



A Tradition of Stewardship  
A Commitment to Service

Agenda Date: 12/20/2016  
Agenda Placement: 9L  
Set Time: 1:30 PM PUBLIC HEARING  
Estimated Report Time: 30 Minutes

## NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

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**TO:** Board of Supervisors  
**FROM:** David Morrison - Director  
Planning, Building and Environmental Services  
**REPORT BY:** John McDowell, Deputy Planning Director - 299-1354  
**SUBJECT:** Public Hearing - Angwin Area General Plan Amendments

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### **RECOMMENDATION**

Director of Planning, Building and Environmental Services requests that the Board hold a public hearing and consider possible action on three proposals to amend the Napa County General Plan to change the land use designations and make necessary changes to the General Plan text and map as follows:

1. Adoption of a resolution to change the following:
  - a. An approximately 11.1 acre portion of Assessor's Parcel Number 024-410-018 currently referred to as the Sports Field and located on the west side of Howell Mountain Road northwest of its intersection with Cold Springs Road, Angwin, from "Agriculture Watershed and Open Space" to "Public Institutional" and adopt a new policy limiting institutional uses on this site to outdoor rural and recreational facilities such as ball fields (**Omitted from staff recommendation after Public Hearing Notice was published**);
  - b. An approximately 7.5 acre portion of Assessor's Parcel Number 024-410-018 currently used as Sewage Treatment Plant and located on the west side of Howell Mountain Road southwest of its intersection with Cold Springs Road, Angwin, from "Urban Residential" to "Public Institutional"; and
  - c. An approximately 42 acre portion of Assessor's Parcel Numbers 024-080-038 & -039 located at the terminus of Highland Oaks Drive approximately 600 ft. to 2,300 ft. northeast of the intersection of Howell Mountain Road and College Avenue, Angwin, from "Urban Residential" to "Urban Residential," "Public Institutional" and "Agriculture, Watershed and Open Space" to better reflect existing land uses;
2. Adoption of a resolution amending the Napa County General Plan to change an approximately 16.1 acre portion of Assessor's Parcel Numbers 024-410-017 & 018 located at the southwest corner of Howell Mountain Road and Angwin Avenue and immediately south of Angwin Plaza, Angwin, from "Urban Residential" to "Agriculture, Watershed and Open Space" **or alternatively**;
3. Adoption of a resolution to change an approximately 16.1 acre portion of Assessor's Parcel Numbers 024-410-017 & 018 located at the southwest corner of Howell Mountain Road and Angwin Avenue and

immediately south of Angwin Plaza, Angwin, from “Urban Residential” to “Public Institutional”.

**ENVIRONMENTAL DETERMINATION:** The project is intended to implement Action Item AG/LU-114.1 in the Napa County General Plan and falls within the scope of the 2008 General Plan Update adopted June 3, 2008 and the program-level Environmental Impact Report (EIR) certified on June 3, 2008 adequately describes the activity for the purposes of the California Environmental Quality Act (CEQA) per CEQA Guidelines Section 15168(c)(2).

### **EXECUTIVE SUMMARY**

After adoption of the 2008 Napa County General Plan Update, the County undertook a systematic effort to review and adjust Urban Residential (UR) and Rural Residential (RR) boundaries on the Official General Plan Land Use Map with the objective of preserving agricultural uses and aligning mapped land use boundaries to existing land uses and property lines. In concert with this Countywide effort, on December 9, 2008, the Board of Supervisors also began an effort to align land use designations in Angwin and Pope Creek to better reflect existing uses. In 2009, the Board adopted several land use changes to the Angwin Urban Area, but left final consideration of urban areas in Angwin open until processing had completed of a pending land use application. As part of the 2009 action, the Board adopted General Plan Action Item AG/LU 114.1 to reflect that areas of Angwin would be reevaluated after June 2010, which was anticipated to be ample time to conclude processing of the pending land use application. However, application processing did not conclude until May of 2012, and planning efforts were further delayed due to a voter ballot initiative. In July 2014, processing was resumed by bringing a discussion item before the Board of Supervisors seeking general direction on the remaining areas. This was followed in October 2016 with a subsequent Board discussion item focused on five specific decision sites.

