



A Tradition of Stewardship  
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Agenda Date: 7/22/2014  
Agenda Placement: 9E  
Set Time: 9:55 AM  
Estimated Report Time: 45 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:** David Morrison, Director, Planning, Building & Environmental Servi - (707) 253-4805

**SUBJECT:** Angwin Redesignation

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### **RECOMMENDATION**

Director of Planning, Building, and Environmental Services requests discussion and possible direction to staff regarding any future General Plan Amendment, rezoning, or other actions that would address desired land use changes in the community of Angwin.

### **EXECUTIVE SUMMARY**

The proposed action would provide guidance to staff in the implementation of Action Item AG/LU-114.1 in the 2008 Napa County General Plan, which requires the County to review and adjust the boundaries of areas designated Urban Residential and Rural Residential on the Land Use Map, specifically as it applies to the community of Angwin.

Direction provided to staff as a result of this item is not binding with regards to future action(s) by the Board of Supervisors. The direction to staff is only to investigate and evaluate the concepts that result from this discussion and to prepare appropriate documents for future consideration and action. It should be noted that any change to either land use or zoning for any of the areas described in the Background section will require public review, environmental analysis under CEQA, ordinances, resolutions, public hearings, and recommendations from the Planning Commission. All final decisions regarding General Plan Amendments and zoning will be made by the Board of Supervisors.

### **PROCEDURAL REQUIREMENTS**

1. Open Public Hearing
2. Staff reports
3. Public Comments

4. Close Public Hearing
5. Motion, second, discussion and vote on the item.

### **FISCAL IMPACT**

Is there a Fiscal Impact?                      No

### **ENVIRONMENTAL IMPACT**

Pursuant to CEQA (California Environmental Quality Act) Guidelines Section 15168.(c).(2), a program EIR (Environmental Impact Report) 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 proposed discussion would further implementation of Action Item 114.1 in the Napa County General Plan and is within the scope of the General Plan. The program-level EIR prepared for the 2008 County General Plan was certified by the Board of Supervisors on June 3, 2008, which adequately describes the activity for the purposes of CEQA. No new effects would occur and no new mitigation measures would be required.

### **BACKGROUND AND DISCUSSION**

#### **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 countywide Measure J vote - as an issue that required further study (Action Item AG/LU-114.1). The PLUMA (Proposed Land Use Map Amendment) 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.

The factors to be considered in the PLUMA process, as described in the General Plan and in Resolution No. 08-64, were:

1. Proximity to incorporated cities;
2. Infrastructure availability;
3. Community character;
4. Development potential;
5. Physical constraints, such as topography; and
6. Desires of affected property owners.

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

potential (see Attachment A).

On May 5, 2009, the Board of Supervisors adopted Resolution No. 09-54 to remove lands in Angwin from the areas designated Urban Residential on the Land Use Map, by redesignating them as Public Institutional, Agriculture, Watershed, and Open Space or Rural Residential (see Attachment B).

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

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

To date, implementation of this Action Item has not yet occurred.

On November 6, 2012, the County voted on Measure U, an initiative that would have redesignated certain lands in Angwin from Urban Residential to Agricultural, Watershed and Open Space (AWOS), or Public Institutional 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 Save Rural Angwin (SRA) - the primary sponsor of Measure U - were invited to join in the facilitated discussion. The talks were ultimately unsuccessful in reaching a resolution.

The draft Napa County Housing Element assumes that 191 units of housing will occur in Angwin, as part of its efforts to comply with the County's Regional Housing Needs Assessment (RHNA). Site A (consisting of 11.4 acres) is assumed to provide 114 homes, while Site B (consisting of 7.0 acres) would provide 77 homes (see Attachment C). The resulting development would provide 80 homes available to low- or very-low income families, 51 units to moderate-income families, and 60 homes for above-moderate income families.

### **Analysis**

There are five areas currently designated as Urban Residential in Angwin, outlined in orange in Attachment D. A brief analysis of each area and its potential for change is provided below.

Two of these areas are assumed in the draft Housing Element as future affordable housing sites. Any changes to their status would adversely affect our ability to meet our RHNA and to be consistent with California Housing and Community Development Department (HCD) requirements for certification of the draft Housing Element. Consequently, staff does not recommend any change in zoning or land use designation to these two sites.

One area is occupied by the existing wastewater treatment facility. As General Plan policy prohibits non-agricultural infrastructure in the Agricultural designated areas and since it is unlikely that this site will be converted to housing in the future, staff does not see a need to make any change at this time. However, should the Board wish to ensure that the property could not be residentially developed in the future without additional discretionary review, they may wish to change the land use designation to Public Institutional.

The remaining two areas have generated substantial public interest. Both of these sites are shown in orange cross-hatch on Attachment D. The first area is located west of Howell Mountain Road. The northern portion is developed with several existing businesses within the Angwin Plaza. The remainder of the property is in open field. Currently, this site area is designated for Urban Residential. The entire site could be developed with a mix of

private commercial and/or residential uses. Any such development would require a variety of discretionary County approvals, but would not be subject to either a Measure J or Measure P vote. The Board may wish to leave this site as currently designated. Alternatively, should the Board wish, the site could be designated as Agricultural Watershed to deter any development of the existing open fields. Should the Board wish to consider this option, staff recommends that the Angwin Plaza be rezoned to Commercial, which would allow for continued modification and expansion of future businesses under General Plan policy LU-45.

The second area of interest is located east of Howell Mountain Road, at the northern end of the PUC campus, immediately west of the airstrip. This area is generally characterized by various industrial uses and campus support facilities. Currently, this site is also designated for Urban Residential and could be developed with a mix of private commercial and/or residential uses. As with the western site, any such development would require a variety of discretionary County approvals, but would not be subject to either a Measure J or Measure P vote. The Board may wish to leave this site as presently designated. Alternatively, should the Board, wish, the site could be designated as either Public Institutional or Industrial.

### **SUPPORTING DOCUMENTS**

- A . Attachment A - Angwin 2008
- B . Attachment B - Angwin 2009
- C . Attachment C - Angwin Housing Element
- D . Attachment D - Angwin Aerial

CEO Recommendation: Approve

Reviewed By: Karen Collins