



## AGRICULTURAL PRESERVATION AND LAND USE



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

### INTRODUCTION

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

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



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

## HISTORY OF LAND USES

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

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

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

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

**POPULATION GROWTH IN NAPA COUNTY, 1900-2006**

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

*Source: Association of Bay Area Governments, 2006*



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

## LAND USE PLANNING IN NAPA COUNTY

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

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

## AGRICULTURE IN NAPA COUNTY

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



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

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

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

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

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

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

## ISSUES FACING THE COUNTY

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

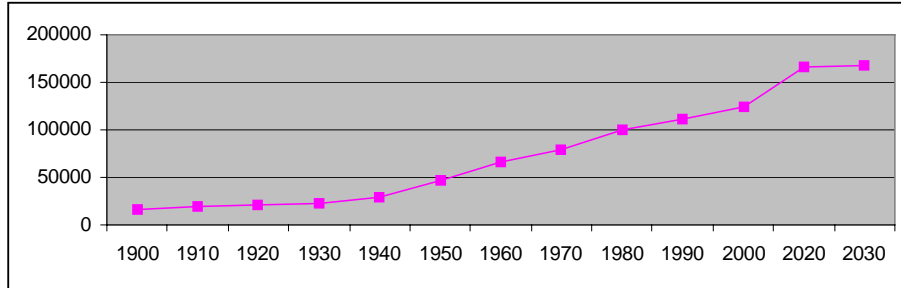
Characteristics of these new residents and the population as a whole are discussed further below, along with other land use-related issues facing the county.

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



### POPULATION PROJECTIONS FOR NAPA COUNTY



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

### Aging Population

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

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

### Changing School Enrollment Patterns

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

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

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

### Increasing Cultural Diversity and the Need for Social Equity

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



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

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

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

### **Housing Availability and the High Cost of Housing**

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

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

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

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

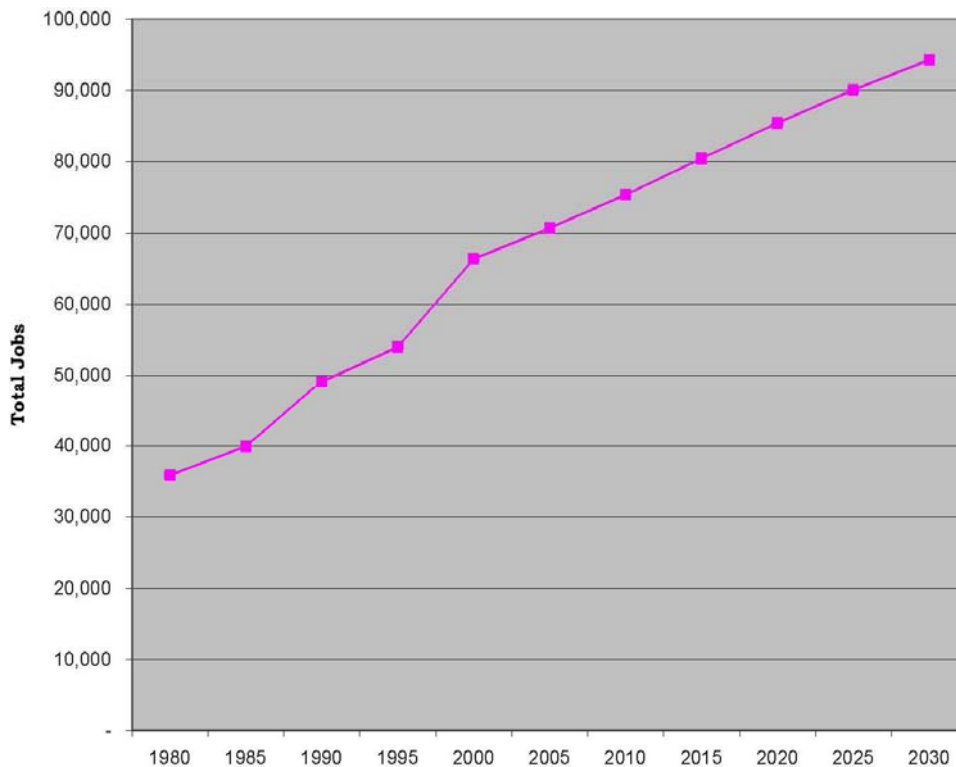


This Element sets the stage for the cyclical updates to the Housing Element mandated by state law, articulating a variety of strategies for meeting the county’s housing needs. Policies provide for slow growth consistent with the intent of Measure A, adopted by the voters in 1980, recognizing that the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

### **Development Pressures on Agricultural Land**

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

**EMPLOYMENT PROJECTIONS FOR NAPA COUNTY (INCLUDING MUNICIPALITIES)**



*Data Source: Projections 2007 by Association of Bay Area Governments.<sup>2</sup>*

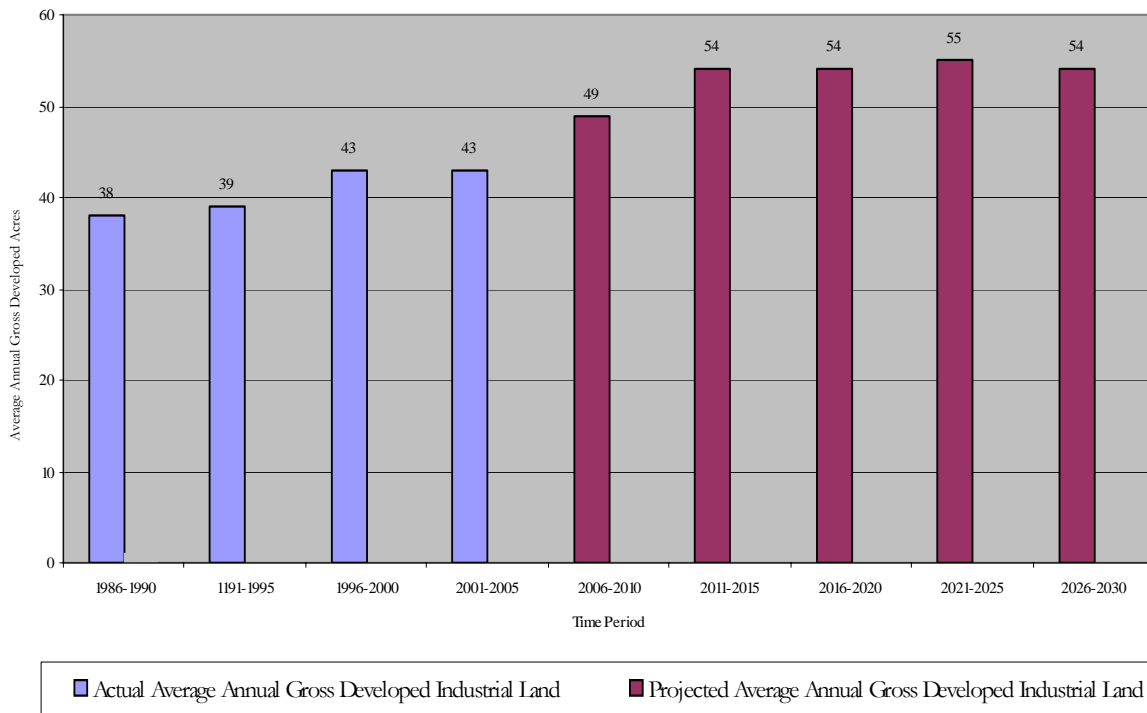
<sup>2</sup> More refined projections completed for the 2008 General Plan Update Final EIR conservatively estimate the potential for 8,259 new jobs in the unincorporated county between 2005 and 2030. These projections do not represent a plan for





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

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



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

**The Continued Economic Viability of Agriculture**

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

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

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



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

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

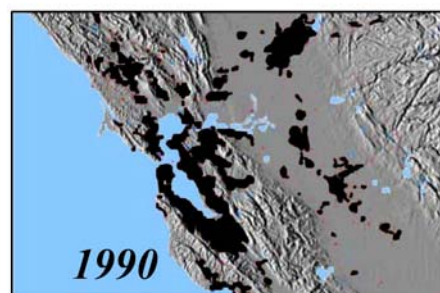
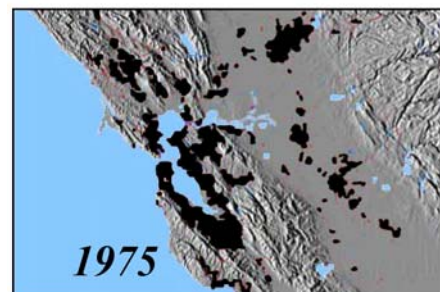
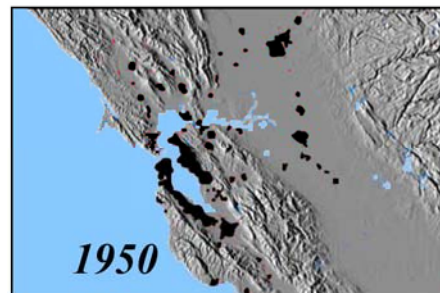
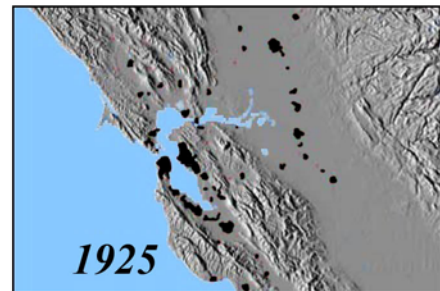
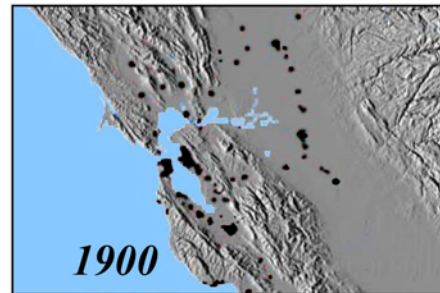
Challenges caused by Pierce’s disease and one of its vectors, the glassy-winged sharpshooter, must also be met, as must challenges associated with soil conservation and water quality and availability. These and other natural resources issues are addressed in the Conservation Element.

### **Environmental and Climatic Changes**

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

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

**Urbanization in the San Francisco Bay Area, 1900-1990**



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



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

## A PLAN FOR THE FUTURE

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

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

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

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

**City of Napa (1872)**

Area: 18 square miles  
2006 Population: 76,705

**City of St. Helena (1876)**

Area: 4 square miles  
2006 Population: 5,989

**City of Calistoga (1886)**

Area: 2 square miles  
2006 Population: 5,258

**Town of Yountville (1965)**

Area: 3 square miles  
2006 Population: 3,264

**City of American Canyon (1992)**

Area: 3 square miles  
2006 Population: 14,961

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



## **AGRICULTURAL PRESERVATION AND LAND USE GOALS**

- Goal AG/LU-1:** Preserve existing agricultural land uses and plan for agriculture and related activities as the primary land uses in Napa County.
- Goal AG/LU-2:** Concentrate urban uses in the County's existing cities and town and urbanized areas.
- Goal AG/LU-3:** Support the economic viability of agriculture, including grape growing, winemaking, other types of agriculture, and supporting industries to ensure the preservation of agricultural lands.
- Goal AG/LU-4:** Develop and implement planning policies which define a rate of population growth that perpetuates our quality of life.
- Goal AG/LU-5:** With municipalities, other governmental units, and the private sector, plan for commercial, industrial, residential, recreational, and public land uses in locations that are compatible with adjacent uses and agriculture.
- Goal AG/LU-6:** Create a stable and predictable regulatory environment that encourages investment by the private sector and balances the rights of individuals with those of the community and the needs of the environment.
- Goal AG/LU-7:** Plan for demographic changes, environmental or climatic changes, and desired social services when siting public facilities and when considering the design of those facilities.

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

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



## AGRICULTURAL PRESERVATION POLICIES

This section includes some policies which were incorporated in the General Plan by voter-approved “Measure J” (1990) and other policies which were adopted by the Napa County Board of Supervisors. Policies derived from Measure J may not be amended or deleted without subsequent voter approval until after December 31, 2020, or after a later date if an extension is approved by the voters.

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

Policy AG/LU-19: The County recognizes that increasing local food production in Napa County and increasing local food purchases by County residents and institutions such as the jail, schools, and hospitals will contribute to greater food security, increase agricultural diversity, and create a reliable market for small-scale farmers.



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

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

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

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

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

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

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

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

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

**Intent:** To identify areas in the fertile valley and foothill areas of the county in which agriculture is and should continue to be the predominant land use, where uses incompatible with agriculture should be precluded, and where the development of urban type uses would be detrimental to the continuance of agriculture and the maintenance of





open space which are economic and aesthetic attributes and assets of the County of Napa.

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

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

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

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

## OTHER LAND USE POLICIES

Policies in this section address the following topics:

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

## POLICIES IN SUPPORT OF URBAN-CENTERED GROWTH

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

Policy AG/LU-23: Consistent with longstanding practice and “smart growth” principles, the County will enact and enforce regulations that will encourage the concentration of residential growth within the County’s existing cities and town and urbanized areas designated on the Land Use Map.