The three draft resolutions addressed in this staff report reflect Staff's understanding of preliminary direction provided by the Board on October 18, 2016. The first resolution involves changing General Plan Land Use designation on two of the four other Angwin area sites discussed at the October 18, 2016 meeting. When the public hearing notice was sent for this hearing, it included proposed changes to three of the four sites, but since then Staff has dropped one site which consists of the Sport Fields located on the west side of Howell Mountain Road south of the Green Fields. That site is currently designated AWOS which would be retained with no action by the Board of Supervisors. The remaining two other sites consist of the Sewage Treatment Plant located south of the Sport Fields and west of Howell Mountain Road, and the Highland Oaks Drive site located north of the main campus and northeast of the intersection of Howell Mountain Road and College Avenue. The Sewage Treatment Plant would be redesignated from UR to P-I (7.5 acre site). The Highland Oaks site involves reconfiguration of AWOS, UR and P-I boundaries to reflect actual land uses and take account for current property line boundaries.

The next two resolutions address the Green Field site located on the west side of Howell Mountain Road directly across from main campus of Pacific Union College, and immediately south of Angwin Plaza shopping center. Members of Save Rural Angwin (SRA) have expressed support for redesignating this site from UR to Agriculture, Watershed, and Open Space (AWOS). The second resolution implements this change. The third resolution would, as an alternative, redesignate the site from UR to Public-Institutional (P-I), as requested by Pacific Union College (PUC).

At the October 18, 2016 meeting, Board members expressed a wish for SRA and PUC to meet to see if consensus could be reached regarding a mutually acceptable land use designation. Over the last several weeks, SRA and PUC have met but have not reached agreement. Therefore, the two draft resolutions provide the Board with the option to adopt one of the competing proposals.

### **PROCEDURAL REQUIREMENTS**

1. Open Public Hearing
2. Staff report
3. Public comment
4. Close Public Hearing
5. Motion, second, discussion and vote on any resolution to be adopted, or adopted as revised

### **FISCAL IMPACT**

Is there a Fiscal Impact?                      No

### **ENVIRONMENTAL IMPACT**

**CEQA DETERMINATION:** Pursuant to CEQA Guidelines Section 15168 (c)(2), a program EIR may be relied upon for CEQA compliance for later activities if the lead agency determines that no new effects will occur or no new mitigation measures would be required as a result of the later activity. The draft resolution proposed would implement Action Item 114.1 in the Napa County General Plan and is within the scope of the 2008 General Plan Update. The program-level EIR prepared for the County's 2008 General Plan Update and certified by the Board on June 3, 2008 adequately describes the activity for purposes of CEQA. No new effects would occur and no new mitigation measures would be required as discussed more fully in the Addendum to the General Plan EIR which was prepared for this project.

### **BACKGROUND AND DISCUSSION**

#### **Proposed General Plan Amendment Components**

Potential action items before the Board at this public hearing consist of three proposed resolutions to change land use designations in the Napa County General Plan on specific sites within the Angwin Geographic Area. The first resolution addresses the remaining two sites labeled as the Sewage Treatment Plant and Highland Oaks Site. The next two resolutions address what is being called the Green Field Site, described below, with the second resolution applying AWOS and the third resolution alternatively applying P-I to the site. Should the Board wish to change land use designations on this site, only one of these resolution would be adopted.

#### **Sewage Treatment Plant Site**

The Sewage Treatment Plant is located west of Howell Mountain Road generally south and west of the main campus. This approximately 7.5 acre site is currently designated UR. At the October 18, 2016, there appeared to be concurrence between all parties that redesignation to P-I would be appropriate. As such, these changes have been put forward in the first resolution (attached).

#### **Highland Oaks Site**

The Highland Oaks Site is located generally at the terminus of Highland Oak Drive, a private PUC campus road that is located north of the main campus and northeast of the intersection of Howell Mountain Road and College Avenue. This area consists of a gently sloping plateau that feature several homes, an abandoned commercial dairy, a mix of light industrial tenants, a community-serving recycling center, paddocks, and campus corporation yards and buildings. Proposed changes to Land Use Designations, as shown on the map exhibits within the first resolution, consist of realigning boundaries to coincide with existing land uses including: 1) Expanding AWOS

designated lands east and north of the dairy and corporation yard to align with recently adjusted property line; 2) Aligning P-I boundaries to capture all of the corporation yard and campus buildings next to the power plant; 3) Adjusting UR boundaries to include all residences and businesses on Highland Oaks Drive, the recycling area and the dairy; and 4) Changing sloped and forested areas surrounding the homes and businesses from UR to P-I. At the October 18, 2016, there appeared to be concurrence between all parties that these redesignations would be appropriate.

