

STAFF REPORT



DATE: March 11, 2014

TO: Mayor and City Council

FROM: Greg Desmond, Interim Planning Director

Item: 10

RE: Review/discussion and direction on the Draft General Plan Update 2030

DISCUSSION: DOCUMENT REVIEW

At the February 25, 2014 meeting, the Council directed staff to prepare a version of the Draft General Plan Update Document that identified changes made between February 26, 2013 and December 10, 2013.

The document is still a draft and Council members should continue to receive input and provide staff with feedback and any desired changes/revisions.

NEXT STEPS

The Council should review/discuss and provide staff with direction on the Draft General Plan document.

ATTACHMENT

Draft General Plan Update 2030

Introduction

1.1 Overview

Several new trends and topics are important elements of how people approach planning for their communities in the 21st century. Sustainability has emerged as a fundamental principle for all scales of planning and development. The emergence of heritage tourism as an economic development strategy for many towns has led to the further integration of local business enhancement and the preservation of valuable cultural, historic and natural resources. Strengthening pedestrian and bicycle connections, while traditionally important to local mobility and access, is an integral strategy for addressing climate change.

The City of St. Helena has undergone significant changes since the General Plan was last updated in 1993. Napa Valley's growing popularity as a tourist destination, coupled with increasing development pressures resulting from growth throughout the greater San Francisco Bay Area and Sacramento Valley regions, has led to a strengthening of ongoing efforts to protect St. Helena's agricultural lands. In addition, improvements to existing public facilities and infrastructure and the creation of new parks have helped improve quality of life and enhance property values in the City and its surrounding areas.

Topics such as local mobility, community health and environmental sustainability are also important as residents plan for the future of this beautiful and truly unique town.

The St. Helena General Plan is a powerful policy and implementation tool designed to reflect these changes, respond to the community's visions and desires for its future, and address changes anticipated to take place in the years to come.

This introductory chapter to the St. Helena General Plan outlines the context, background, charge and role of the Plan, including an overview of the document's 12 "elements," or "chapters".

Specific sections of the Introduction to the St. Helena General Plan include:

- 1.2 Regional Context.** Provides an overview of St. Helena's role and location in the region (p. 1-4).
- 1.3 Background and Setting.** Describes the City's history and current setting (p. 1-6).
- 1.4 Overall Vision.** Defines St. Helena's vision for the year 2030 (p. 1-9).
- 1.5 Role of the Plan.** Describes how the General Plan is used to set goals, policies and implementing actions (p. 1-12).
- 1.6 Plan Development Process.** Provides an overview of how the General Plan was developed (p. 1-14).

1.7 Overview of the General Plan. Provides an overview of the ~~12-13~~“elements” of the General Plan and how each element is organized (p. ~~1-18~~1-18).

1.8 Related Planning Documents and Reference Materials. Lists the related planning documents and reference materials for the General Plan (p. 1-24).

1.2 Regional Context

St. Helena is centrally located in Napa County and sits at the heart of the upper Napa Valley, a region known for its diverse soils, microclimates, and success as a center for agriculture and the wine-making industry (see Figure 1.1). Located approximately 65 miles north of San Francisco and 77 miles west of Sacramento, the City is proximal to Northern California’s major urban centers. State Route 29 connects St. Helena to other communities in the Valley, including Calistoga to the north and Yountville, Napa and American Canyon to the south. The City serves as a commercial and business center for the surrounding towns and unincorporated areas, including Calistoga, Angwin, Deer Park, Rutherford and the unincorporated area south of St. Helena.

The Coast Range north of the San Francisco and San Pablo bays consists of a series of mountains of moderate relief separated by northwest trending valleys. Nestled between the Mayacamas Mountains to the west and the Howell Mountains to the east, the Napa Valley is one of the major valleys of this region. St. Helena enjoys views of Mount St. Helena, a peak of the Mayacamas located in Robert Louis Stevenson State Park, as well as many other hills and mountainsides.

The Napa Valley rests at the convergence of three California ecoregions: the north coast, the central valley and the central coast. This unique location supports a diversity of biological resources and a particularly rich heritage of flora and fauna. According to the Land Trust of Napa County, Napa is one of the 25 most biologically diverse counties in the country. The Napa River runs from its origin in the northwest corner of the Valley through the eastern portion of St. Helena. The river begins as fresh water drainage on the southeast slope of Mount Saint Helena and flows south to form a tidal estuary downstream of the City of Napa, where it discharges into the San Pablo Bay.

1.3 Background and Setting

Human settlement in the Napa Valley dates back thousands of years, when the Yukian people, originally established between the Russian River and Ukiah to the north, spread further south into present day Lake, Mendocino and Napa counties. The Wappos, Pomos, and Patwins eventually encroached the Yukian borders, becoming the largest groups of Native Americans in the Napa Valley area.

The first Spanish missionaries arrived in the Valley in the 1830s. At the time of European settlement, the Central Wappo had settled permanently around present day St. Helena.

By 1831, between 10,000 and 12,000 Native Americans lived in the area. A hundred years later, only a tenth of this population remained.

In 1856, the area experienced its first development boom. Extension of the railroad north eventually transformed the community into a commercial shipping center for the region. Growth was fueled largely by immigration from China and Europe, particularly Northern Italy and Switzerland, during the last half of the 19th century and the first half of the 20th century. Agriculture and the mining of mercury, or “cinnabar,” were key drivers of the economy during this period. Viticulture in St. Helena is known to have begun around 1875. The City was incorporated in 1876.

