
3.2 LAND USE AND PLANNING

This section discusses land use and planning in Napa County and how it may be affected by the proposed transportation improvement expenditure plan. Information presented in this section includes identification of regional and countywide setting, land uses within incorporated areas, applicable local laws and regulations governing land use and planning, and the proposed transportation improvement expenditure plan's impacts on land use and planning. Information presented in this section is gathered from county and city general plans. Agricultural resources are discussed in Section 3.8, Agricultural Resources.

Environmental Setting

Countywide Setting¹

Napa County is one of four counties in the North Bay region of the San Francisco Bay Area, located about 40 miles north of San Francisco, about 50 miles southwest of Sacramento, and about 50 miles east of the Pacific Ocean. The North Bay region is characterized by rolling hills and mountains, rural open space, coastal forests, and vineyards and agricultural land.

Napa County encompasses approximately 513,000 acres of land and water and consists of mostly mountain ranges and narrow valleys stretching across Napa County on a northerly-southerly axis. Most of the Napa County's cities, towns, and communities are located within or adjacent to the Napa Valley. About one-third of the land in Napa County is developed, and only a little of the level land is located along the main east-west route connecting major population centers located outside of Napa County. Due to the topography, much of the land still retains its rural character and agricultural productivity.

American Canyon²

American Canyon encompasses approximately 3.5 square miles and is located at the southern end of Napa County. American Canyon is bounded by Napa River to the west, the Eastern Foothills of the Sulphur Springs Mountain Range to the east, the City of Vallejo to the south, and the Napa Airport to the north. Because of its unique location, American Canyon also serves as a gateway into the Napa Valley.

American Canyon is characterized as a compact urban community surrounded by a well-defined open space network of farmlands, hillsides, and riverine habitats. Within the urban area, American Canyon

¹ Napa County, *Napa County General Plan*, 1983, amended through March 5, 2002.

² City of American Canyon, *City of American Canyon General Plan*, September 2003.

is a composite of distinct neighborhoods and districts which are integrated by a framework of pedestrian and bicycle corridors, landscape, and natural open spaces. American Canyon is working towards a city that serves as an employment and commerce center for the region because of its proximity to agricultural and vineyard industries in the Napa Valley. The majority of commercial uses are located in the center of the city along SR 29 and industrial uses are mostly to the northwest, near the Napa County Airport and Union Pacific Railroad.

Calistoga³

Calistoga encompasses approximately 2.5 square miles and is located in the northwestern portion of Napa County. The majority of the land within Calistoga is on the Napa Valley floor. Calistoga is surrounded by small hills and mountains, including Mount Washington and Mount Lincoln. The western boundary extends into the foothills of the Mayacamas Mountains, and the eastern edge abuts the Palisades, which lie at the foot of nearby Mount St. Helena. Calistoga contains unique geothermal resources including natural hot-springs. The primary business in Calistoga is the tourist industry, which is centered on the natural hot springs and nearby wineries. Calistoga's primary manufacturing operation is mineral water bottling.⁴

Agricultural uses account for about one-quarter of the total acreage in Calistoga. Residential uses account for about one-third of the total acreage, and parks, public spaces, commercial development centered along Lincoln Avenue comprise the remaining land uses within Calistoga. Agriculture and open space account for the largest amount of land in the unincorporated part of the Calistoga's planning area.

Napa⁵

Napa encompasses approximately 18.2 square miles (11,653 acres), is located in the southern portion of the Napa Valley, and is bisected by the Napa River. Most of Napa is situated on a level valley floor, with hills to the east and west. Residential development is the predominant use in Napa. Within the urbanized area, residential designations comprise approximately 7,856 acres (67%), commercial designations comprise approximately 963 acres (8%), industrial designations comprise approximately 454 acres (4%), parks and public/quasi-public designations comprise 1,343 acres (12%), and undeveloped/agricultural designations comprise 1,037 (9%) acres. Agricultural uses, primarily viticulture, are north of Napa, and other agricultural uses along with the Napa County Airport and adjacent industrial uses are in the unincorporated area to the south.

³ City of Calistoga, *2003 General Plan Update*, October 21, 2003.

⁴ Calistoga Chamber of Commerce, *A Guide to Calistoga*, <http://www.calistogachamber.com/pdf/CalistogaRelocationGuide.pdf>, accessed October 5, 2005.

⁵ City of Napa, *Envision Napa 2020, City of Napa General Plan*, adopted December 1, 1998, reprinted with amendments to August 12, 2003.