## AGRICULTURAL PRESERVATION AND LAND USE

- Policy AG/LU-24: Commercial uses will be grouped in areas outside of those designated for agricultural uses in the General Plan (subject to exceptions contained in Policies AG/LU-43 through 45 of this General Plan).
- Policy AG/LU-25: The County opposes the creation of new special districts planned to accommodate new residential developments outside existing urbanized areas, except as specified in the Housing Element.
- Policy AG/LU-26: The County will discourage proposed urban developments which require urban services outside of existing urbanized areas. However, nothing in this Agricultural Preservation and Land Use Element is intended to preclude the construction of a single-family residence, on an existing, vacant, legal parcel of land in compliance with adopted County ordinances and other applicable regulations, except on designated park land. Pursuant to State law, small child care centers are considered residential uses. Where maximum dwelling unit densities are specified in this General Plan, the population density is determined by multiplying the allowable number of dwelling units times the average persons per household in the unincorporated County as determined by the most recent U.S. Census.
- Policy AG/LU-27: For the purposes of this General Plan, the terms “urbanized” or “urbanizing” shall include the subdivision, use, or development of any parcel of land for non-agricultural purposes. Engaging in nature-based recreation or agriculturally compatible uses that are permitted in the applicable zoning district without the issuance of a use permit, such as development of one single-family house and/or second unit on an existing legal lot, shall not be considered urbanizing.
- Policy AG/LU-28: Consistent with the County’s longstanding commitment to urban-centered growth, new multi-family housing and other urban uses shall be directed to the incorporated cities and town and urbanized areas of Napa County.
- Policy AG/LU-29: Governmental uses and public utility uses shall be permitted in appropriate locations. Only those new governmental and public utility uses which specifically implement programs mandated by the state or federal government shall be permitted in non-urban areas. On parcels which are designated Agricultural Resource or Agriculture, Watershed and Open Space on the Napa County Land Use Map, governmental uses and public utility uses existing as of 1983 shall be allowed to continue to operate and to use the existing buildings and/or facilities but shall be allowed to expand in size and volume of business only for the purpose of modernizing the facilities and meeting additional demonstrated public needs to the extent permitted by law.

## RESIDENTIAL LAND USES

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



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

Action Item AG/LU-30.1: Prepare an ordinance permitting second units in areas designated Agricultural Resource when the units do not conflict with agricultural uses or Williamson Act contracts, and consider whether their use as affordable and/or workforce rental housing can be ensured.

Action Item AG/LU-30.2: Develop a Workforce Housing Ordinance, including revisions to the current Inclusionary Housing Ordinance, to define workforce housing and establish additional workforce and inclusionary housing requirements for all multi-family housing proposals consisting of eight or more units constructed in the unincorporated County. Such an ordinance could also require on-site workforce housing in place of in-lieu fees for any large commercial or institutional projects constructed outside of areas where housing would be inconsistent with the applicable airport land use compatibility plan.

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

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



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

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

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

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

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

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

**Minimum Parcel Size:** Between 0.0625 acre and 1 acre.

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

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

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



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

**Minimum Parcel Size:** 10 acres, except that all permitted commercial development, and legal residential structures in Deer Park existing on December 31, 1994, and master planned as part of St. Helena Hospital may be allowed on smaller parcels, depending on the type of facility, services available, and surroundings.

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

## COMMERCIAL, INDUSTRIAL, AND STUDY AREA LAND USE POLICIES

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

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

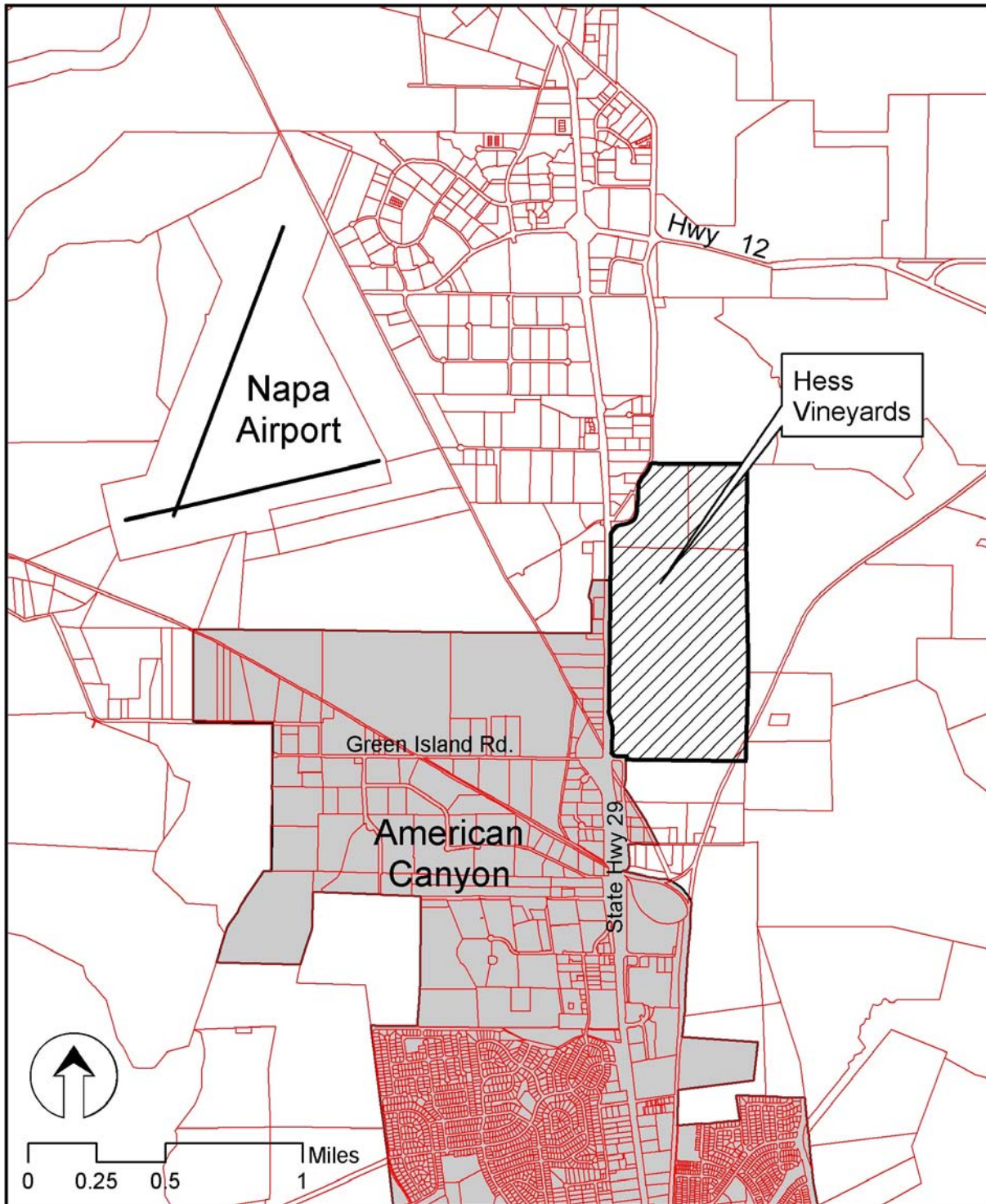
Policy AG/LU-38: The Airport Industrial Area Specific Plan (AIASP) was adopted in 1986 to set forth detailed land use and circulation standards, capital improvement requirements, associated financing, and improvement sequencing measures, as well as necessary supporting policies and regulatory procedures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

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

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

Policy AG/LU-41: [Reserved]

**FIGURE AG/LU-1: HESS VINEYARDS LOCATION**



Source: Napa County 2007



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

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

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

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

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

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

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

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



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

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

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

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

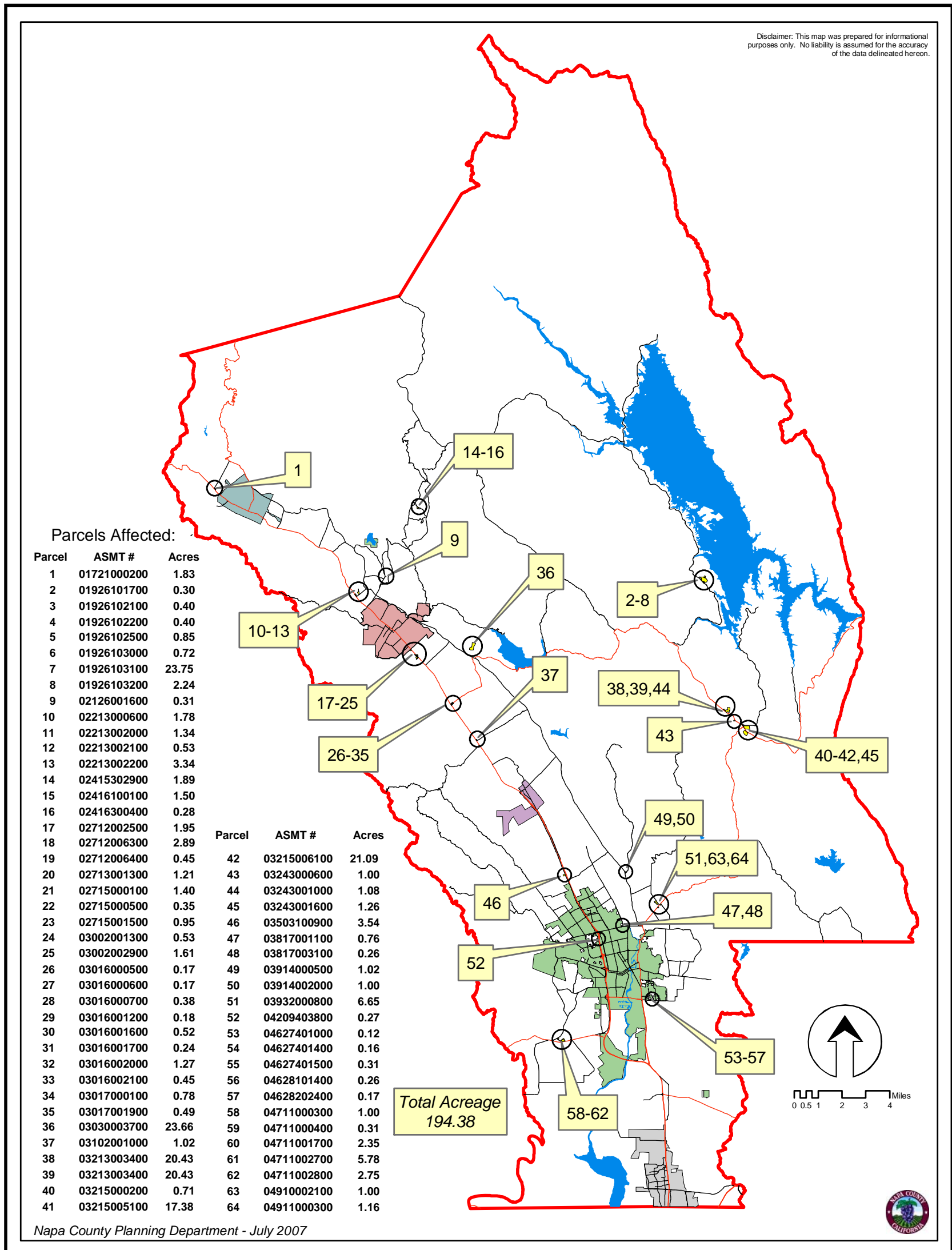
Action Item AG/LU 48.1: Review zoning code requirements for Home Occupation permits, and update those requirements to provide greater flexibility in situations where there will be no off-site impacts. For example, consider situations in which the use of legal, accessory structures could be permitted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

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

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



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





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

**Intent:**

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

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

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

**Maximum Building Density:** 50% coverage

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

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

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

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

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



**Maximum Building Density:** 50% coverage

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

**Intent:** This designation allows industrial uses to continue pursuant to existing zoning, but signals the need for further site- or area-specific planning to assess the potential for a mix of uses in this area, including multi-family housing. Further planning and amendment of this section of the General Plan will be required to revise the list of permitted uses, densities, and intensities provided below. The Study Area designation is intended to be applied only to the Napa Pipe site and the Boca/Pacific Coast parcels in the unincorporated area south of the City of Napa, where sufficient infrastructure may be available to support mixed-use development.