The town’s second period of intense construction took place during the end of the 19th century, with much of this growth concentrated along what is still known today as Main Street. Given its location in the heart of the wine-making region, St. Helena suffered economically during the Prohibition Era (1920-1933) and grew at a very slow pace during subsequent decades. Eventually, wine tourism brought increased attention to St. Helena, resulting in residential and commercial construction and a growth in visitor-serving uses such as hotels, restaurants and boutique retail establishments.

Today, St. Helena is a town of 5,960 residents bisected by State Route 29 and surrounded by agricultural uses (see Figure 1.2). The community stands out in the Valley for its unique, historic character and its ability to attract visitors while also supporting the needs of its resident population.

St. Helena’s Planning Area and Sphere of Influence encompass the entire City, a land area of 3,024 acres. The development pattern within this area includes an abundance of agricultural lands, business and industrial uses serving agricultural, single and multi-family residential neighborhoods, and a downtown that serves as the commercial center for the City and surrounding communities.

Major economic drivers in St. Helena include agriculture, wine-making, tourism and education. Several wineries are located within St. Helena, providing jobs and economic benefits associated with tourism. Educational institutions located in the City, such as the Culinary Institute of America and the Napa Valley College Upper Valley Campus, provide jobs and educational opportunities for the area.

1.4 Overall Vision

With an eye toward the future while building on the assets of today, the community of St. Helena envisions that, in the year 2030, the town will be a well-integrated place, linked by effective community institutions, safe neighborhoods and streets, and superior schools, parks and public facilities.

St. Helena’s broader vision is based on a common understanding of what it means to live and grow as a sustainable community. Future decisions impacting the City’s social, economic and environmental landscape must meet the needs of its current residents, without compromising the ability of future generations to meet their own needs.

In addition, most respondents noted that they would also like St. Helena to maintain its small, rural character.

Our Sustainable Community

St. Helena will preserve its history while managing change. Its traditions of diversity, citizen involvement and responsive government will help the City plan for a sustainable future.

- More people who work in town will be able to afford to live here, in a wide range of innovative, well-designed housing, available for residents of all ages and income levels.
- St. Helena's historic and agricultural character will be honored and protected.
- Expanded arts and cultural activities will continue to enrich community life.
- High-quality schools and education for all ages will continue to be a focus of the community.
- St. Helena's character will be strengthened through innovative design that maintains the scale and character of its existing neighborhoods.
- Public spaces and civic facilities will be available for community gatherings, meeting the social and recreational needs of all ages and interests.

Our Stable Economy

St. Helena's economy will meet the basic needs of residents, balance the benefits and effects of visitors and provide better economic opportunities.

- Central St. Helena will remain the social, cultural and economic heart of town.
- More of residents' daily needs will be met in the City by local businesses.
- Circulation improvements will provide transportation choices, reducing automobile traffic and improving the quality of our City.
- A combination of better regional connections and alternative modes of travel will improve circulation and traffic conditions, reducing congestion on Main Street.

Our Environmental Stewardship

Environmental conservation, green choices and emissions reductions will be integrated into all areas of community decision making.

- Through a combination of conservation and infrastructure improvements, water and wastewater treatment will be available to meet community needs.
- Green buildings and infrastructure, renewable energy installations and waste reduction will increase energy efficiency.
- The riparian corridors of the Napa River, Sulphur Creek and York Creek will be restored as critical assets.
- Additional and improved parks, protected hillsides, agriculture, trees, locally grown food and community gardens will contribute to our sustainable community.

1.5 Role of the Plan

The St. Helena General Plan is the primary policy document for the City and the community of St. Helena as it moves toward the year 2030. It sets forth the City's policies to guide future land use decisions, and provides the needed framework to preserve the character and quality of development that the community desires. The General Plan also helps establish the processes by which the City's evolution and changes to existing land uses will take place. The State of California requires that every city and county adopt a general plan to guide decisions related to the conservation of natural resources, the physical form and character of future development, and public welfare and safety. **Local ordinances and other plans must be consistent with general plan policies.** The St. Helena General Plan establishes the basis for St. Helena's Zoning Ordinance, which serves as the legal regulatory code for land use and development within the City's jurisdiction. ~~The policies set forth in the General Plan are not legally enforceable mandates, but rather provide the foundation for the design and application of important policy tools, such as the City's Urban Limit Line, design guidelines and form-based codes, and specific ordinances to protect St. Helena's wealth of resources.~~ An Environmental Impact Report (EIR) outlining the impacts and associated mitigations of proposed land use, circulation and other changes is required by State law to accompany the General Plan and be adopted concurrently.

The General Plan is used in many ways. City planning staff refer to the General Plan when reviewing development proposals, to ensure that projects align with the community's vision. Where public decisions impact the physical environment, the Planning Commission and City Council use the document to guide decision-making. Importantly, the General Plan empowers the City, public agencies that work with the City, and private developers to invest in and design for a future that will enhance the character of the community and sustain and improve the quality of life, in accordance with the values and goals defined in the Plan.

Except as may have been or may be in the future explicitly required by the State of California as a condition of approval of any mandatory element of the General Plan in order to satisfy state law, the goals, policies and implementing actions set forth in this General Plan are not intended as legally enforceable mandates, and create no mandatory duty on the City's part. Rather, they provide the foundation for the design and application of important policy tools, such as the City's Urban Limit Line, design guidelines and form-based codes, and specific ordinances to protect St. Helena's wealth of resources. The City Council and staff ultimately will decide whether, and if so when and how to carry out any goal, policy or implementing action.

1.6 Plan Development Process

The St. Helena General Plan was developed in four stages:

- Phase I: Community Visioning and Existing Conditions Analysis;
- Phase II: Policy and Physical Framework Development;
- Phase III: General Plan Development; and
- Phase IV: General Plan Completion and Adoption.