### **Green Field Site**

The site consists of an approximately 16.1 acre open field located on the west side of Howell Mountain Road and immediately south of Angwin Plaza. The site is owned by PUC and has been in use with field crop cultivation. It is currently designated UR and was the centerpiece of the previously proposed Ecovillage development that led to the adoption of Action Item AG/LU 114.1 which calls for the UR designation to be reevaluated. With this reevaluation, the Board has three options as follows: 1) Take no action - Site would retain UR designation; 2) Adopt AWOS Resolution - Site would be redesignated from UR to AWOS; or 3) Adopt P-I Resolution - Site would be redesignated from UR to P-I.

At the October 18, 2016 study session, SRA representatives advocated redesignation of the site to AWOS. PUC representatives indicated that P-I was preferable to AWOS. In furtherance of Action Item AG/LU 114.1, Staff recommends that the field should be removed from the UR designation. The issue of whether the field should be either AWOS or P-I depends on the Board's vision for this property. Unfortunately, since the campus Master Plan has not recently been updated, it is unclear what PUC's future plans are for the site at this time. If the County believes that extending the developed campus to the west side of Howell Mountain Road in the future is appropriate, then a P-I designation should be pursued. If extension of the developed campus to the west is not desired, or if the County wants to wait until the campus Master Plan is adopted and then make a decision, then AWOS would be appropriate. In either case, the County would retain land use authority over the site and would have an opportunity to direct future land use development. If the designation is P-I, any proposed campus development would be subject to a Use Permit modification. If the site is designated AWOS, any proposed campus development would require a General Plan Amendment and Use Permit modification. Alternatively, if the site was designated AWOS and sold to a private party, any proposed discretionary development would require a Use Permit. However, development of a house and a guest cottage on an AWOS designated property could be done without discretionary review.

### **Sports Fields Site (*Removed from the Request*)**

On December 8, 2016 when the public hearing notice was prepared for this hearing, Staff included a proposed change to the Sports Fields Site located on the west side of Howell Mountain Road immediately south of the Green Field site. This 11.1 acre site was designated UR in the 1986 and 2008 General Plans but was redesignated to AWOS in 2009 in the initial phase of implementation of General Plan Action Item AG/LU 114.1. On October 18, 2016 Staff put forward a recommendation that the site be redesignated to P-I and that a policy be added to limit land uses to outdoor recreation with limited structures, which was then included in the most recent public hearing notice. However, subsequent to the issuance of the public hearing notice, Staff has amended the proposed action to retain the AWOS designation as implemented by the Board in 2009. Therefore, the project description listed in the Board's Agenda and this Staff Report continue to list this site, but it has been eliminated from the proposed third resolution.

### **Action Item AG/LU 114.1**

It is anticipated that consideration and action on the proposed resolutions will conclude implementation efforts called for in Action Item AG/LU-114.1. When an Action Item is completed it is not necessary to amend the General Plan to delete the completed item, or to otherwise note in the General Plan that it has been completed. Annually,

the County reports General Plan Implementation Status to the State Office of Planning and Research, and completion of this Action Item will be documented as part of that process.

### **General Plan and Zoning Consistency**

State law (Gov't Code sec. 65860) requires zoning ordinances and general plans to be consistent. In most cases, this is achieved by making the General Plan Land Use Map and the zoning map consistent, however the courts have held that consistency can be achieved even if the maps are not identical, since the policies of a General Plan apply in their totality (i.e. the Land Use Map cannot be viewed in isolation). To this point, the Napa County General Plan (Policy AG/LU-114) states: "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." The proposed Land Use Map changes are intended to improve consistency between the Land Use Map and the zoning map, while still recognizing the different histories and different functions of the two documents.