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

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

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

## PUBLIC-INSTITUTIONAL POLICIES

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

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

**Minimum Parcel Size:** Not applicable

## PROHIBITED USES

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

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

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



## POLICIES SPECIFIC TO GEOGRAPHIC AREAS OF NAPA COUNTY

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

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

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

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

- Angwin (Page AG/LU-30)
- Berryessa Estates (Page AG/LU-33)
- Berryessa Highlands (Page AG/LU-35)
- Big Ranch Road (Page AG/LU-37)
- Coombsville (Page AG/LU-38)
- Deer Park (Page AG/LU-40)
- Lake Berryessa: Moskowite Corners, Pope Creek, and Spanish Flat (Page AG/LU-42)
- Silverado (Page AG/LU-47)
- South County Industrial Areas (Page AG/LU-52)

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

- Oakville & Rutherford (Page AG/LU-54)
- Pope Valley (Page AG/LU-54)
- South St. Helena (Page AG/LU-56)

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

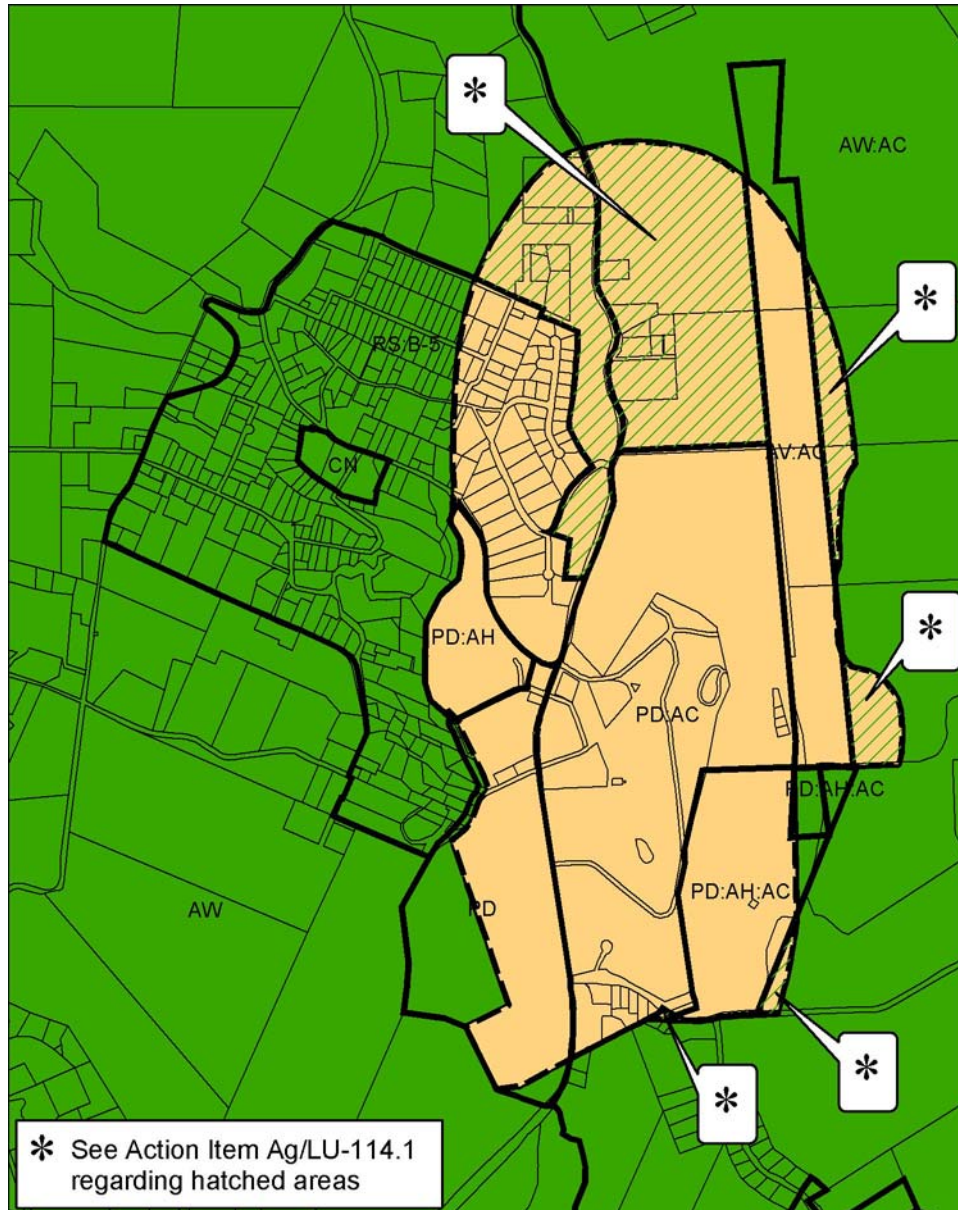
The following general policy applies to all geographic areas:

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

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



## ANGWIN



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area.*

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



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



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

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

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

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

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

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

### **Policies:**

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

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

Policy AG/LU-59: [Reserved]



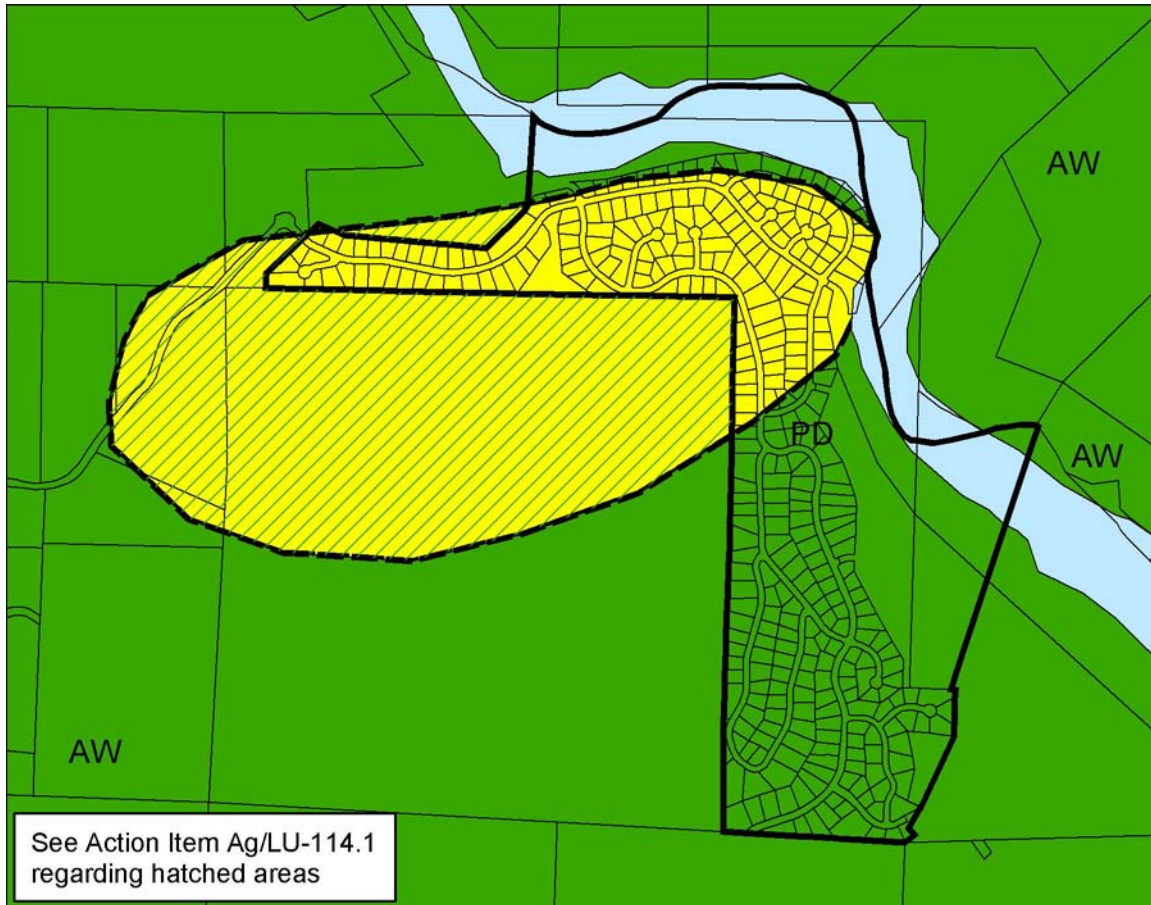
AGRICULTURAL PRESERVATION  
AND LAND USE

- Policy AG/LU-60: The existing density of development in the Angwin area and the County's desire to be protective of water quality precludes future subdivision activity based on septic tanks. Also the County shall encourage replacement of existing septic systems that may impact surface or ground water with sewer services or alternative wastewater treatment systems.
- Policy AG/LU-61: The existing density of development in the Angwin area and the County's desire to be protective of groundwater supplies precludes future subdivision activity that relies on net increases in groundwater use within the Conn-Creek-Upper Reach Local Drainage.
- Policy AG/LU-62: [Reserved]
- Policy AG/LU-63: The County recognizes the historical significance of Pacific Union College in the Angwin community and will continue to support this time-honored institution and employer in its educational mission.
- Policy AG/LU-64: To maintain the rural atmosphere of the Angwin community, the County will not promote policies that encourage land uses that are incompatible with or out of character with the area, recognizing that a large part of the community's character is derived from its wooded setting.
- Policy AG/LU-65: The Angwin area should retain a variety of housing types to support residents, students, and employees of Pacific Union College and St. Helena Hospital.
- Policy AG/LU-66: The County supports the ongoing operation of Angwin Airport (Parrett Field), including any improvements approved by the Federal Aviation Administration within the AV zoning district.
- Policy AG/LU-67: The County will continue to maintain a road network to service the needs of Angwin residents and provide accessibility to emergency vehicles.





## BERRYESSA ESTATES



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*

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

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



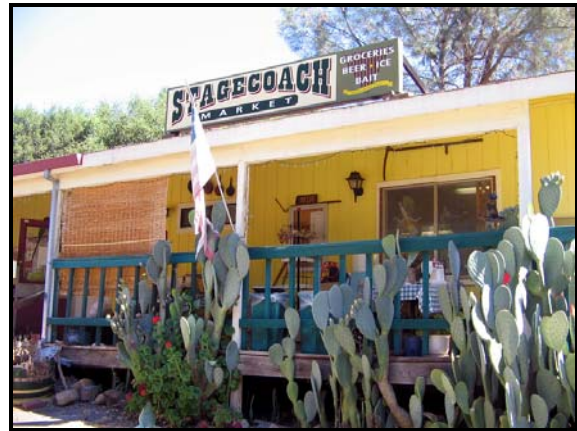
*Typical home in the Berryessa Estates subdivision. Many of the homes are located on steep hillsides.*



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

**Policies:**

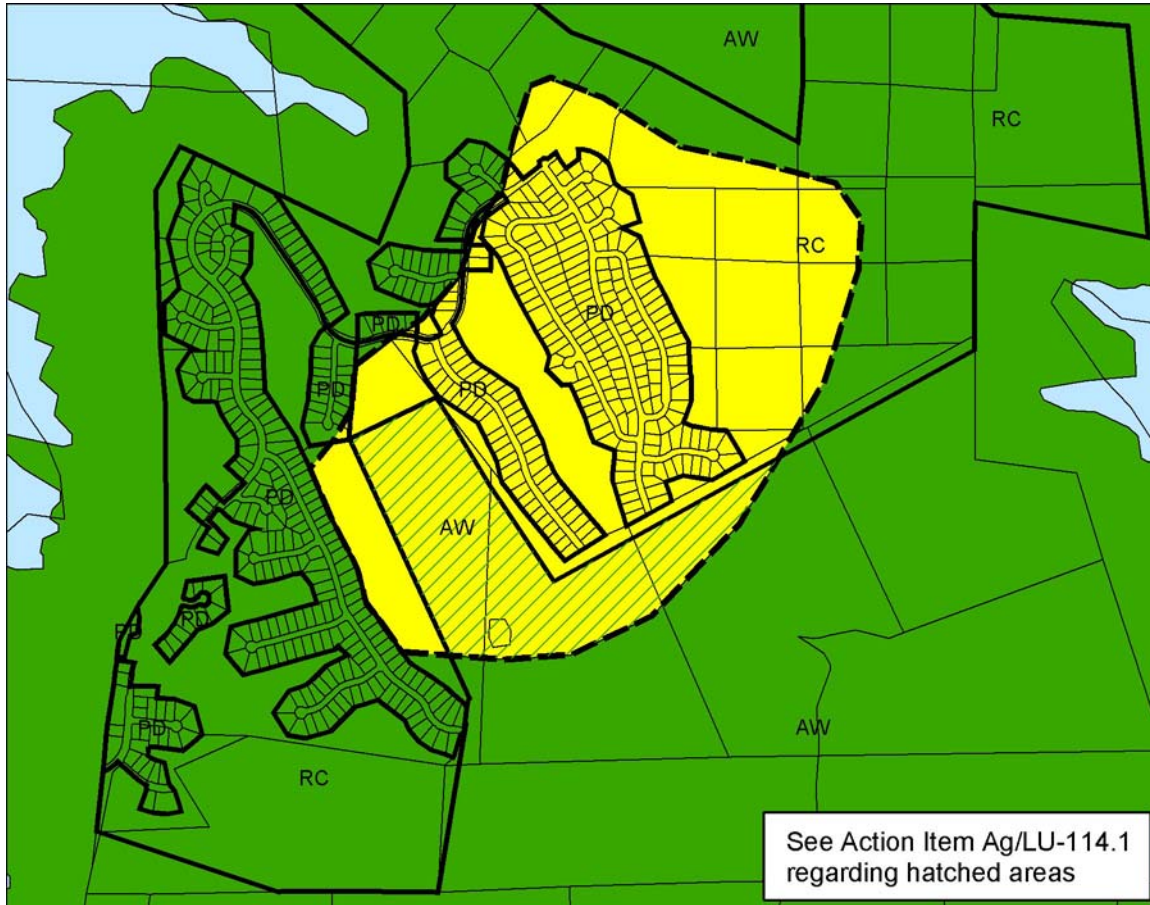
Policy AG/LU-68: The County shall recognize the character of this community and the quality of the environment in the review of future development projects in the Berryessa Estates area. All new subdivisions, use permits, and other discretionary actions shall conform to the General Plan Land Use Map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



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



## BERRYESSA HIGHLANDS



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*

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

The area designated for rural residential uses in this area is comprised of approximately 275 acres and encompasses only a

small portion of the potential residential land per the zoning designation.



