost entirely undeveloped, and have remained so over the past ten years.

SOUTHERN INTERIOR VALLEYS

The Southern Interior Valleys do not contain any urban lands and have not undergone any major developments in the past decade.

BERRYESSA AREA

Development patterns have consisted of mostly rural residential and agricultural land uses over the past decade, with 45 total building permits issued in this evaluation area.

POTENTIAL LAND USE CONFLICT AREAS

This section of the chapter summarizes potential areas of current future land use conflicts on a broad, Countywide scale, based on existing land uses and likely future land use changes. This section also evaluates land use policy consistencies between the jurisdictions in Napa County.

POTENTIAL LAND USE POLICY CONFLICT AREAS

URBAN LIMIT LINES

There are areas designated as urban within the City of Napa’s General Plan, which are actually unincorporated and under the jurisdiction of the County. These “county pockets” are areas where residents have declined to become incorporated into the City, even though they are surrounded by land under City jurisdiction. Under the County’s Rural Urban Limit Lines Policies, these areas are restricted from new development or further parcelization without annexation to the City.

PRESERVATION OF AGRICULTURAL LANDS

Agricultural lands within the County require a vote to be converted to other uses, as stipulated by Napa County’s Agricultural Lands Preservation Initiative, also known as Measure J, approved by voters on November 6, 1990. Measure J prevents the re-designation of parcels classified as Agricultural Resource or Agriculture, Watershed and Open Space to another use or subdivision into parcels of less than 40 acres (and containing only one dwelling unit) unless such designation is approved by voters. Measure J also stipulates that all new growth must be accommodated within the urban limit lines of existing communities. Because of Measure J, areas designated as agricultural within any one of the incorporated areas’ SOI may have difficulty converting to urban lands when necessitated by future growth in the County. Areas where urban growth may potentially conflict with agricultural lands include the following.

- The entire City of Napa is surrounded by a greenbelt, which consists of protected open space and agricultural lands. As the City develops, growth will either have to be completely contained within

the RUL with increased residential densities (as supported by General Plan Policy), or developable areas within the greenbelt will have to be identified and redesignated to allow new development.

- The City of American Canyon is attempting to annex a portion of the County just outside its boundaries as a Special Study Area (SSA) for future residential development. This SSA is located north of Watson Lane, south of South Kelly Road, and east of Highway 29. Both the City and the County have identified the land use designation for this land as agriculture.

The Cities of American Canyon and Napa are nearly built out, and will need to identify viable areas outside their urban limit lines to accommodate new development. At the same time, most of the lands bordering these cities are County agricultural lands, thereby severely restricting any future development.

GROWTH MANAGEMENT POLICIES

Growth is a key issue for Napa County, and growth management policies are incorporated into the General Plans of the cities of Napa County, as well as in the County’s General Plan. Some cities have more stringent growth controls than other cities, which may cause land use conflicts by pushing growth into certain incorporated areas and creating an unequitable distribution of growth throughout the County.

The County’s Growth Management policies currently direct most growth toward incorporated areas, as established by Measure A, which mandated the County to establish a growth management system, and from zoning and minimum lot size. Under Measure A, the County’s General Plan Land Use Element focuses on ensuring the annual rate of growth does not exceed 1% to maximize protection of its agricultural lands. In addition, the cities of Calistoga and St. Helena both contain growth management policies, which severely limit new development in these incorporated areas. Conflicting land use policies regarding growth management include the following:

- The City of Calistoga’s General Plan contains a land use policy stating, “the average annual growth in a five year period shall not exceed 1.35% as measured through the adopted residential growth allocation procedures. High priority shall be given to affordable housing and infill development.”
- The City of St. Helena’s Land Use Policies 2.6.9 and 2.6.10 restrict the amount of new residential development to a maximum rate of 17 dwelling units per year, and maintain a cap for residential development not to exceed 2,850 dwelling units by the year 2010.

These growth policies have resulted in slow growth rates since their implementation, and will continue to restrict growth in these cities and direct it to other incorporated areas. American Canyon, Napa, and Yountville, on the other hand, have growth management policies which are not yet fully developed, but may potentially create conflicting policies to the County’s growth management system. These include the following.

- City of Napa Policy LU 3.4 which states that the City shall endeavor to maintain an even rate of development within the RUL over the plan period.
- The City of American Canyon's implementation program I 1.9 of its Land Use Element aims to adopt and implement a growth management ordinance that will limit development as determined by the City's capacity of infrastructure and services.
- The Town of Yountville's Land Use Policy 4.1 limits the amount of future growth to the number of housing units permitted by General Plan land uses and Land Use Policy 4.5 addresses the need to adopt an incremental growth management program.