City of Napa Rural Urban Limit Line

Subsequent to voter response to questions regarding population growth, Napa adopted a Rural Urban Limit (RUL) line to contain urban development within an urban growth boundary and limit the population to 75,000 residents. Urban uses, which included primarily low-density residential, were planned for the area within the RUL which included both incorporated and unincorporated areas; subsequently Napa County required Napa to annex all areas within its RUL. As a result of Napa County's adoption of Measure A in 1980, the lands surrounding Napa's RUL were preserved for resource, agricultural, or very low-density residential use, which further focused urban development within the RUL.

St. Helena⁶

St. Helena is approximately 3,055 acres and consists of 1,500 acres of urbanized area and 1,420 acres of undeveloped agricultural lands. Within the urbanized area, residential designations comprise approximately 684 acres (22%), commercial and business designations comprise approximately 169 acres (6%), and public and quasi-public designations comprise 135 acres (4%). Commercial uses in St. Helena are primarily service oriented. There are four active wineries within St. Helena, with approximately 1,400 acres of planted vineyards. Aside from the wine industry, there is little industrial development in St. Helena.

St. Helena's development pattern is relatively compact, with commercial development and wineries concentrated along the SR 29 corridor, and residential development radiating out from the Central Business District. The majority of the residential development is located west of Main Street and north of Sulphur Springs Creek. Agricultural lands surround the urban area on the valley floor, and very low density residential development is beginning to occupy the wooded hillsides that frame the valley on the east and west.

Yountville⁷

Yountville is located centrally in the Napa Valley halfway between the cities of Napa and St. Helena. Yountville is a small, primarily residential town in a rural setting. Commercial development accounts for only a small percentage of the land area. Until recently, residential development has been rural in character and density. However, the average density in single-family neighborhoods in Yountville is greater than single-family planned unit developments in many suburbs.

Yountville's commercial uses are located principally along Washington Street. Vintage 1870, located at the center of town, and Washington Square, located at the north end of town, provide a combination of local serving and visitor commercial businesses. With the exception of the inns, Old Town is mostly a residential neighborhood with a few locally oriented commercial uses. Almost all of Yountville's

⁶ City of St. Helena 1993 *General Plan*, September 29, 1993.

undeveloped land west of SR 29 is under State ownership. The majority of Yountville's undeveloped land east of SR 29 is zoned for residential development.

Regulatory Setting

Local Regulations

Land use and development in Napa County is guided by the county's *General Plan* and the general plans of its incorporated cities and town. The Napa County *General Plan* encompasses all of the unincorporated areas in Napa County. The following discussion summarizes the relevant goals and policies of the county and city general plans. Farmlands and farmland protection policies are discussed in Section 3.8, Agricultural Resources.

Napa County

- **Measure J:** Measure J, adopted by Napa County voters in November 1990, protects agricultural, watershed, and open space lands from premature or unnecessary conversion to non-agricultural or non-open space uses. Measure J ensures that the general plan provisions (Napa County 1983 General Plan, with amendments through 1990) governing intent and maximum building intensity and minimum parcel size cannot be changed except by a vote of the people until December 31, 2020. In addition, any lands designated as "Agriculture, Watershed and Open Space" or "Agricultural Resource" on the Napa County General Plan Land Use Map shall remain so designated until December 31, 2020, unless the land is annexed to a city or town, or redesignated to another land use by a vote of the people or by the Board of Supervisors. The Board of Supervisors can only redesignate Agricultural, Watershed, or Open Space lands if certain findings are made; primarily that the land is unsuitable to any form of agriculture and is not likely to be annexed to a city or town, to avoid an unconstitutional taking, or to comply with state statutes concerning the siting of solid waste facilities.
- **Measure A:** Measure A was passed by Napa County voters in March 1998, creating the Napa Valley Watershed Authority, the Financial Oversight and the Technical Advisory Panel, and establishing a half cent sales tax to fund the local share of watershed improvement projects in Napa County. Each incorporated city or town and Napa County receives a share of Measure A revenue. Measure A includes specific approved projects and allows the funding of other projects to improve flood protection, water supply, and the health of the watershed. Flood protection shall be provided using environmentally beneficial methods such as wetlands and open space, bypass channels, set-back levees and floodwalls, river widening by establishing flood plain

⁷ Yountville *General Plan*, May 2003.

terracing, elevation and/or relocation of homes, floodproofing of businesses, and bridge replacements.