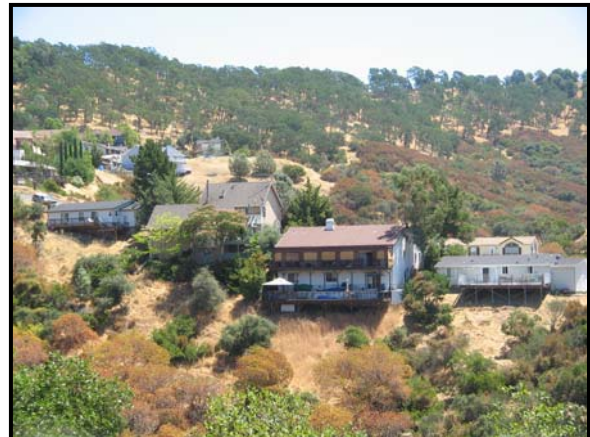
*Entrance to the Berryessa Highlands residential area.*



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

**Policies:**

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

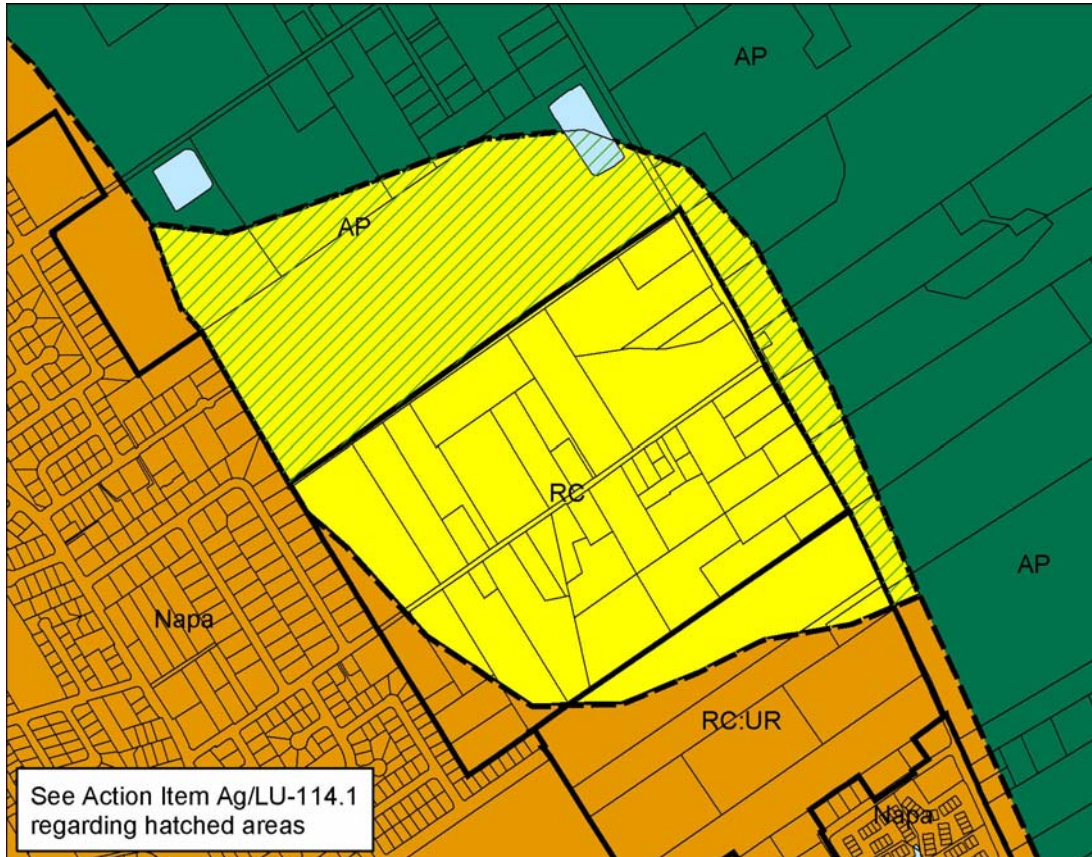


*Hillside homes typical of Berryessa Highlands. Many homes have views of Lake Berryessa.*

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



## BIG RANCH ROAD



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*

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

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

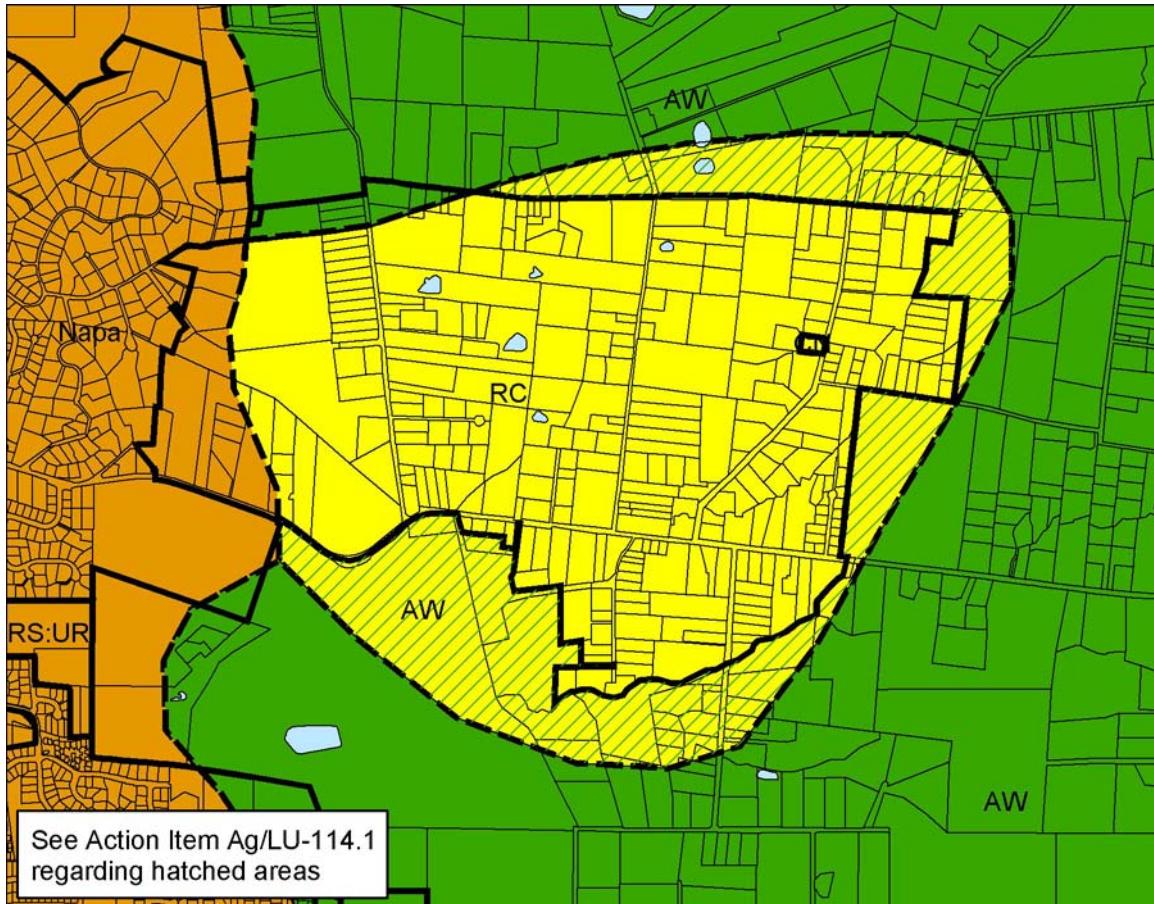
### **Policies:**

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





## COOMBSVILLE



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*

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

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





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

**Policies:**

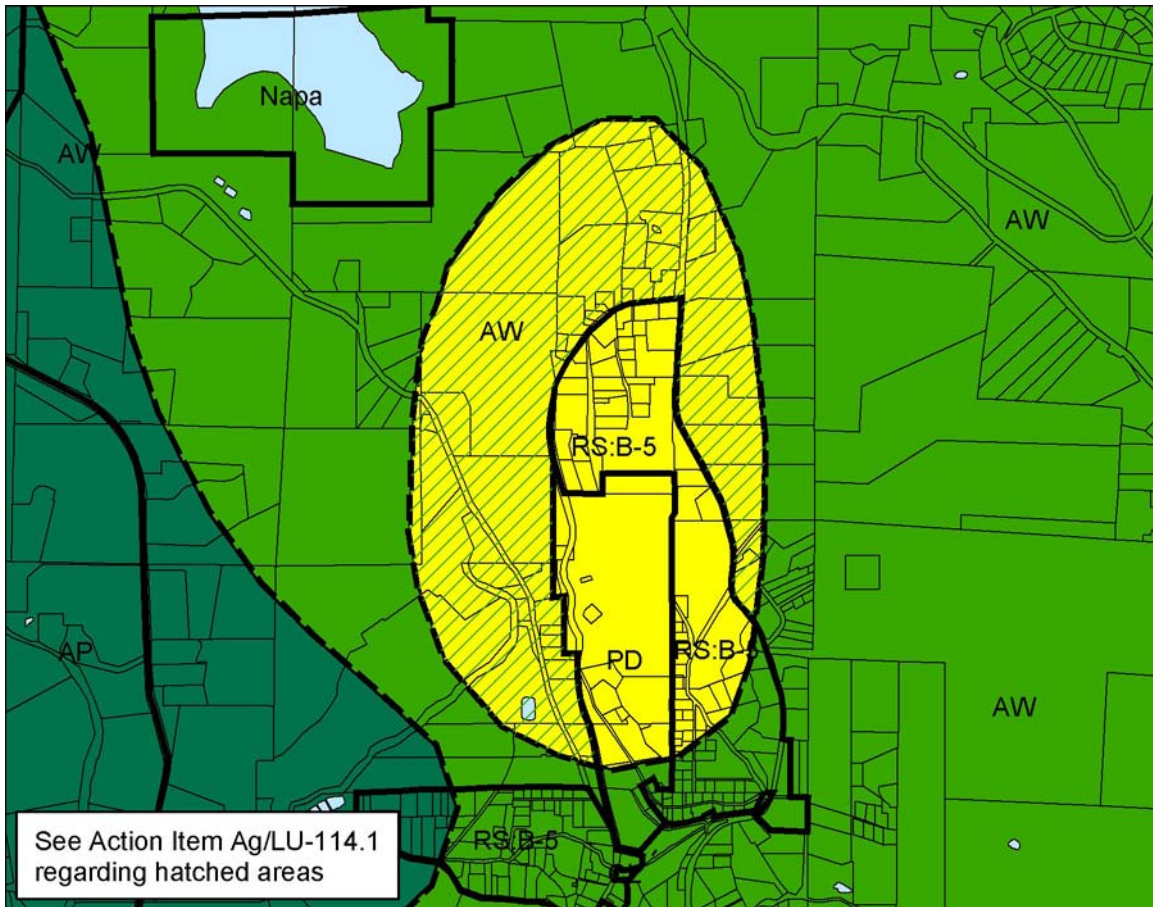
Policy AG/LU-72: Recognize the character of this community and the quality of the environment in the review of future development projects in the Coombsville area. All new development, including subdivisions, use permits, and other discretionary actions, shall conform with the General Plan Land Use Map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

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

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



## DEER PARK



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*

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

### **Policies:**

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

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





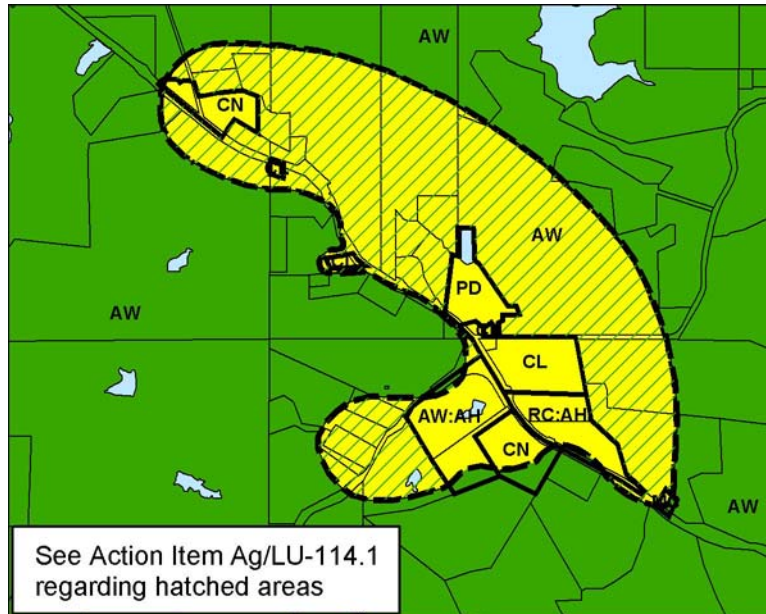
Policy AG/LU-77: Recognize the character of this community and the quality of the environment in the review of future development projects in the Deer Park area. All new development, including subdivisions, use permits, and other discretionary actions, shall conform to the General Plan Land Use Map and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