The City Council and Planning Commission provided overall direction, with the assistance of the General Plan Update Steering Committee (GPUSC) and a multi-disciplinary consultant team. The GPUSC, composed of St. Helena residents and elected and appointed officials, played an

important advisory role throughout the Plan development process, and met regularly to review materials, share ideas and provide feedback.

Phase I. Community Visioning and Existing Conditions Analysis

Phase I of the Plan development began in April 2007 and continued through February 2008. During this phase the GPUSC, supported by City staff and the consultant team, led a thorough analysis of present conditions in St. Helena. These efforts resulted in a series of working papers that collectively provide a comprehensive analysis of current conditions and key policy issues. Topics include the community vision, community character, circulation, economics, infrastructure, climate change, the natural environment, sustainability and the regional context. These papers established a starting point for community and City discussion of key issues and opportunities. They also contributed to the body of analysis that served as the technical basis for development of the General Plan.

The community visioning process, also led by the GPUSC, involved community residents, business owners, and agency and organization representatives. Community engagement activities included a telephone survey, a series of workshops, and an open house and public forum. Each of these tools was dedicated to exploring the major issues and opportunities faced by St. Helena, and the desires of its community moving forward. This process resulted in a clear articulation of the community's desire to build a sustainable future, reflected in its overall vision presented above.

Phase II. Policy and Physical Framework Development

In October 2008, Phase II of the General Plan Update process was initiated. During this phase the City, the GPUSC and the community worked actively to develop the General Plan goals, policies and implementing actions. The City launched its General Plan Update website and began publication of regular e-newsletters to keep community members informed of the process. The GPUSC met regularly during this stage and hosted a "land use and design charrette" aimed at exploring key land use issues and opportunities.

The City and General Plan consultants worked closely during this phase to refine existing land use maps, review background policy and technical documents, and analyze the existing General Plan Physical Framework and Land Use Element. The outcomes of this effort included identification of potential land use change areas in the City and identification of the likely impacts of this change.

Two separate but parallel processes began during Phase II: development of the General Plan Housing Element and the Adams Street Property Visioning Project. The Housing Element update process was led by a separate sub-committee, under a shorter timeline than the process for updating the rest of the General Plan. The Final Housing Element for St. Helena was completed in June 2009 and certified as complete by the Department of Housing and Community Development on October 15, 2009. The Adams Street Property Visioning Project began in October 2008. The Plan itself, composed of the community vision for Adams Street and the accompanying site plan and graphics, was completed in March 2009.

Phase III. General Plan Development

In April 2009, the City began the process to develop the draft General Plan document. A series of eight GPUSC meetings was held to review drafts of the General Plan Elements. Two community workshops were held in fall 2009 to discuss community design and circulation. Additional community meetings were held in early 2010 to review the public draft Plan.

Phase IV. General Plan Completion and Adoption

Beginning in the summer of 2010 the fourth phase of Plan development focused on finalizing the General Plan and the City's adoption of the official Plan document. The Planning Commission and City Council held hearings to review both the Draft EIR and the Draft General Plan. Community members had the opportunity to submit written comments on the Draft EIR. Adoption of the Final General Plan is anticipated for November/December 2010.

1.7 Overview of the General Plan

The St. Helena General Plan includes 12 "elements," or chapters. Each of these is critical to establishing the policy direction necessary to achieve the community's vision of sustainability in land use and related activities in the next 20 years. State statutes require that local general plans include the following seven elements, at a minimum: Land Use; Housing; Circulation; Open Space; Noise; Safety; and Conservation. California general plan guidelines encourage jurisdictions to reorganize or combine elements as appropriate to improve clarity and eliminate redundancy in the document. In addition, jurisdictions may incorporate additional elements as needed to achieve the community's vision and overarching goals. In order to respond to the community's special needs and desires, the St. Helena General Plan reorganizes some required plan components and incorporates several optional elements.

As stated in Section 1.5 of the General Plan, except as may be set forth in the Housing Element, the goals, policies and implementing actions set forth in the General Plan are not legally enforceable mandates, and create no mandatory duty on the City's part.

Table 1.1 lists all elements of the St. Helena General Plan and illustrates which elements are required by State law and which are optional.

Element Organization

Each element of the St. Helena General Plan begins with a brief introduction and background on the specific subject matter. Graphs, tables and maps are used to highlight key information, data and plan directions. In addition, each element contains a "Concepts, Trends and Ideas" section describing recent innovations and concepts relevant to planning the future of St. Helena.

At the heart of each element of the St. Helena General Plan is a series of goals, policies and implementing actions. Goals are statements that describe the broad, long-term aspirations of the City and community. Each goal in the Plan consists of a brief directive, which is followed by narrative that provides further description of the general, preferred direction that the goal establishes. Policies provide the needed specificity or guidance for the City as it makes decisions.

Policy statements encourage certain actions and lay the foundation for the City to establish regulations, programs and incentives, where needed, to achieve each goal. Implementing actions identify the specific steps required to implement policies and advance City goals.

Overview of the General Plan Elements

Chapter Two: Land Use and Growth Management

The Land Use and Growth Management Element presents a framework for governing future decisions about allowable, context-appropriate land use and desirable development patterns. The framework aims to manage growth effectively while encouraging the use of innovative approaches, quality design and infill strategies as the community evolves. Policies and actions in this Element draw from and build upon St. Helena’s distinct history and character, walkable and strong neighborhoods, and active downtown.

Chapter Three: Economic Sustainability

The Economic Sustainability Element is included in the General Plan in recognition of the important role that economic sustainability plays towards achieving St. Helena’s overall community vision of “meeting present needs without compromising the ability of future generations to meet their needs.” The guiding principles established in this Element provide the policy direction needed to develop a sustainable economy that is responsive both to short-term and longer-term community concerns and objectives.