### **1975 Master Plan**

Existing land use entitlements for PUC will not be impacted by the proposed changes to the land use designations. PUC's land use entitlements are complex, encompassing several dozen use permits and use permit modifications that pertain to various campus-owned properties. At the center of PUC's land use entitlements is the 1975 PUC Master Plan, last updated in 1976. Numerous subsequent entitlements have been approved since 1975, but a comprehensive update has not occurred. There have been several starts at updates over the years, most recently in the early 2000's, but none have been pursued to completion.

The various entitlements convey certain vested rights related to each of the properties under consideration presently. These vested rights cannot be specified in this staff report, but the general extent of use permit entitlements can be summarized for each property currently under review. On the Green Field site, the 1975 Master Plan describes this area primarily as a future planning area, but shows a conceptual parking lot expansion along Howell Mountain Road and identifies a small portion near Angwin Plaza as future light industrial. The southern portion of the Green Field is entitled for additional sports fields pursuant to the use permit issued for the original sports fields. The Sewage Treatment Plant is expectedly designated as such in the master plan and associated use permit. The Highland Oaks site entitlement history is less clear. The abandoned dairy predates the master plan as do the nearby residences. The campus corporation yards and buildings are addressed in use permits along with the nearby power generation plant. The light industrial uses do not have use permits, but have existed for decades. At least one of the light industrial buildings has a use permit for an educational building. The recycling center does not appear in the master plan.

### **General Plan Amendment Project History**

The Napa County General Plan adopted on June 3, 2008, identified several "urban bubbles" - imprecise planning areas where agricultural land could be rezoned without a county wide Measure J vote - as an issue that required further study (Action Item AG/LU-114.1). The Proposed Land Use Map Amendment (PLUMA) process was undertaken on April 15, 2008, to resolve the status of the urban bubbles. The objectives of the PLUMA process were to:

1. Align boundaries of Urban and Rural Residential designations on the Land Use Map with zoning and parcel lines to the extent feasible;
2. Remove agriculturally zoned land from Urban and Rural Residential designations on the Land Use Map except where specific circumstances, such as an Affordable Housing (AH) overlay justified retention; and
3. Redesignate Urban Residential areas as Rural Residential where appropriate.

On December 9, 2008, the Board of Supervisors removed 76 parcels totaling 400 acres of potential development under ownership of PUC from the urban bubble, leaving 100 acres of development potential.

On May 5, 2009, the Board of Supervisors adopted Resolution No. 09-54 to remove lands in Angwin from the areas designated UR on the Land Use Map, by redesignating them as P-I, AWOS or RR.

The General Plan also included Action Item AG/LU-114.1, which states:

*"Undertake a planning effort to reevaluate areas of Angwin designated Urban Residential after June 2010, with the objective of redesignating areas to better reflect land uses existing or authorized at that time."*

May 2012, Formal withdrawal of the Ecovillage application occurs.

On November 6, 2012, the County voted on Measure U, an initiative that would have redesignated certain lands in Angwin from UR to AWOS, or P-I land use categories. It would have permitted modernization and expansion of a sewage treatment plant on Howell Mountain Road and prohibited further subdivision of "public institutional lands" anywhere in the County. The initiative was defeated by a vote of 60.5 percent to 39.5 percent.

Following the defeat of Measure U, the County contracted with the Center for Collaborative Policy, at the California State University, Sacramento, to nurture constructive dialogue about land uses in Angwin and to explore common values and visions for the future. Both PUC and SRA - the primary sponsor of Measure U - were invited to join in the facilitated discussion. The talks were ultimately unsuccessful in reaching a resolution.

In July 2014, the Board provided general direction on completing this amendment.

On October 18, 2016, the Board provided additional detailed direction on the five final sites put forward by Staff.

### **SUPPORTING DOCUMENTS**

- A . Resolution No. 1 - Sewer Treatment Plant and Highland Oaks
- B . Resolution No. 2 - Green Field UR to AWOS
- C . Resolution No. 3 - Green Field UR to PI
- D . Green Field Map - UR to AWOS
- E . Green Field Map - UR to PI
- F . 1976 PUC Master Plan

CEO Recommendation: Approve

Reviewed By: Helene Franchi