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

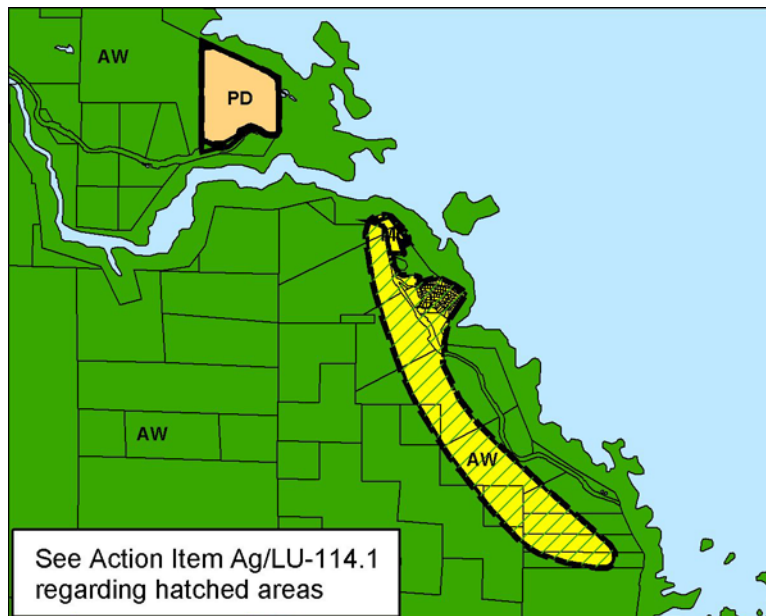
## LAKE BERRYESSA: MOSKOWITE CORNERS, POPE CREEK, AND SPANISH FLAT

### MOSKOWITE CORNERS



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*

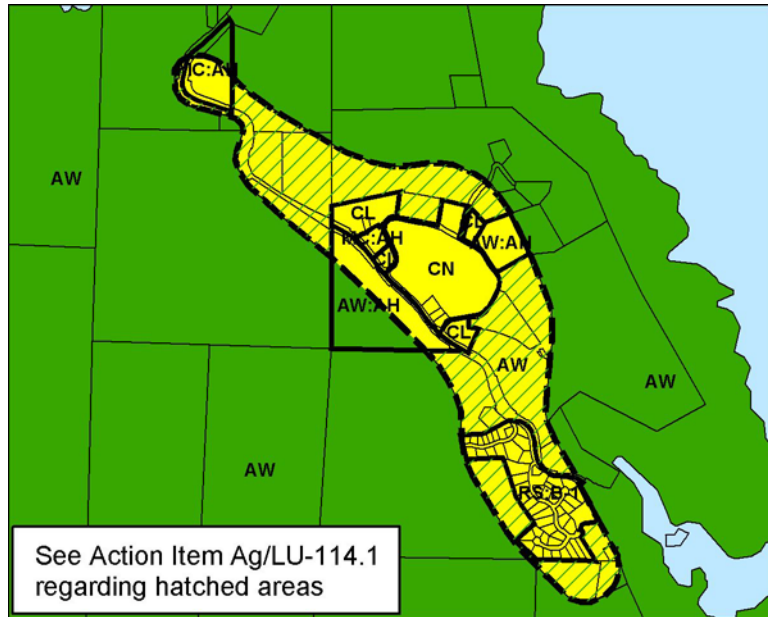
### POPE CREEK



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*



**SPANISH FLAT**



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*



*The Corner Store is a central feature of the community.*



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

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





County, but the lake’s scenic and recreational values accrue to Napa County.

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

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

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

Moskowitz Corners is located at the intersection of Highway 128 and Highway 121 (Monticello Road) some distance from the lake, but anyone accessing the southern end of the lake must pass through this crossroads. Existing uses include a mobile home park, winery, tavern, cafe and grocery store, RV storage area, and two closed gas stations. Larger parcels to the west are planted in vineyards.

**Other Residential Areas at the Lake**

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

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

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

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



## Lake Berryessa Policies:

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

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

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

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

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

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

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

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

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

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

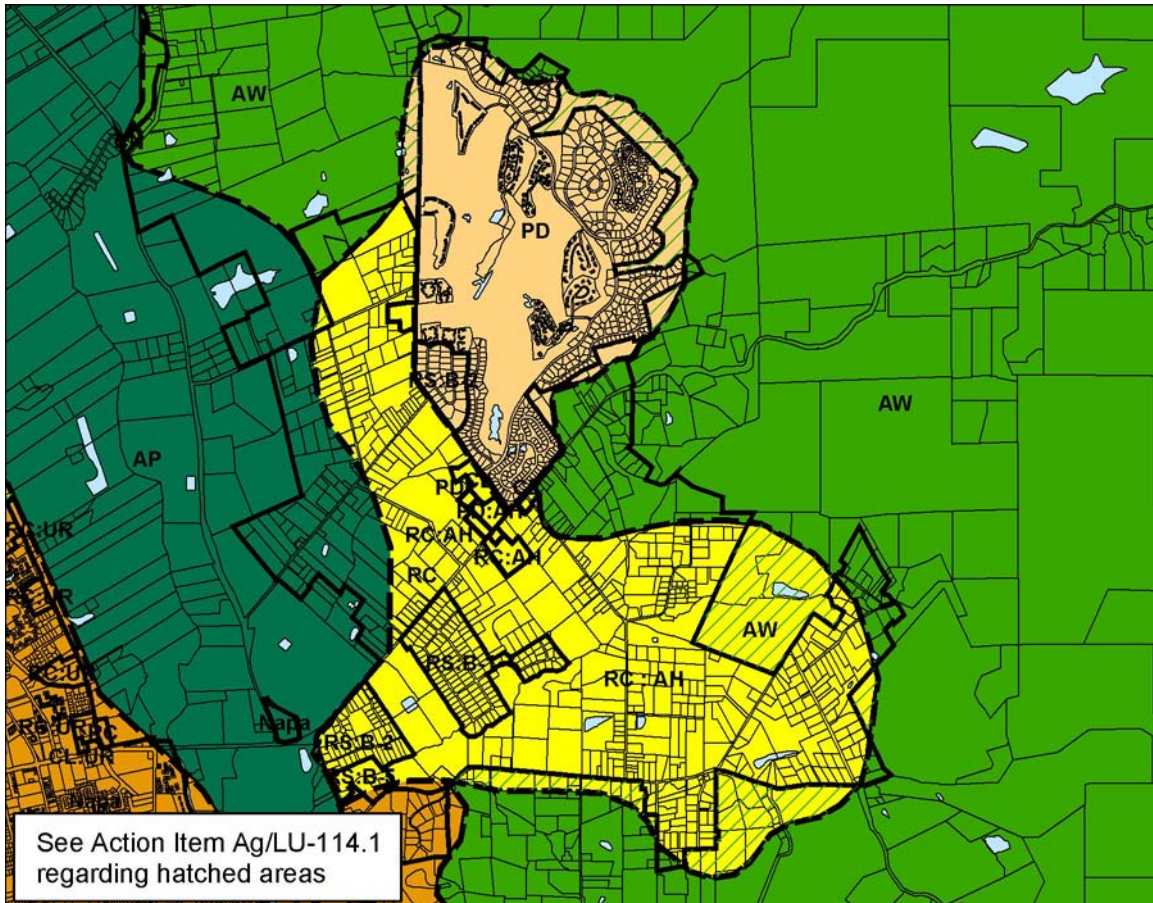


Policy AG/LU-87: **Small Business Assistance and Workforce Housing Development Assistance.** County programs related to small business assistance, workforce development, and affordable housing development should be reviewed periodically to ensure they are effectively targeted to lake communities.

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



## SILVERADO



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*

**Description:** Silverado is located northeast of the City of Napa, generally along Atlas Peak Road. The Silverado area encompasses 2,325 acres in total, with about one-third designated Urban Residential and two thirds designated Rural Residential. The Urban Residential area principally includes the developed master-planned portions of the Silverado Country Club and Resort and residential areas in the Silverado Community Services District approved for development prior to 1991. Pursuant to these plans and approvals, residential development within the Silverado area is limited to a maximum of 1,095 units in the Urban Residential area. In the adjacent Rural Residential area, there are three parcels designated as an “Affordable Housing Combination District,” enabling a total of up to 231 units on these parcels..





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

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

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

Silverado is one of several areas identified in the 2004 Housing Element update as a potential site for affordable housing. Three parcels, potentially accommodating up to 231 residential units, were identified for this area.

### **Policies:**

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

Policy AG/LU-90: Residential development within the Silverado area is limited to a maximum of 1,095 units in the Urban Residential area. Development in the adjacent Rural Residential Area is determined by parcel-specific zoning with a cumulative ceiling of 231 units on the three parcels with an Affordable Housing Combination District designation.

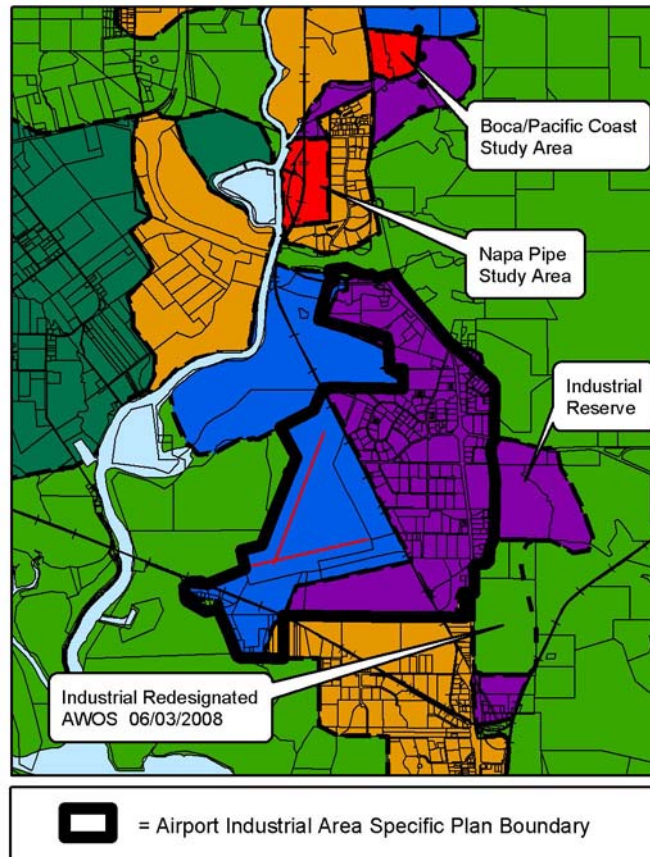
Policy AG/LU-91: Notwithstanding Policy AG/LU-25, the County supports provision of recycled water to the Milliken-Sarco-Tulocay groundwater deficient area for irrigation use and groundwater recharge.

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





## SOUTH COUNTY INDUSTRIAL AREAS



*Note: See Figure AG/LU-3 on Page AG/LU-63 for the location of this area and the map legend.*

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

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

Recognizing the need to plan for future uses, the County in 1986 adopted the Napa County Airport Industrial Area Specific Plan, which remains in effect today. The specific plan provides land use, circulation, public facilities, growth management, and implementation policies that apply within the area between Soscol Ridge and the City of American Canyon (see map above). The specific plan area covers approximately 2,580 acres, reflecting a reduction in size due to annexation of approximately 365 acres to the City of American Canyon in



2004. The area has been building-out gradually over time, consistent with the original projection of about 20 acres/year contained in the 1986 plan.<sup>5</sup>

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

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

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

Napa Pipe Property – Napa Pipe is located on an approximately 150-acre industrially zoned parcel. The Napa Pipe site was recently (2005) purchased by new owners who have expressed an interest in mixed-use development with a substantial residential component, including affordable housing. Current tenants on the Napa Pipe site are principally involved in storage, distribution, and light assembly, and there are few heavy industrial users. At present, the number of persons working on the site is quite low when compared to historical levels; many buildings are vacant or are being used for storage. Napa Pipe is subject to airport overflights and is bordered by the Napa River, wetlands, and the Napa Valley Corporate Park (in the City of Napa). The site is accessible via Kaiser Road and Napa Valley Corporate Drive.