Chapter Four: Public Facilities and Services

The Public Facilities and Services Element sets forth policy guidance for the City’s provision of services, amenities and infrastructure. This includes community services facilities, public utilities, and the required physical infrastructure for service and utilities delivery. Policies related to public facilities and services follow from the key topics identified in this Element: water, wastewater, storm drainage and flooding, solid waste, and schools and libraries.

Chapter Five: Circulation

The Circulation Element establishes the policies needed to foster a comprehensive and multimodal transportation network that is well integrated with the City’s land use and growth management goals, policies and actions. The Element identifies the principal components of the circulation system, as well as issues relating to parking, transit, and pedestrian and bicycle routes. Standards and guiding principles for the implementation of transportation facilities are also included.

Chapter Six: Historic Resources

The Historic Resources Element presents a framework for governing future decisions about rehabilitating, retrofitting and adaptively reusing the City’s historic buildings. The intent of this Element is to establish the policies required to manage St. Helena’s historic assets in order to

maintain the City's sense of place and ensure that these assets can be enjoyed by current and future residents and visitors.

Chapter Seven: Community Design

The Community Design Element presents a framework of policies and implementing actions that correspond directly with other General Plan elements in determining the form, quality and character of St. Helena's built environment. By respecting established neighborhoods and historic assets, this Element provides guidance to build upon St. Helena's distinct history, while promoting new approaches to enhance future public and private development.

Chapter Eight: Open Space and Conservation

The Open Space and Conservation Element guides future decisions about how St. Helena will sustain a healthy network of open spaces and protect natural resources for today's residents, as well as future generations. Element goals, policies and implementing actions are designed to protect, maintain and enhance St. Helena's biological, ecological and agricultural resources, while balancing current community resource needs with conservation endeavors to benefit the common good.

Chapter Nine: Public Health, Safety and Noise

The Public Health, Safety and Noise Element presents a framework for minimizing risks posed by environmental and human-caused hazards that may impact St. Helena's health and welfare. This Element aims to ensure that St. Helena's residents, workers and visitors are protected from negative exposure to flooding, fires, hazardous materials, air pollution, and geologic and seismic hazards.

Chapter Ten: Climate Change

The Climate Change Element is the City's policy framework for responding to and planning for climate change. Goals, policies and implementing actions presented in this Element address the City's energy conservation concerns, renewable energy production, and use and transportation-related concerns. The policies and actions included in this Element align with Napa County's Climate Action Program and chart a course for responsible growth and sustainable business development that meets St. Helena's specific needs.

Chapter Eleven: Housing

The Housing Element establishes a comprehensive plan to address housing needs in St. Helena over the five-year planning period between July 1, 2009 and June 30, 2014. This Element sets the community goals and policies surrounding the development, rehabilitation and preservation of housing units to meet the needs of St. Helena's current and future residents. Every jurisdiction in the State of California is required to submit a Housing Element to the Department of Housing and Community Development (HCD) for review and certification.

Chapter Twelve: Parks and Recreation

The Parks and Recreation Element presents a framework for developing and maintaining a comprehensive system of quality parks, pedestrian and bicycle trails, recreational facilities and programs. It aims to ensure that management of parks and programming supports community members' health, entertainment and high quality of life. Key to these efforts is creating and maintaining a network of bicycle and pedestrian trails that establishes connections between residential neighborhoods, parks, schools, and goods and services.

Chapter Thirteen: Arts, Culture and Entertainment

The Arts, Culture and Entertainment Element aims to preserve and protect St. Helena's unique identity, heritage and cultural resources; celebrate its vibrant community; and expand opportunities for arts enrichment. By providing policy support for City leadership, active community participation and strategic partnerships, this Element seeks to integrate arts, culture and entertainment into the community's everyday life.

1.8 Related Planning Documents and Reference Materials

A wealth of documents and materials was developed during the Plan process and supports this General Plan document. The following documents will be included in an appendix to the General Plan.

- Existing Conditions Reports
- Findings Report
- Telephone Survey Results
- Workshop Summaries
- Historic Resources List
- Adams Street Property Visioning Design Portfolio
- Housing Element Housing Needs Assessment

PAGE 1-25 & 1-26 OF INTRODUCTION DELETED : COMMUNITY ENGAGEMENT AND PLAN DEVELOPMENT

Land Use and Growth Management

2.1 Purpose of the Element

The Land Use and Growth Management Element presents a framework for governing future decisions about allowable, context-appropriate land use and desirable development patterns to maintain ~~and enhance~~ the small town character of St Helena. This framework aims to effectively manage growth ~~while encouraging the use of innovative approaches, quality design and infill strategies for new development. By~~ by drawing from and building upon the community's distinct history, walkable and strong neighborhoods, and active downtown, the Land Use and Growth Management Element sets the stage for maintaining an economically, socially and environmentally sustainable St. Helena.

The Land Use and Growth Management Element includes the following sections.

2.2 Community Development Framework. Describes the framework for community development, including the growth management system and land use classifications (p. 2-3).

2.3 Key Findings and Recommendations. Identifies key findings and recommendations based on an existing conditions analysis and extensive community outreach (p. 2-24).

2.4 Goals. Defines overarching goals to guide policies and implementing actions (p. 2-26).

2.5 Policies and Implementing Actions. Identifies policies and implementing actions to manage growth, maintain community character ~~and revitalize underutilized areas~~ (p. 2-27).