- **Land Use Element, Recreation Policy 2.6, Transportation:** As indicated in the Circulation Element of the Napa County General Plan, the County will promote the development of public transportation facilities for and between urban areas within the County for tourism to provide for more efficient service and to minimize the congestion and adverse ecological effects of heavy automobile traffic.
- **Land Use Element, Agricultural Policy 3.1:** The County will enact and enforce regulations which will retain agriculture as a major source of income and employment in Napa County.
- **Land Use Element, Residential Policy 4.6: POPULATION GROWTH RATE -** The County will plan for an average annual combined County/City population increase comparable with national, state and regional growth rates. Pursuant to Measure A (a citizen initiative passed in November 1980), the annual number of new housing units permitted in the unincorporated portion of Napa County, through the year 2000, shall be limited to accommodate an annual population growth rate that exceeds neither that of the nine San Francisco Bay Area Counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Sonoma and Solano), nor 1%. The most recent United States Census shall be used for determining population, persons per household, and the vacancy rate of year-round dwelling units.

American Canyon

- **Land Use Element Policy 1.1.4:** Provide adequate transportation (vehicle, bicycle, and pedestrian) and utility (sewer, water, energy, etc.) infrastructure and public services (police, fire, school, etc.) to support the needs of the residents and businesses of American Canyon.
- **Land Use Element Policy 1.3.1:** Implement public infrastructure and service improvements necessary to support land uses accommodated by the Land Use Plan (as defined in the Circulation and Public Utilities and Services Elements).

Calistoga

- No applicable policies.

Napa

- **Land Use Element, Community Character and Identity Policy LU-1.9:** The City shall support cooperative planning with other Napa County jurisdictions to achieve common interests.

St. Helena

- **Land Use and Growth Management Element, Industrial Policy 2.6.56:** Ensure that appropriate traffic improvements are implemented as needed to provide safe ingress and egress to the industrial area from SR 29.

Yountville

- No applicable policies.

Other Land Use Plans

Habitat conservation plans (HCP) or natural community conservation plans (NCCP) could regulate land uses throughout Napa County including its incorporate areas. There are currently no approved HCPs or NCCPs in Napa County.

Impacts and Mitigation Measures

Methodology

The proposed transportation improvement expenditure plan programs were reviewed for consistency with the *General Plan Land Use Element* of Napa County and the incorporated cities' and town general plans. In addition, a windshield survey of the major transportation routes was conducted on April 13, 2005, to verify existing land uses in Napa County. A more detailed land use impact analysis would be required prior to implementation of specific projects.

Significance Criteria

Land use conflicts between land uses can result in a number of impacts, typically involving exposure of sensitive receptors (residences, schools, hospitals, for example) to incompatible activities. Projects implemented under the transportation improvement expenditure plan programs would increase the amount of paved surfaces and could bring vehicles closer to existing residential uses, resulting in potential land use conflicts. Such conflicts could include increased exposure to noise and vibration, disturbance in visual setting, and increased vehicle emissions and associated odors. These conflicts are analyzed in this program EIR in the appropriate technical sections (see Sections 3.3, Visual Quality, 3.6, Air Quality, and 3.7, Noise), rather than in the Land Use section.

The proposed transportation improvement expenditure plan program projects would have significant environmental impacts related to land use and planning if they would:

- Physically divide an established community;
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or
- Conflict with any applicable habitat conservation plan or natural community conservation plan.

Impacts and Mitigation Measures of the Jamieson Canyon Corridor Program

LU-1. Implementation of the proposed Jamieson Canyon Corridor Program projects would not physically divide an established community. (NI)

The proposed Jamieson Canyon Corridor Program projects would include widening existing SR 12 from I-80 to SR 29, construction of a new interchange at SR 12 and SR 29, and construction of a flyover ramp at the existing intersection of SR 221 and SR 12/29. These improvements would occur within unincorporated areas of Napa County that are in existing transportation corridors. Because land uses adjacent to these areas are already divided by existing transportation facilities, the proposed Jamieson Canyon Corridor Program projects would not be expected to create additional physical barriers between nearby land uses. Therefore, these projects would have no impact on dividing an established community.