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

### **Policies:**

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

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

Action Item AG/LU-94.1: Prior to approving non-industrial development the County shall adopt development standards for the Pacific Coast/Boca and Napa Pipe sites which shall include, but may not be limited to, buffering and visual screening from existing industrial uses and Syar Quarry, design features that include physical buffers (e.g., vegetation, landscape features, or walls in unique circumstances), building placement and orientation in a manner that physically separates these sites from

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<sup>5</sup> “Industrial Land Use Study,” Keyser Marston Associates, May 2006.



incompatible operations of adjacent uses (e.g., truck traffic, odors, stationary noise sources), and implementation of other measures to address noise and vibration. Standards for the Napa Pipe site shall ensure conformance with the Napa County Airport Land Use Compatibility Plan.

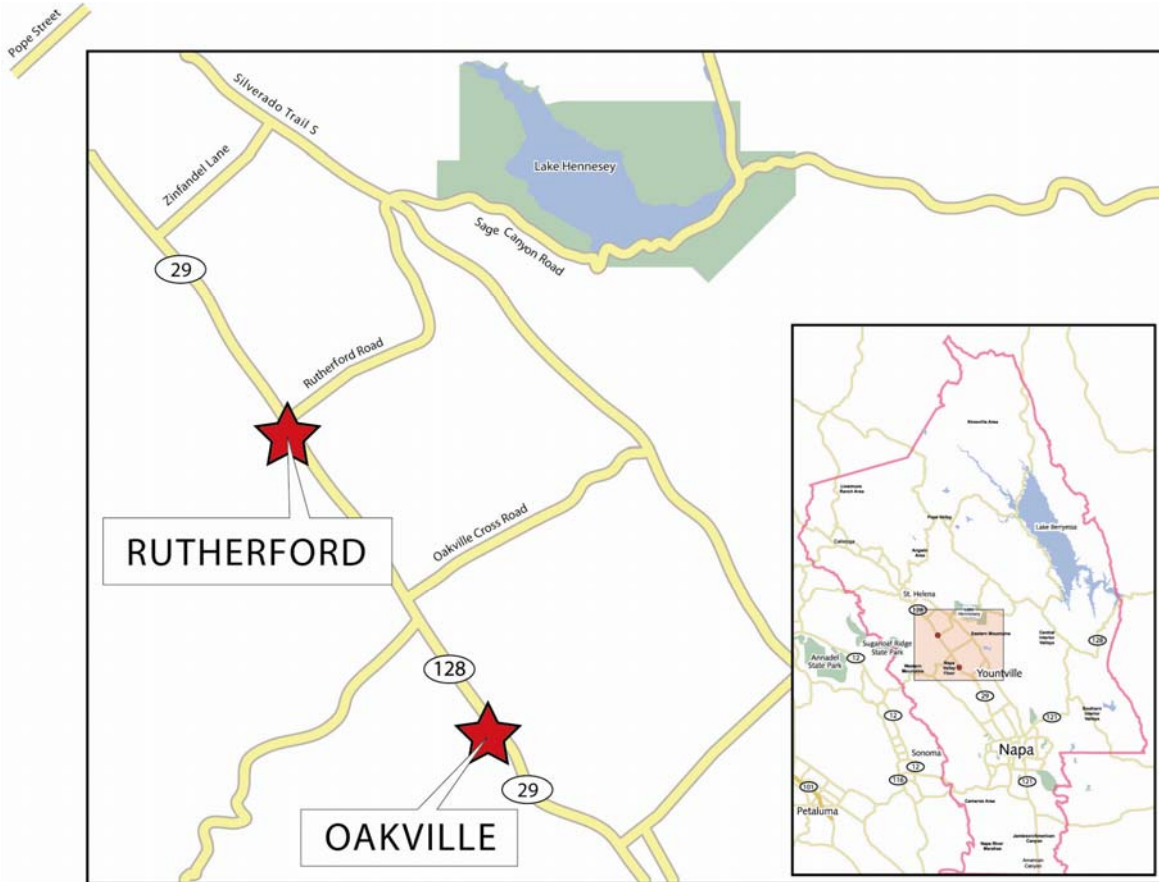
Policy AG/LU-95: New land uses in the South County Industrial Areas shall be compatible with or buffered from adjacent industrial uses and consistent with the Land Use Compatibility Plan for Napa Airport.

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

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



## OAKVILLE & RUTHERFORD



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



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



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

**Policies:**

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

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

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

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

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



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



## POPE VALLEY



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

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



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

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



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

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

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

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

## **Policies:**

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

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

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



## SOUTH ST. HELENA



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

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

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



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





**Policies:**

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

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

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

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

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

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

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



## IMPLEMENTATION POLICIES

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

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

Policies in this section address the following topics:

- Social Equity/Environmental Justice (Page AG/LU-58)
- Measure J (Page AG/LU-59)
- Land Use Categories, Land Use Map, and Zoning Consistency (Page AG/LU-61)
- Interagency Cooperation (Page AG/LU-65)
- Code Enforcement (Page AG/LU-65)
- Growth Management (Page AG/LU-65)
- Schools and Churches (Page AG/LU-74)
- Regional Planning Issues (Page AG/LU-75)
- Voter Approved Amendments (Page AG/LU-81)

## SOCIAL EQUITY/ENVIRONMENTAL JUSTICE

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

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

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

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



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

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

## MEASURE J

Policy AG/LU-110: Measure J (adopted by the voters in 1990) has provided a significant level of agricultural protection since its adoption and its extension beyond the sunset clause date of 2020 is essential if the agricultural nature of the County is to be preserved.

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

- a) Until December 31, 2020, the provisions governing the intent and maximum building intensity for lands designated Agriculture, Watershed and Open Space and Agricultural Resource set forth in Policies AG/LU-20 and 21 (which are identical to Sections 3.F.7.a, 3.F.7.d, 3.F.8.a, and 3.F.8.d of the Land Use Element adopted on June 7, 1983, as amended through February 1, 1990), shall not be amended unless such amendment is approved by vote of the people. Until December 31, 2020, the provisions governing minimum parcel size for lands designated Agriculture, Watershed and Open Space and Agricultural Resource set forth in Policies AG/LU-20 and 21 shall not be amended to reduce minimum parcel sizes unless such amendment is approved by vote of the people.
- b) All those lands designated as Agriculture, Watershed and Open Space or Agricultural Resource on the Napa County General Plan Land Use Map adopted by the Board of Supervisors (hereinafter, "Board") on September 8, 1975, as amended through February 1, 1990 (hereinafter "Land Use Map"), shall remain so designated until December 31, 2020, unless said land is annexed to or otherwise included within a city or town, redesignated to another General Plan land use category by vote of the people, or redesignated by the Board pursuant to procedures set forth in subsections c, d, or e, below.
- c) Land designated as Agriculture, Watershed and Open Space on the Land Use Map may be redesignated to a Public Institutional General Plan area classification by the Board pursuant to its usual procedures if such redesignation is necessary to comply with the countywide siting element requirements of Public Resources Code section 41700 *et seq.* as those sections currently exist or as they may be amended from time to time, but only to the extent of designating solid waste transformation or disposal facilities needed for solid waste generated within Napa County (including the cities and town within the County).
- d) Except as provided in subsection (e) below, land designated as Agriculture, Watershed and Open Space or Agricultural Resource on the Land Use Map may be redesignated to a land use designation other than Agriculture, Watershed and Open Space or Agricultural Resource by the Board pursuant to its usual procedures only if the Board makes all of the following findings:



- i) Annexation to or otherwise including the land within a city or town is not likely.
  - ii) The land is immediately adjacent to areas developed in a manner comparable to the proposed use.
  - iii) Adequate public services and facilities are available and have the capability to accommodate the proposed use by virtue of the property being within or annexed to appropriate service districts.
  - iv) The proposed use is compatible with agricultural uses, does not interfere with accepted agricultural practices, and does not adversely affect the stability of land use patterns in the area.
  - v) The land proposed for redesignation has not been used for agricultural purposes in the past 2 years and is unusable for agriculture due to its topography, drainage, flooding, adverse soil conditions, or other physical reasons.
  - vi) The land proposed for redesignation pursuant to subsection (d) does not exceed 40 acres for any one landowner in any calendar year, and one landowner may not obtain redesignation in the General Plan of Agriculture, Watershed and Open Space or Agricultural Resource land pursuant to subsection (d) more often than every other year. Landowners with any unity of interest are considered one landowner for purposes of this limitation.
  - vii) The applicant for redesignation and its successors will not extract groundwater from the affected property or use pumped groundwater as a water source on the affected property except pursuant to a valid groundwater permit or use permit meeting the requirements of the Napa County Groundwater Conservation Ordinance, unless a final determination of exemption or waiver is made under that ordinance.
- e) Land designated as Agriculture, Watershed and Open Space or Agricultural Resource on the Land Use Map may be redesignated to another land use category by the Board if each of the following conditions is satisfied:
- i) The Board makes a finding that the application of Policy AG/LU-111(b), above, would constitute an unconstitutional taking of the landowner's property; and
  - ii) In permitting the redesignation, the Board allows additional land uses only to the extent necessary to avoid said unconstitutional taking of the landowner's property.
- f) Approval by a vote of the people is accomplished when a General Plan amendment is placed on the ballot through any procedure provided for in the Election Code, and a majority of the voters vote in favor of it. Whenever the Board adopts an amendment requiring approval by a vote of the people pursuant to the provisions of this subsection, the Board action shall have no effect until after such a vote is held and a majority of the voters vote in favor of it. The Board shall follow the provisions of the Election Code in all matters pertaining to such an election.



## LAND USE CATEGORIES, LAND USE MAP, AND ZONING CONSISTENCY

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

Policy AG/LU-112: Figure AG/LU-3 Land Use Map depicts the land use policy of the County of Napa. The standards shown or contained in this Land Use Element shall apply to the land use categories shown on the Land Use Map. All discretionary approvals shall be in conformance with these standards unless explicitly stated otherwise in this General Plan.

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

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

To the extent that policies in this General Plan allow and direct growth to urbanized areas designated on the County's official Land Use Map, these policies shall be interpreted to allow and direct growth to non-agriculturally zoned parcels within these designated areas until the boundaries of the areas are adjusted consistent with Action Item 114.1.

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

General Plan Land Use Category	Appropriate Zoning Designations
Urban Residential	RC-Residential Country RS-Residential Single RM-Residential Multiple RD-Residential Double PD-Planned Development CL-Commercial Limited CN-Commercial Neighborhood
Rural Residential	RC-Residential Country
Study Area	Study area properties shall be subject to site-specific planning prior to rezoning.
Industrial	IP-Industrial Park I-Industrial GI-General Industrial



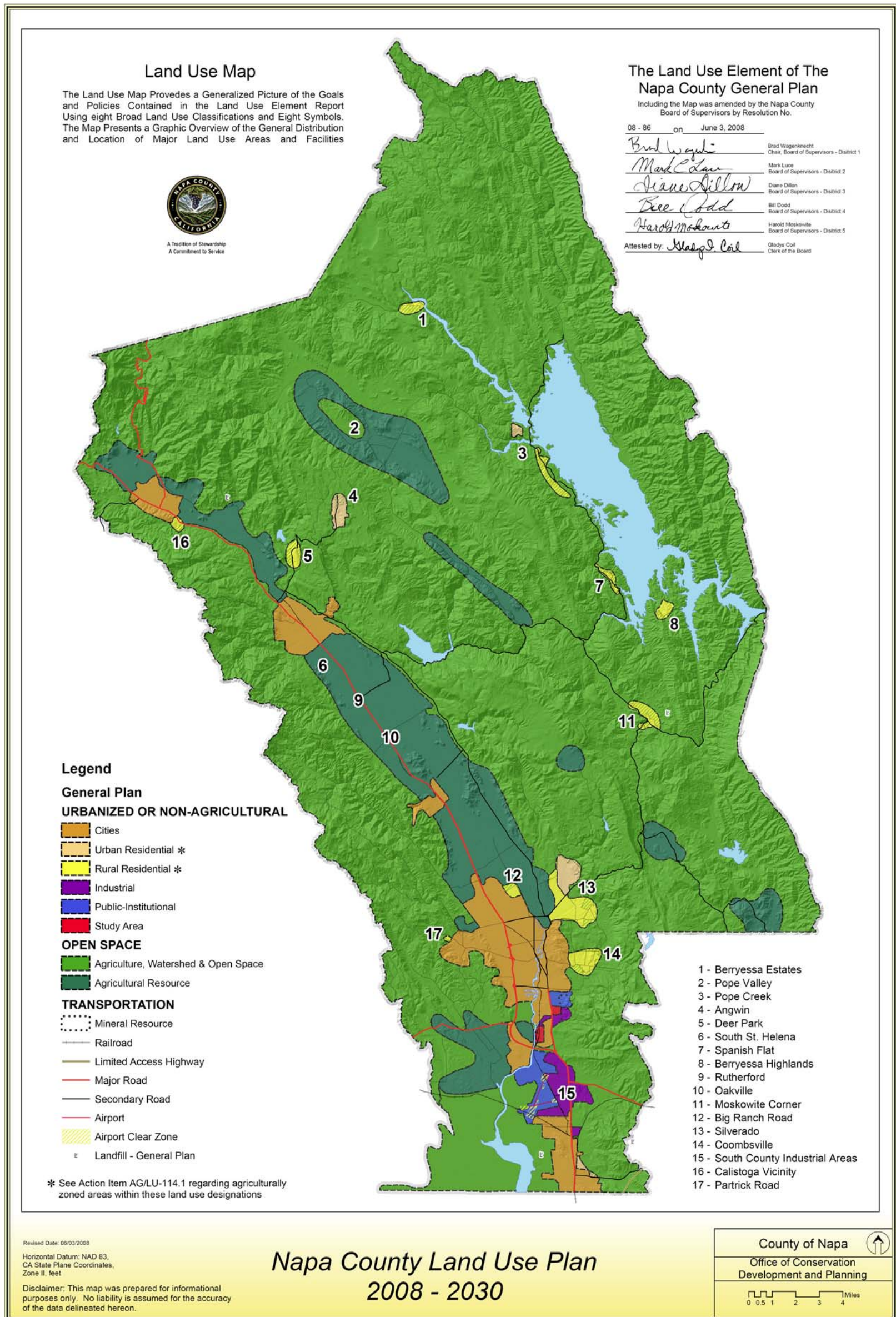
**AGRICULTURAL PRESERVATION  
AND LAND USE**