2.2 Community Development Framework

Famous for its scenic Napa Valley location, fine wineries and historic Main Street, St. Helena seeks to protect its small-town, agricultural character through a coordinated approach to growth management and land use planning. The City has developed an urban limit line to control and limit development in order to ensure that prized agricultural and open space lands remain for future generations. In addition, it has crafted a land use classification system that works in tandem with its growth management goals, while allowing for targeted development in key areas and maintaining the character of its existing neighborhoods and central commercial areas. Following are detailed descriptions of the City's land use classifications, growth management system and holding capacity.

The increasing pressures to grow caused serious concern in the community back in the 1970's, and resulted in a Growth Management System in the late 1970's. At that time, public workshops and a phone survey conducted for the 93 GP Update indicated that the principal land use concern was the rate of growth in the city. The community was generally concerned that there would be a loss of charm and beauty, increased traffic conditions and an inadequate water supply. For the 2030 GP Update, a phone survey, Town Hall meetings and mail-in survey were conducted and the community still highlights all these concerns - increased traffic, inadequate water and

preservation of small town character. Therefore, the City should follow the long-standing philosophy that growth in St. Helena should be carefully managed, and that each of these decades-long public concerns are adequately addressed in future land use determinations.

LAND USE CLASSIFICATIONS

Land in St. Helena is classified according to four broad land use categories: ~~Residential Areas; Commercial and Mixed-use Areas; Business and Industrial Areas; and Community and Natural Resource Areas.~~

- Residential Areas;
- Commercial and Mixed-use Areas;
- Business and Industrial Areas;
- Community and Natural Resource Areas

Within each of these categories, specific land use designations identify uses and the density and intensity of development allowed in each designation. Table 2.1 and Figure 2.1 outline the City's land use designations as described in the General Plan. For quick comparison and reference, Figure 2.2 includes a menu of St. Helena's land use classifications, allowed building intensities and densities, and examples of potential building types for each land use designation.

Residential Areas

St. Helena has a variety of residential areas that include single family, multi-family and secondary residential housing options. These neighborhoods support a range of lifestyles at a broad range of household income levels. Higher density, infill development can expand housing options citywide ~~and create but the impact to neighborhoods with regard to traffic, parking and public safety where difficult fire access, narrow roads with parking on both sides and small sidewalks without street separation can result in accidents should be carefully considered.~~ Creation of mixed-use areas with retail in the heart of the City can also increase housing options. Residential land use designations should encourage the development of accessible and diverse neighborhoods, where appropriate. Figure 2.3 highlights residential areas.

Low Density Residential (LDR). The LDR land use designation includes single family detached homes, secondary residential units, limited agricultural uses, and similar and compatible uses. This category permits residential densities between 1.0 and 5.0 dwelling units per acre. The LDR designation applies to limited areas of the City with large, residentially-subdivided parcels, particularly those near the City's perimeter.

Medium Density Residential (MDR). The MDR land use classification includes single family attached and detached homes, secondary residential units, and similar and compatible uses. ~~MDR This category permits residential areas can accommodate more intensive development, with densities of between 5.1 to and 16.0 dwelling units per acre.~~ This land use designation is the City's predominant residential designation and is intended to maintain a development pattern in newly developing areas that is consistent with historic development patterns.

Higher Density Residential (HDR). The HDR land use designation includes single family and

multi-family residential housing, apartments and group quarters. This category permits residential densities between 16.1 and 28.0 dwelling units per acre.

Note: In considering future zoning densities and development, the City should align with ABAG's July 18, 2013 adopted One Bay Area Plan – onebayarea.org.

Commercial and Mixed-Use Areas

St. Helena has a number of commercial areas that include retail and commercial services. Businesses serve tourists, City residents and residents of the unincorporated agricultural areas that have traditionally traveled to St. Helena to shop for goods and services. In the City's historic Central Business District, a small amount of higher-density, mixed-use development that is context appropriate can expand housing options while also supporting additional retail and commercial services. Figure 2.4 highlights commercial and mixed-use areas.

Mixed-Use (MU). The MU land use category promotes medium-density residential mixed with retail, office, restaurant or other commercial uses. The maximum allowable residential density in MU areas is 20 dwelling units per acre, and the maximum FAR is 1.0. The intent of this land use is to protect the urban limit line by encouraging a mix of uses at infill locations and reduce greenhouse gas emissions by locating housing opportunities within close proximity to commercial and retail.

Central Business (CB). The CB land use classification includes retail and commercial uses that serve local residents and the surrounding area. Typical CB uses include offices, restaurants, specialty retail and lodging, with particular emphasis on pedestrian-oriented retail and service uses on the ground floor level, and offices located on upper floors. Residential uses can be considered for upper floor areas but are subject to discretionary review and approval. The maximum allowable FAR in CB-designated areas is 2.0, with off-site parking. The CB district extends from Sulphur Creek along Main Street to midway between Adams Street and Pine Street, west to Oak Avenue and along the north side of Adams Street east of Main Street.

Service Commercial (SC). The SC land use designation includes service and retail uses that have larger space needs than are available in the Central Business District. Potential SC uses include offices, restaurants, service stations and lodging, with a maximum allowable FAR of 0.50. The SC designation includes areas fronting State Route 29/Main Street south of Sulphur Springs Creek.

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Business and Industrial Areas

St. Helena has limited areas designated for business and industrial uses. These uses are important to the community's economic health, serving residents as well as surrounding agricultural businesses. **These uses are located along Adams Street and Library Lane east of Railroad Avenue and on the southern end of the City surrounding Dowdell Lane.** Figure 2.5 highlights business and industrial areas.

Business and Professional Office (BPO). The BPO classification allows for professional and administrative office uses, including medical, financial and similar uses. Residential uses in this

designation can be considered for upper floor areas, subject to discretionary review and approval. The maximum allowable FAR is 0.50. BPO areas are located throughout the City and provide a compatible, transitional use between commercial and residential areas.