CONCLUSIONS AND REPORT UPDATE RECOMMENDATIONS

EXISTING LAND USE

Napa County is comprised of approximately 506,000 acres, approximately 479,000 (95%) of which is included within the unincorporated areas of the County. Non-urban land uses comprise the vast majority of land within Napa County. Rural Lands are the predominant land use category within the unincorporated areas of Napa County, with 256,000 acres (51%). Of this land use category, 72% of it is currently vacant. Parks and Open Space also comprise a large amount of land within Napa County (19%), and Farming and Grazing together comprise 22% of total land. Residential uses are a relatively small percentage of land within the County (3%). Table 1 contains for a full summary of existing land use in the County.

LAND USE CONSUMPTION TRENDS

Based on a qualitative review of historical aerial photos, analysis of building permits issued, and discussions with County staff members, it was determined that there has been very little urbanization or urban development in the unincorporated areas of the County over the past fifteen years, while at the same time considerable growth has occurred in the wine industry related development. The vast majority of growth and land development has occurred within the incorporated cities, predominantly within Napa and American Canyon. An analysis of building permits issued within Napa County between 1999 and 2004 indicates that 368 permits were issued, or approximately 61 permits per year. The evaluation area with the greatest number of building permits issued is Napa Valley Floor/Western Mountains, with 150 issued. Three evaluation areas (Angwin, Livermore Ranch/Pope Valley/Knoxville and Southern Interior Valleys) had fewer than 10 building permits issued over the 6 year analysis period (see Table 9-9).

The Napa County General Plan strongly emphasizes preservation of agriculture and open space resources. Current development patterns within the County are reflective of this. The majority of

development is encouraged to occur within the incorporated areas. Several of the incorporated cities have Urban Limit Lines (ULLs,) or other growth management measures in place, which further limit the amount of land available for development.

POTENTIAL LAND USE CONFLICT AREAS

The most obvious potential future land use conflicts in Napa County are focused around potential urban growth and development to reduce the amount of agricultural lands. Preservation of agricultural lands is a vital component the County's General Plan. Trends have indicated that the majority of new development in Napa County over the past decade has been directed toward incorporated areas. However, the implementation of consistent land use policies Countywide is necessary to ensure future development patterns minimize impacts to locally important agricultural lands. Such policies may include consistent urban limit lines and County growth management policies, studies of lands adjacent to industrial and airport areas, and analysis of appropriate areas for new residential development.

REPORT UPDATE RECOMMENDATIONS

Several recommendations for keeping the information and analysis in this chapter current are presented below and also for consideration in the County's General Plan update process.

- Only the most current policies and regulations should be included in the Land Use Section, including those contained in the Napa County General Plan and the Napa County Zoning ordinance, as well as LAFCO policies, and policies and regulations relating to the incorporated cities. The Napa County General Plan policies will be updated during the General Plan Update process, and the policies and regulations relating to the incorporated cities, LAFCO policies, and other County policies should be reviewed every 5 years to ensure that they are relevant, or as known changes occur.
- Currently, voters in Napa County have passed two pieces of legislation (initiatives) related to land use and development patterns: Measure A, and Measure J. Future measures affecting land use in the County should also be accounted for in this analysis, and it is recommended that this analysis be updated after the results of County elections have been determined.

The Napa County GIS is a comprehensive digital land use database that provides a valuable resources regarding existing land use patterns within Napa County. To maintain and continue to enhance the level of detail contained in the Napa County Land Use GIS database, it is recommended that several steps be taken.

- Orthophotography should be obtained every five years, to ensure accurate aerial photographs are available to use for analysis purposes.
- Because the Land Use Database is parcel-specific, it is recommended that the Napa County GIS database incorporate parcel data changes quarterly into the Land Use coverage, with data supplied by the County Assessor's office.

There are also several recommendations and considerations to incorporate as part of the current General Plan Update process.

- As part of this analysis, existing General Plan land use categories were analyzed to develop a set of land use codes that helped to provide an accurate picture of the land uses and development patterns existing in Napa County. As part of the General Plan Update, it is recommended that the General Plan Land Use Categories are further analyzed, and potentially amended, based on the reality of existing development patterns, potential future land use trends, and desired future land use patterns in the County.
- The General Plan Update should also include a careful comparison of existing land uses compared to planned land uses (General Plan Categories), as there are areas within the County where existing land uses are not consistent with General Plan categories.
- The General Plan Update should take into account the potential land use conflict areas as identified in this chapter, and should develop policies to address the potential land use conflict areas.
- This analysis should be used in conjunction with the population and housing chapter and agriculture resources chapter, both of which contain additional analyses and data that are closely related to existing and future land use patterns within Napa County.

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Map 9-1: Napa County