LU-2. Implementation of the proposed Jamieson Canyon Corridor Program projects would not conflict with an applicable land use plan, policy or regulation, or any HCP/NCCP. (NI)

Implementation of the proposed Jamieson Canyon Corridor Program projects would not involve a change to any existing general plan land use designations as established by Napa County or cities within the county. The proposed projects would be consistent with applicable land use policies, in place to accommodate planned growth throughout Napa County, because they would develop and update public transportation facilities to minimize congestion (Napa County Land Use Element, Recreation Policy 2.6 and American Canyon Land Use Element Policy 1.1.4). These projects would be necessary to support the needs of residents and businesses and to support land uses designated by land use plans (American Canyon Land Use Element Policy 1.1.4 and Policy 1.3.1). These projects also would be a cooperative planning effort among local agencies and the NVTAA (Napa Land Use Element, Community Character and Identity Policy LU-1.9). Therefore, the proposed Jamieson Canyon Corridor Program projects are generally compatible with applicable land use plans, goals, and policies of Napa County and cities in place to accommodate planned growth throughout Napa County. There

are currently no approved HCPs or NCCPs in Napa County. As a result Jamieson Canyon Corridor Program projects would result in no impact.

Impacts and Mitigation Measures of the Transportation Demand Management Program

Exact locations of specific projects proposed under the TDM Program are not known at this time, but they would be considered generally consistent with existing plans and policies, similar to the Jamieson Canyon Corridor Program projects.

LU-3 Implementation of the proposed Transportation Demand Management Program could physically divide an established community. (PS)

The Fairfield/Suisun to Napa Express Bus Service, Commuter Trip Reduction Program, and Senior Mobility Program would not divide an established community. However, implementation of some TDM Program projects, including construction of a new Napa VINE Transit Center and new bicycle and pedestrian facilities associated with the Safe Routes to Schools Program, and other projects not yet determined at this time could include new roadways, which have the potential to divide an established community. Some projects that could occur in the TDM Program, particularly bicycle and pedestrian facilities, create the opportunity to link or reconnect portions of communities. However, specific TDM Program projects that construct new roads with the potential to divide a community would be considered potentially significant.

MITIGATION MEASURE. If a specific roadway project has the potential to divide a community, implementation of Mitigation Measure LU-3.1, below, would reduce impacts to a less-than-significant level. In some cases, implementation of this mitigation measure may not reduce land use impacts to a less-than-significant level, and this impact would remain significant and unavoidable. (SU)

LU-3.1 Coordinate Land Use Planning, Use Existing Right-of-Ways, Design Roads with Connectivity, or Design Roads with Traffic Calming Measures.

- (a) If the a specific project has the potential to divide a planned, but not yet constructed, community, the lead agencies implementing the project shall coordinate land planning with circulation improvements to avoid dividing the community;
- (b) If a specific project could divide an existing community, the lead agencies implementing the project shall, to the extent feasible, use existing right-of-ways to avoid dividing the community; or
- (c) If a specific project could divide an existing community, the lead agencies implementing the project shall design proposed roads with safe crosswalks to maintain connectivity in the community; or

- (d) If a specific project could divide an existing community, the lead agencies implementing the project shall design roads with traffic calming measures where feasible to minimize dividing the community.

Impacts and Mitigation Measures of the Safe Streets and Roads Maintenance and Congestion Relief Program

Specific projects proposed under the Safe Streets and Roads Maintenance and Congestion Relief Program would involve maintenance, rehabilitation and reconstruction of existing roads; safety, bicycle, pedestrian improvements; signal installation and timing; and operational, transit, and congestion relief programs. The 20 star projects could also be constructed with this program. Similar to the Jamieson Canyon Corridor Program projects, these projects would be considered generally consistent with adopted plans and policies. Components of the Safe Streets and Roads Maintenance and Congestion Relief Program could include expansion of existing roads or the construction of new roadways, with the potential to divide an established community. Many of these improvement projects would also enhance existing transportation facilities, particularly by improving deteriorated roadways and providing additional pedestrian and bicycle facilities. The Safe Streets and Roads Maintenance and Congestion Relief Program projects would primarily involve maintenance, rehabilitation and congestion relief within areas already designated or used for transportation, however, the Safe Streets and Roads Maintenance and Congestion Relief Program projects with the potential to divide an existing community would be required to implement Mitigation Measure LU-3.1, described above, to reduce potential significant impacts to a less-than-significant level. In some cases this mitigation measure may not reduce land use impacts to a less-than-significant level. As such, potentially significant impacts of this program related to the physical division of a community would remain significant and unavoidable.