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Industrial (I). The I Industrial land use designation includes industrial parks, warehouses, light manufacturing and auto and farm-related uses. The maximum allowable FAR is 0.50. Designated I areas are located south of Mills Lane and east of State Route 29. Another Industrial area is along Sulphur Creek between State Route 29 and Valleyview Street and east of State Route 29, south of Mills Lane. An Urban Reserve Area is designated to the east of the existing industrial area south of Dowdell Lane for future expansion of this area.

Community and Natural Resource Areas

St. Helena has a wide range of agriculture, parks, open spaces and civic uses that serve a diverse range of community needs. Natural areas, such as the creeks and hills, offer opportunities for preservation and conservation. Public facilities provide opportunities for social and community development. Land use planning should aim to improve these amenities and enhance accessibility for all City residents. Figure 2.6 highlights community and natural resource areas.

Woodlands and Watershed (WW). The WW classification includes very low density residential that ensures the protection of wildlife, vegetation, open space and watershed resources. This designation applies to steep hillsides at the City's westernmost and easternmost boundaries, with the intent to accommodate low-density, estate type development in locations that are less suitable for agricultural use. The minimum allowable parcel size is five acres.

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Agriculture (AG). The AG land use designation includes agricultural and winery uses with restricted single family residential and public/quasi-public uses. This classification applies to large areas of the valley floor that surround the City's urban core. With the exception of hillside areas designated WW, all lands outside the Urban Limit Line are designated AG regardless of their size or actual use. Minimum parcel sizes for new parcels in AG areas range from 20 to 40 acres. However, wineries in AG land may utilize a small portion of onsite land for provision of affordable employee housing thus alleviating some of the low and moderate housing needs in the City, while simultaneously reducing commute traffic.

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Public/Quasi-Public (PQP). The PQP land use designation provides for government-owned facilities, public and private schools, and quasi-public uses such as churches community/public serving endeavors, and cemeteries. The maximum FAR for the PQP district is 0.50. The PQP designation occurs throughout the City, and includes City Hall, the City library, all of the public schools, some of the private schools, all churches, cemeteries and the wastewater treatment plant.

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Parks and Recreation (PR). The PR land use designation includes public parks with recreation uses. It applies to all existing public parks and proposed park sites.

Open Space (OS). The OS classification includes open spaces that are devoted to natural resource preservation and management, passive outdoor recreation, multi-use trails, public health and safety. All OS areas are associated with stream corridors that pass through or are adjacent to the City, including the Napa River, Sulphur Springs Creek, York Creek and Spring Creek. Roads

are part of Open Space, but are not contributors to natural resource, public health, recreation, etc. as stated above.

GROWTH MANAGEMENT

St. Helena aims to contain development and preserve agricultural lands adjacent to the City. Tools for accomplishing this include the Urban Limit Line, designated Urban Reserve Areas and the Residential Growth Management System. Figure 2.7 illustrates St. Helena's Urban Limit Line and Urban Reserve Areas.

Urban Limit Line

The Urban Limit Line is a parcel-specific boundary that marks the limit of where urban development is permitted within the incorporated area. The intent of the Urban Limit Line is to discourage urban sprawl by containing urban development within designated areas during the 2010-2030 planning period (see Figure 2.7).

Land outside the Urban Limit Line, but inside the incorporated area, is designated for agricultural uses. The area within the Urban Limit Line includes land to accommodate projected growth. However, given the long-term nature of the General Plan and the potential for unforeseen circumstances, the Plan anticipates the potential need to expand the urban area by identifying Urban Reserve Areas.

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Urban Reserve Areas

Urban Reserve Areas can be considered for urban development after urban sections within the Urban Limit Line are developed and if additional land is needed for urban uses. The Urban Reserve Areas, which are contiguous with the existing urban area, have been carefully located to encourage balanced growth and to ensure that further urban development will maintain the compact development pattern desired by the community.

Urban Reserve Areas are all designated Agricultural (AG) and are expected to remain in agricultural use or undeveloped for the foreseeable future. Zoning in the Urban Reserve Areas will be the same as in other areas designated for agriculture. Zoning designation changes of any specific Urban Reserve Areas will be determined by the City Council at the time of incorporation within the Urban Limit Line. Such changes will depend upon many factors, including: compatibility with existing or proposed surrounding uses; availability of services; demand for the proposed uses; the availability of other suitable areas; and the agricultural resource value of the land.

Locational suitability and timing will be considered when considering changes to the Urban Limit Line and incorporation of Urban Reserve Areas. Requests for expansion of the Urban Limit Line will be considered in logical groupings that reflect the best long-term interests of the City, and will not be considered on a parcel-by-parcel basis, or in a manner that would permit non-contiguous development.

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Residential Growth Management System

The Residential Growth Management System limits the number of building permits available for market rate homes each year. Affordable housing and second units are exempt from the program. residential growth each year. The GMS should reflect the current adopted ABAG RHNA number for a given cycle. This will serve to ensure alignment with the larger Bay Area's growth direction which encourages development near transit and service centers (PDA = Preferred Development Area). ABAG strategy indicates that development outside the non-targeted PDA's encourages growth and sprawl, contributes to traffic congestion and environmental impacts such as reduced air quality and loss of open space and Agricultural lands.

GENERAL PLAN STRATEGY

The General Plan strategy presents an outline for the evolution of the City. This strategy is grounded in a set of planning principles and describes General Plan Change Areas and land use capacity. Each of these topics is described in more detail below.