General Plan Land Use Category	Appropriate Zoning Designations
Public-Institutional	AV-Airport PL-Public Lands
Agriculture, Watershed, and Open Space	AW-Agricultural Watershed TP-Timberland Preserve
Agricultural Resource	AP-Agricultural Preserve

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

**Action Item AG/LU-114.1:** Undertake a systematic planning effort to review and adjust the boundaries of areas designated Urban Residential and Rural Residential on the Land Use Map, with the objective of preserving agricultural uses and eliminating areas zoned and used for agriculture from these designations. The planning process shall prioritize review of areas that are not contiguous to incorporated cities and town, and shall consider the following factors at a minimum: the development potential of each area based on zoning; infrastructure and services availability; community character; physical constraints such as topography; and the desires of potentially affected property owners within each area. The County shall not support requests for rezoning from agricultural to non-agricultural zoning districts in these areas until the review and adjustment of area boundaries is complete.

FIGURE AG/LU-3: LAND USE MAP





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## INTERAGENCY COOPERATION

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

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

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

## CODE ENFORCEMENT

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

## GROWTH MANAGEMENT

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

### 1) **Introduction**

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

Measure A and Ordinance No. 1178 provide that the annual number of new housing units in the unincorporated area of the County of Napa shall be allocated so as to allow an annual population growth rate that shall not exceed the population growth rate of the



nine Bay Area counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Sonoma, and Solano), provided that the annual population growth rate limit shall not exceed one percent in the County of Napa. The annual allocation of building permits relates to permits for the construction of new residential units on a site. It does not affect permits related to rebuilding, remodeling, renovating, or enlarging existing units, moving an existing dwelling from one unincorporated site to another unincorporated site, or units exempted by “grandfathering” under Section 4.2 below.

When the Growth Management System was originally adopted, the annual allocation for building permits for new construction of residential units in Napa County was set at 109 dwelling units. This figure was derived by using the most recent United States Census available at the time. However, since the adoption of Measure A, there have been changes in population and a new United States Census was released in 2000. Based on these changes, the new annual permit allocation shall be 114 dwelling units.

The Growth Management System of the General Plan describes the derivation of the 114 dwelling unit (D.U.) annual 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 units.

While the Growth Management System of the General Plan is not a mandatory component of the General Plan (in the sense of Government Code Sec. 65302), it satisfies the requirement (Government Code Sec. 65302.8) that the County is accommodating its share of regional need for housing for the following reasons:

First, the 1% population growth rate approximates the Bay Area population growth rate. “Population growth rate” means the change in the total population in one year’s time stated as a percentage either increasing or decreasing, based on the census and other relevant data (as provided by the California Department of Finance’s Demographic Research Unit and supplemented by the United States Census whenever available) for the unincorporated area of Napa County adjusted for annexations and incorporations and the entirety of the nine Bay Area counties.

Second, the total number of D.U.s grandfathered will augment the annual allocation, in terms of the total number of units permitted.

Third, plans for Napa County, its constituent cities and town and ABAG, all call for city-centered urban development, which reduces the unincorporated area’s proportional share of the County’s total share of the regional housing needs.

Historically, the county has seldom, if ever, reached the maximum annual allowance of the building allocations. The actual historical average number of building permits has been approximately 68 units per year, not counting second units or other exempted development as enumerated under subsection two of the Building Permit Allocation section below.



## 2) Annual Growth Rate Calculation

The annual allocation of building permits, until next updated, will be 114 D.U., not counting exempted/grandfathered units.

The 114 D.U. allocation was determined using data from the 2000 U.S. Census, in the following manner:

Multiply the number of housing units in the unincorporated area (11,415 using the 2000 Census) by 0.01 to account for 1% annual growth.

Dwelling units permitted each year (114) may be converted to population by multiplying by the “average household size.” In the 2000 Census, there were 2.62 persons per occupied housing unit.

## 3) Review Following Census

The Board of Supervisors shall modify the Growth Management System and related ordinances by July 1, 2005, again by June 30, 2009, and at least every five years thereafter to reflect any changes in the annual population growth rate for the nine Bay Area counties. In setting the annual number of new housing units allocated, the Board of Supervisors shall use the most recent census and other relevant data provided by the California Department of Finance’s Demographic Research Unit for determining the persons per household and the vacancy rate of year round housing units. The United States Census may be used as a supplementary resource whenever available.

## 4) Building Permit Allocation

- 1) Character: “Character” is defined as “the aesthetic and physical qualities which may be controlled, including density, building type (e.g., single-family detached or attached, apartment, mobile home parks), setbacks, height limits, landscaping, building coverage, color, siding material, roof overhang material, accessory buildings, parking, orientation, style and signing.”

Regulated building types are divided into the following four categories:

- A) Category 1 is a single dwelling built by or for a permit holder (owner-builder or his contractor) who is building only one dwelling unit per year.
- B) Category 2 is any type of dwelling which requires no discretionary review, but the permit holder is building more than one dwelling unit per year. A good example would be the small-scale builder using existing lots.
- C) Category 3 is any type of residential project for 2 or more dwelling units which require discretionary review (e.g., subdivision, parcel map, use permit). A large-scale housing project would be a good example.
- D) Category 4 is housing which is affordable to persons with moderate or below moderate income. This category would require an agreement signed by the developer and the County; the agreement shall contain



guarantees that the dwelling units would be affordable to persons of moderate or below moderate income for at least forty years.

Category 1 and 2 permits would be issued from those applications for residential building permits which do not require discretionary review (i.e., a use permit or subdivision approval). Category 3 (and some Category 4) permits would be issued from those applications associated with an approved project that has undergone discretionary review (which according to state law, has included environmental review and a finding of consistency with the General Plan).

2) Exempted Development:

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

- A) Industrial.
- B) Commercial.
- C) Commercial Residential (rental for less than a thirty-day period).
- D) Replacement housing (on the same site as a pre-existing unit which has been removed, demolished or burned within the past year) (but not in conjunction with #5).
- E) Relocation of existing units (already in the unincorporated area, but not inside the Lake Berryessa Take-Line).
- F) Additions, renovations, and refurbishments of existing dwelling units.
- G) Dwelling units located inside the Lake Berryessa Take-Line.
- H) Accessory buildings of any type (except dwelling units).
- I) Guest cottages.
- J) Dwelling units for which building permit applications were filed by July 28, 1981.
- K) Dwelling units covered by development agreements approved prior to July 28, 1981.
- L) Dwelling units covered by both use permits and development plans approved prior to July 28, 1981 [i.e., Silverado (280 D.U.), Meadowood (7 D.U.), and Villa Berryessa MHP (96 D.U.).]
- M) Second units exempted pursuant to Gov. Code Sec. 65852.2.

- 3) Location of Growth: The Growth Management System defines “Location” as “Within the County, including sub-area, whether inside or outside the incorporated jurisdictions, or where on a specific site.” This General Plan expresses the County’s policy of encouraging urban-centered growth focused in urbanized areas. Higher density development would normally occur in the urban areas as a result of the availability of water and/or sewer facilities.



Preference is to be given to the urbanized (non-agricultural) areas identified in the County's General Plan such as Angwin and those County islands surrounded by the City of Napa and/or the City of American Canyon.

- 4) Timing: "Timing" is defined as "the relationship of the number of building permits issued in one year to the total number of permits issued over several years." The annual allocation of building permits shall be 114 D.U. per year.

When an annual allocation has not been used, the remainder may be carried over three years, except for Category 4, which may carry over indefinitely. The remainder ("X") which is carried over from "year 1" is immediately and continuously available in "year 2" and again in "year 3" (as described in Section 6 of the Growth Management System Element). However, the remainder at the end of "year 3" must be reduced by "X" (but not made less than zero) on December 31<sup>st</sup> of "year 3." Category 1, 2, and 3 permits which would otherwise cease to exist at the end of "year 3" may be applied toward Category 4.

At the discretion of the Board of Supervisors, the unused allocation in Categories 1, 2, and 3 may be transferred from one category to another (including additions to, but not subtractions from, Category 4) on an annual basis. The Commission shall review the year's construction permit record and consider transfer of surplus allocations. Following their review the Commission shall forward to the Board of Supervisors their recommendations for such changes in the allocation system, as they feel are warranted for the balance of the year, along with the supporting data for their recommendations.

- 5) "Affordable" Housing: "At least 15% of those housing units permitted each year shall be for housing capable of purchase or rental by persons with moderate or below moderate income."

The 15% affordability housing requirement is described as follows:

"Income information provided annually by the Federal Department of Housing and Urban Development (HUD) and the California Department of Housing and Community Development (HCD) shall be used; moderate shall mean up to 120 percent of the County median income. Capable of purchase or rental shall mean that not more than 30% of the (gross) household income shall be spent on housing costs such as rent payment, mortgage payment, insurance, taxes, and condominium membership fees."

Income figures are published annually by HUD and HCD. Depending on rental or sale, inflation, interest rates, down payment requirements, insurance, taxes, utility costs, and miscellaneous fees, many housing developments might qualify as "affordable."

Affordable housing can be of any type (detached or attached single-family, multiple family, mobile home, manufactured home, live/work loft, or other in a residential or mixed-use zone). It is estimated that mobile homes, manufactured homes, multiple family homes, and farm labor housing will meet the



affordability criteria more readily than other types of dwellings. Development of affordable housing (pursuant to Category 4 in the Growth Management System) requires a written agreement with the County and any designated agency prior to issuance of the building permits. It is the developer’s responsibility to identify how the unit(s) will meet the “affordable” criteria, and this documentation will be included as part of the agreement. (See the Housing Element regarding incentives for the construction of affordable housing.)

Developers may count appreciation and tax write-off advantages to the owner into ownership affordability calculations.

The most recent HUD/HCD information will be used in calculating affordability. The most recent HUD/HCD figures at the time the unit is marketed may be used or an adjustment using the Consumer Price Index will be allowed if one year has passed and HUD or HCD has not issued a new figure.

- 6) Process of Distributing Building Permits: The Growth Management System assigns a share of the annual allocation to each of four categories of regulated development as show below:

**TABLE AG/LU-C:  
RESIDENTIAL BUILDING PERMIT CATEGORIES, SHARES OF ANNUAL ALLOCATION, BUILDING PERMIT AVAILABILITY DATES**

Category	Share Of Annual Allocation	Building Permit Availability Dates * January 1
1) Owner-Occupied	69 D.U.	69 D.U.
2) Small-Scale Builder	14 D.U.	14 D.U.
3) Large-Scale Builder	14 D.U.	14 D.U.
4) “Affordable” Housing	17 D.U.	17 D.U.

\* *Unused permits in Categories 1, 2 and 3 will be considered for redistribution once a year, no later than November.*



**TABLE AG/LU-D:  
MEASURE A GROWTH MANAGEMENT SYSTEM; BUILDING PERMIT DISTRIBUTION SYSTEM**

	Category of Regulated Development*	Annual Allocation**	Building Permit Distribution Process:	
			When Supply Exceeds Demand	When Demand Exceeds Supply
1	Owner-Builder (one building permit per year)	69	First approved, first served	Lottery (Annually)
2	Small-Scale Builder (2 or more permits) (no discretionary review required) (final map must be recorded)	14		
3	Large-Scale Builder (2 or more permits) (discretionary review required)	14	Discretionary Review; First approved, First served	Discretionary Review, Lottery (Annually)
4	Affordable Housing (Written rent/sale price limitation agreement required)	17	May require discretionary review; Housing Agreement; First approved, First Served	May require discretionary review; Development Agreement; Lottery (Annually)

\* Note that the following types of development are exempted from regulation of the Growth Management System: industrial, commercial, commercial-residential (less-than-monthly rental), replacement housing, additions to and renovations of existing dwelling units, certain house moving, dwellings inside the Lake Berryessa Take-Line, accessory buildings, guest cottages, units covered by development agreements approved prior to July 28, 1981, and units covered by both development plans and use permits approved prior to July 28, 1981.

\*\* Unused permits in Categories 1, 2 and 3 will be considered for redistribution once a year no later than November.