Growth Strategy Principles

The principles for guiding future growth in St. Helena are based upon the City's unique development pattern, vision for a sustainable future and its growth management. The following planning principles apply to the land use development strategy:

- Protect agricultural lands located outside the Urban Limit Line;
- Preserve agricultural, green and open space within the ULL to ensure the City maintains a rural and small town character with sufficient "fingers of green", particularly in light of St Helena's longstanding significant inadequacy in park land. (See Parks and Recreation Element).
- Focus new residential and commercial growth inward at appropriate infill sites; and
- Maintain community character by requiring high-quality design and ~~management of new~~ avoid "big box" development patterns and styles for commercial, industrial, and residential growth.
- Ensure that growth is sustainable for the long term and does not strain natural resources, services of quality of life.

General Plan Change Areas

During the General Plan Update process ~~12~~ 13 sites were identified for land use change, including sites for Mixed-Use, which is a new land use designation. These sites are located within the Urban Limit Line (with some minor shifts) and include parcels with commercial, mixed-use and residential designations. Figure 2.8 shows the land use change areas that correspond to the list below.

1. **Adams Street and Library Lane (5.66 acres):** The proposed development program for the Adams Street property includes a mix of public/quasi-public, residential and retail uses. A modification of the Urban Limit Line is also proposed, which will increase the developable area by 0.83 acres and orient development along Adams Street.
2. **Main Street, Spring Street and Oak Avenue (2.61 acres):** Mixed-Use is proposed for this area to allow a mix of commercial, office and residential development.

3. **Mitchell Drive and Oak Avenue-Northwest (2.04 acres):** High Density Residential is proposed for this area to allow for higher density development within walking distance to downtown.
4. **Mitchell Drive and Oak Avenue-Southeast Side (1.58 acres):** Mixed-Use is proposed for this area to allow a mix of commercial, office and residential development.
5. **Main Street and Charter Oak Avenue (12.12 acres):** Mixed-Use is proposed for the eastern portion of the parcel and Industrial for the western portion of the property.
6. **Main Street and Vidovich Avenue (14.44 acres):** This parcel has a mixed-use General Plan land use designation, and the Vineland Station Hotel Project, a mixed-use project, has been approved for the location.
7. **Spring Street and St. James Drive (4.65 acres):** Medium Density Residential is proposed for this area to accurately reflect existing densities.
8. **Grayson Avenue (7.01 Acres):** Medium Density Residential is proposed on these parcels to allow more flexibility in density for this area.
9. **West end of Spring Street (14.31 acres):** This area includes a modification to the Urban Limit Line and an identical shift expanding the Low Density Residential area by 1.49 acres. This change is made to better reflect the flat portion of this parcel.
10. **Mills Lane and Highway 29. (10.3 acres):** Adjust Urban Limit Line, General Plan and Zoning Designations to allow the parcel fronting on to Main Street/Hwy 29 to change from Service Commercial to Agriculture. This change will require that the parcels fronting on to Mills Lane and the Urban Limit Line be reconfigured to allow them to encompass the Service Commercial area (1.58 acres) that was converted to Agriculture.
11. **Neiman Parking Lot Parcels (0.39 acres):** Rezone the 4 mid-block parcels adjacent to the railroad from Medium Density Residential to Mixed Use or other designation that would allow the parcels to be developed as a parking lot.
12. **Flood Control Project Site (15.7 acres):** Rezone this parcel (the flood control project site) from Medium Density Residential to Open Space.
13. **Railroad Avenue (4 parcels): Adjust General Plan and Zoning Designations for parcels 1547 to 1569 on Railroad Avenue from MDR: Medium Density Residential to Mixed Use.**

Land Use Capacity

Several factors contribute to managing and guiding new growth in St. Helena. The General Plan Land Use and Zoning maps describe where different land uses are permitted and the intensity of development that ~~they allow~~ may be allowed. The Land Use Change Areas map (Figure 2.8) and Housing Opportunity Site map (see Housing Element Figure 11.1) present locations where there is potential for new development to occur in the next 20 years. Existing approved and pipeline projects represent sites where development is already proposed and/or underway. And finally, the Growth Management System limits the allowed number of new residential permits, with exceptions for affordable and secondary dwelling units and is aligned with ABAG's RHNA allotment.

California State requirements also influence how St. Helena considers population growth. The Regional Housing Needs Allocation administered by the Association of Bay Area Governments (ABAG) and the State Housing and Community Development Department (HCD) identifies and allocates the supply of housing necessary to meet the existing and projected growth in population

and households in California (also see the Housing Element). Therefore, St Helena has adopted the RHNA numbers as the target for Growth Management.

2.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to land use and growth management. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

- The Association of Bay Area Governments (ABAG) projects that St. Helena's population will increase ~~by more than 250 people to~~ from the current population of 5,814 (2010 census) to a population of approximately ~~6,200~~ 6,000 by the year 2030 ~~(4.6 percent)~~. The City should be aware ~~of the limitations~~ of long-term population projections when developing General Plan land use policies.
- Implemented in 1986, the City's Residential Growth Management System limits residential growth in order to protect agricultural land and ensure that the City can provide adequate public services, natural resources and infrastructure necessary to meet increased need. The 2000 Census found that the City had 2,707 total dwelling units. ~~With a limitation of nine building permits for market rate housing per year issued over 10 years, the number of dwelling units will be approximately 2,800 in the year 2010, not including regulated affordable units, guest cottages, accessory dwelling units or second units, all of which are exempt from the Growth Management System~~ the RHNA numbers, St Helena will plan for adequate zoning for 31 additional housing units representing the 4 RHNA categories of very low, low, moderate and market rate housing through 2022.
- St. Helena experiences high commercial rents and, until the 2008 and 2009 recession, relatively high demand for additional commercial and office space in the City. The demand for office space is again increasing, and commercial rents are increasing as a result.
- There are a number of light industrial and commercial areas with a potential for development or redevelopment, particularly in the vicinity of State Route 29 south of Sulphur Creek.
- In February 2005, the City adopted the Highway 29 Specific Plan, which outlines circulation changes, roadways extensions, traffic signal installations and streetscape improvements along the State Route 29 corridor west of the Sulphur Creek Bridge. The implementation of the Highway 29 Specific Plan has been controversial during project review and the City may want to revisit the Specific Plan to ensure that it contains policies that accurately reflect the community need.
- Despite its relatively small population, St. Helena functions as a service center for surrounding towns and unincorporated areas, including Meadowood, Madrone Knoll, Calistoga, Angwin, Deer Park, Rutherford and the unincorporated area south of St. Helena. Through efficient land use planning, the City can ensure that St. Helena