In order to distribute the shares of the annual allocation to ensure fairness to all applicants, the following two-step distribution system is recommended:

In the first step, building permits would be issued on a first-approved, first-served basis until all the permits in that allocation period for that category have been used. When the demand for permits in any category exceeds the supply available, the second step process, a lottery, is initiated. For example, in Category 1 and 2 (in which 83 additional building permits become available each year), each applicant whose plans have received all necessary approvals can immediately receive a building permit, if one is available. The first day of each January, an additional 83 building permits are added to the Category 1 and 2 supply. Category 1 and 2 applicants whose plans are fully approved can be issued permits until there are no more permits available in the Category 1 and 2 supply.

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

- A) Are approved for issuance of a building permit; but
- B) None is available in their category, and



- C) The backlog of approved applications exceeds the next available allocation of permits in that category.

All applications approved in the first half-year in which the supply ran out are drawn from the lottery as long as the new supply of permits lasts, until none of those approved applications is left. After all of those applications are assigned permits, the next time period of approved applications would be included in the lottery and those applications would be drawn from the lottery until they all were assigned permits. The lottery would continue until there was a surplus of permits available, which would allow a return to the first step process (first approved, first served).

For example, assume Category 1 experiences a surplus of applications during the last half of 2004, and the last available permit is issued October 19, 2004. All Category 1 applicants wishing to receive a permit between then and January 1, 2005, must wait until January 1 for permits to become available, at which time they could immediately be issued permits, if the backlog of fully approved applications is no more than 69. If there was a backlog of 10 approved applications as of January 1, those applications would have permits reserved in their names which permits could be issued any time in the next 180 days. (If these reserved permits were not issued in 180 days, they would revert to the Category 1 supply and be available to other applicants.) If the backlog on January 1 was 77, there would be a drawing at the first opportunity. The first 69 applications drawn would have permits reserved as above, and the remaining eight would have to wait until January 1, 2006, at which time they would be guaranteed a reserved permit, as above. In this example, there would be no Category 1 permits issued in 2005 except to those applicants in whose name a permit was reserved.

The advantages of this system are as follows:

- 1) Applicants for building permits would experience minimum frustration since they would have some degree of certainty as to when they would get their permits and could plan their construction accordingly.
- 2) Applicants would realize it was to their benefit to submit complete plans as soon as they could, especially when asked for necessary additional information.
- 3) Administrative work would be kept to a minimum, since there would be no need for the County to select or grade applications by their relative merit. The choice of who gets a permit would be random, except that there would be some regard for precedence.
- 4) The main advantage of this system of distribution of building permits is that it limits governmental control. If the supply of building permits exceeds the demand for permits, there is no growth management control at all.

Various details of the system are as follows:

- 1) Lotteries, when necessary, would be by category. Lotteries for Category 1, held annually until a backlog is eliminated, would be for single permits, drawn one at a time. Lotteries for Category 2, held in January (when





necessary), would be for single permits, drawn one at a time. Lotteries for Categories 3 and 4 would be held in January or later if necessary.

- 2) Fully approved applications would be listed by Assessor's Parcel Number in order of approval on a chronological master list. That number would correspond to a numbered, three-part card; one part is mailed to the applicant, one part is copied and entered in the lottery, and one part is kept on file.
- 3) Only one entry per person (household, business, corporation) could be included in each lottery. (This would not keep a contractor from building several homes, each under contract to a separate owner, nor would it keep an individual from participating in a number of separate ventures.)
- 4) Lottery cards would be dropped into a ballot box, one at a time, by the lottery secretary, mixed and drawn out one at a time by the lottery judge until all numbers have been drawn and listed in the order in which they were drawn.
- 5) A list of all the cards in the lottery would be displayed prior to the drawing; during the drawing the sequential order in which the cards were drawn would be noted on the photocopied list. All cards would be drawn and listed, even if the number of permits available was exceeded, so each applicant would be assured he was not left out of the drawing.
- 6) The drawing operation must be conducted so as to be beyond reproach; the person who draws the numbers must be someone whose integrity and involvement bespeaks honesty and objectivity.
- 7) Once the underlying discretionary County permit is "used," the permittee shall have one year (rather than 180 days) to make use of the reserved permits, by obtaining issued building permits. After one year passes, the permittee will be issued building permits as they become available consistent with the allocation procedures for new applicants.
- 8) All issued permits are subject to the UBC non-use revocation provision; revoked, surrendered, or returned permits will be added to the supply of permits in the category in which they were issued, but will be made available only through lottery, in order to avoid speculation.
- 9) Permits are neither transferable upon sale of the parcel nor transferable to a different site or substitutable for a different dwelling. Minor design changes are acceptable; major-structural changes can be made only in case of a) redesign for energy efficiency or b) down-scaling due to economic necessity.

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

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



## SCHOOLS AND CHURCHES

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

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

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

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

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

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

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

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

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

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



## REGIONAL PLANNING ISSUES

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

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

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

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

Policy AG/LU-129: [Reserved]

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

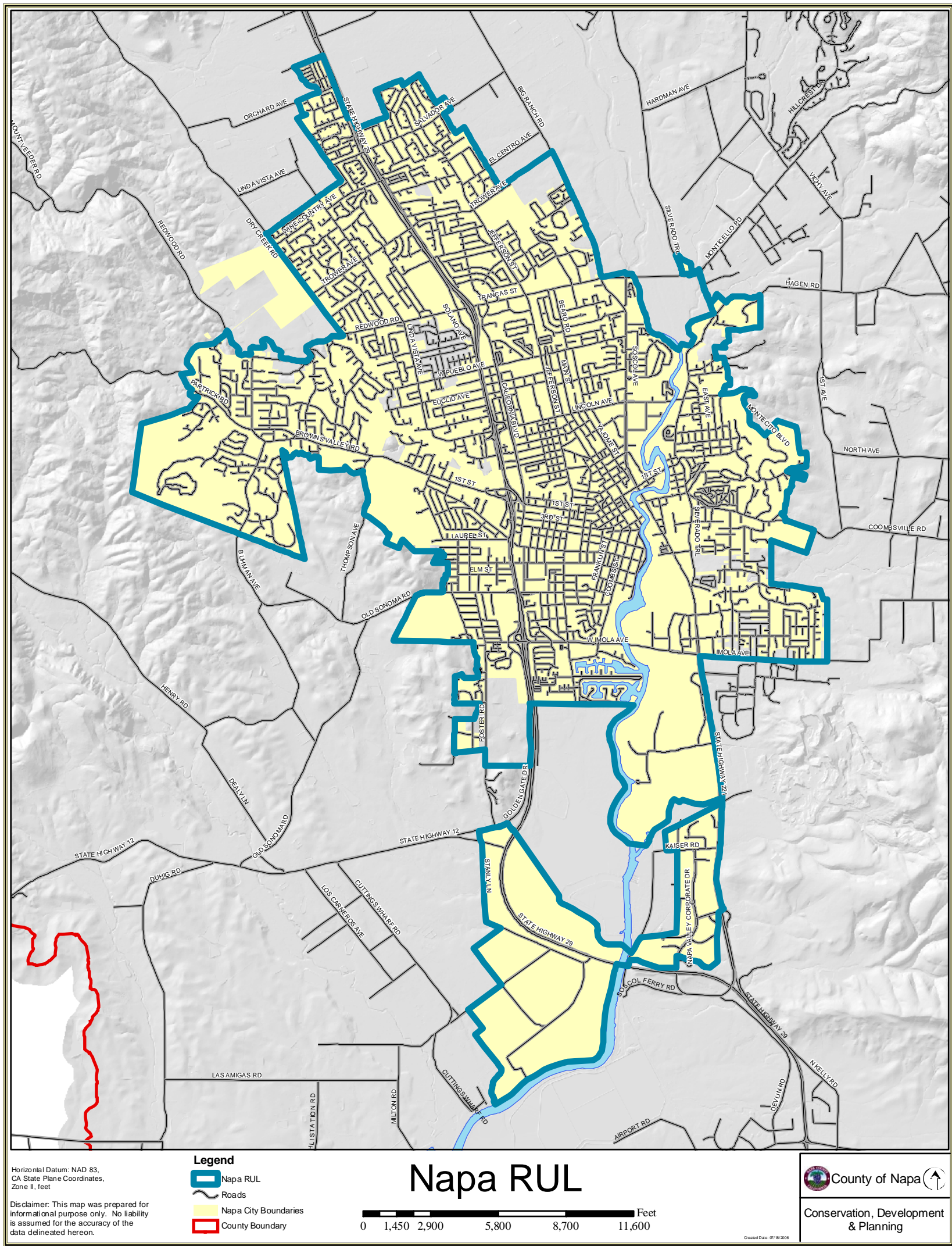
Policy AG/LU-131: The County does not support the creation of new cities or towns in Napa County via incorporation of urbanized or non-urbanized areas.



AGRICULTURAL PRESERVATION  
AND LAND USE

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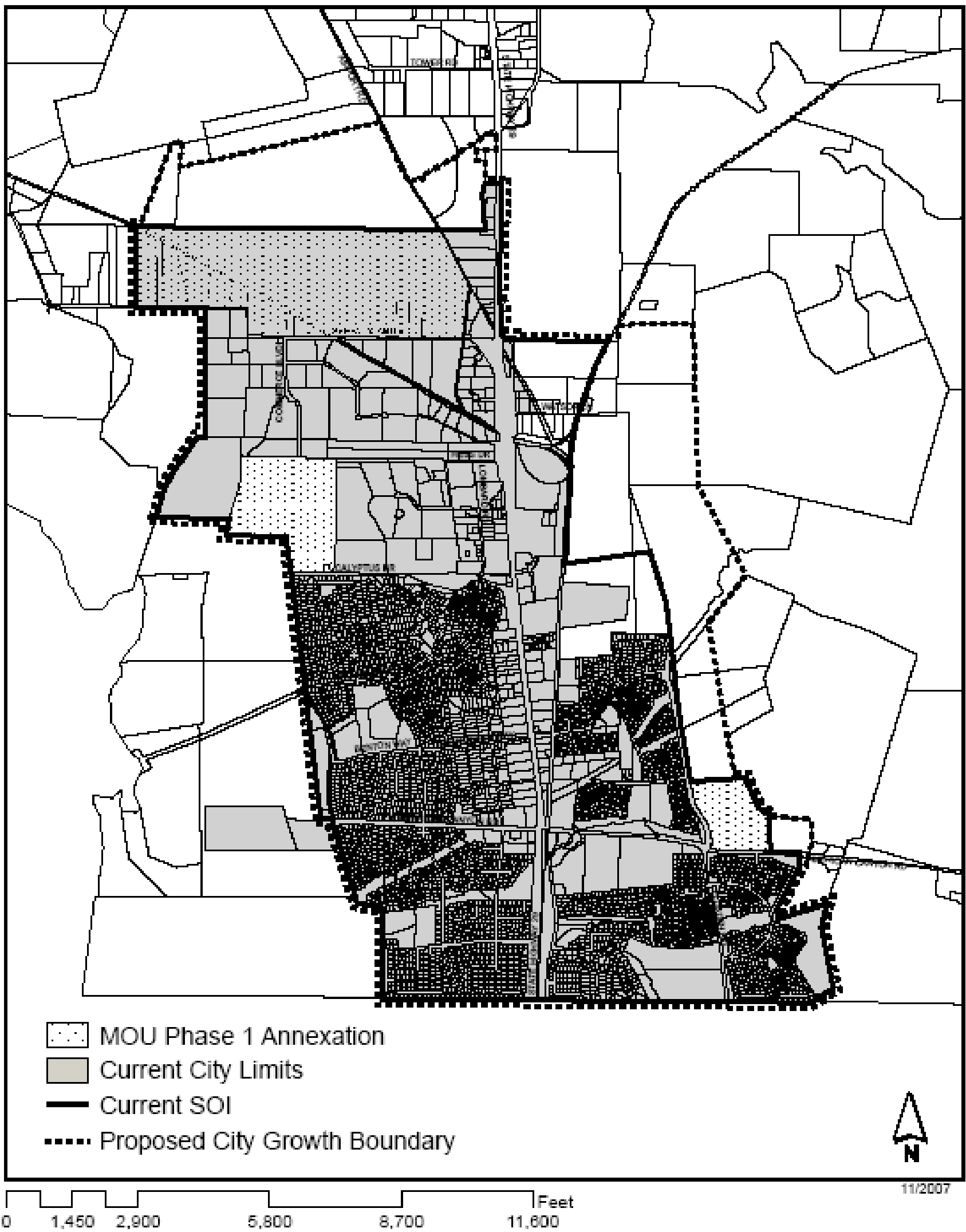
**FIGURE AG/LU-4: CITY OF NAPA RURAL URBAN LIMIT (RUL) LINE**





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



## Proposed American Canyon City Growth Boundary



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## VOTER APPROVED AMENDMENTS

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

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

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

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

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

(See Policy AG/LU-20.)

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

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

(See Policy AG/LU-45.)

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

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

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

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

“Minimum Parcel Size.



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

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

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

“Minimum Parcel Size:

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

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

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

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