continues to serve this function while meeting the needs of its residents.

- Land use conditions and projected changes in the unincorporated areas outside of the City limits can have a significant impact on St. Helena. Maintaining and strengthening collaboration with Napa County will ensure coordinated and effective land use decisions.
- St. Helena has been successful in preserving agricultural lands within the City limits. The California Department of Conservation and Farmland Mapping and Monitoring Program identifies only one significant incidence of land converted from farmland to an urbanized use, which was the conversion of eight acres of farmland into an expansion of Crane Park. County-wide, most agricultural land conversions have been from rangeland or lower-value uses, such as orchards, to vineyards for wine production.

2.4 Goals

The goals of the Land Use and Growth Management Element are:

Manage Growth and Maintain Community Character.

St. Helena is committed to preserving its existing community character, maintaining agricultural lands, managing growth, and ensuring that adequate infrastructure and facilities are provided.

Promote High-Quality and Sustainable Development.

St. Helena is dedicated to a high standard of quality, economic viability and ecological sustainability with respect to the design, planning and construction of new and renovated public and private facilities.

2.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. Growth Management;
2. Residential Neighborhoods;
3. Commercial Districts;
4. Industrial Districts;
5. Agricultural Uses; and
6. Public Facilities.

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

Policies

LU1.1 Require new development to occur **in a logical and orderly manner** within well-defined boundaries and be consistent with the ability to provide urban services. New development should

mitigate infrastructure impacts by using sustainable, best management practices in green building and stormwater management, while minimizing effects on sewer, water, ~~and~~ energy and natural resources.

LU1.2 Allow urban development to occur only within the Urban Limit Line. Consider an exception for worker housing on Agricultural lands. Urban services, such as sewer, water and storm drainage will only be extended to development within the Urban Limit Line.

The Urban Limit Line may only expand when the amount of developable land within the Urban Limit Line is insufficient to implement the General Plan policies or when logical to include developed lands receiving urban services from the City. Expansion outside the Urban Limit Line should first be considered in Urban Reserve Areas and lands receiving urban services from the City. Expansion into other areas outside the Urban Limit Line should be considered only when the proposed land use is found to further the goals and long-term objectives of the City and does not result in adverse impacts to adjacent uses in either the urban or rural areas.

LU1.3 Support agricultural and low-intensity uses beyond the Urban Limit Line.

LU1.4 ~~Encourage infill development and higher densities within currently developed areas wherever possible in-~~ In order to minimize and postpone the need for expansion of the Urban Limit Line. Encourage infill development within currently developed areas.

LU1.5 Use the currently adopted RHNA number as the new GMS for the City.

~~LU1.5 Limit the approval of new market rate residential development to a maximum rate of nine dwelling units per year. Regulated affordable units, guest cottages, accessory units or second units are exempt from this limitation.~~

LU1.6 Require new development to ~~occur in a logical and orderly manner within well defined boundaries and~~ be subject to the ability to provide urban services, including the policies and implementing actions affecting new development as set forth in Chapter 4.

LU1.7 Support the redevelopment of vacant and underutilized sites within the downtown area to mixed-use development opportunities. Encouraging infill development with a mix of uses will support a pedestrian-oriented, vibrant retail and commercial district that is centrally located and easily accessible to residents and neighborhoods.

Implementing Actions

LU1.A Allow the construction of second units – also known as “granny flats” or accessory dwelling units – and the division of single family homes into two or more units, in order to increase residential density and housing availability without requiring an extension of the Urban Limit Line. Particular emphasis should be placed on those neighborhoods located within walking and bicycling distance to recreation and commercial areas.

LU1.B Rezone appropriate sites with land use designated as Central Business and Service

Commercial as Mixed-Use, in accordance with the General Plan Land Use Map. Include provisions to allow for compatible uses on the same site, either in the one structure or adjacent structures. The mix of uses can be vertical or horizontal, and can include attached residential development in keeping with the integrity of historic structures and historic districts.

LU1.C Adjust the Residential Growth Management System that regulates the issuance of building permits to ~~ensure the dwelling unit count does not exceed 2,840 units in 2015, not including regulated affordable units, guest cottages, accessory dwelling units or second units~~ the ABAG RHNA number. This number shall not be construed as a goal, but as a maximum number of units. ~~When 2010 United States Census data is available, reevaluate the total number of units allowed within the Growth Management System and potentially amend this section based on this data. (Also see the Housing Element, Topic Area 1)~~

LU1.D Continue to update the City's housing inventory to track the status of residential growth by unit type and affordability level.

LU1.E Review the City's housing needs every **five years** in conjunction with updates to the Housing Element to reassess housing priorities for the future years.

LU1.F Prohibit the use of housing units as short-term rentals ~~in order to~~ except for those allowed by the Short-Term Rental Program adopted by the City in 2012 via Resolution #2012-02. This will preserve housing for full-time ~~residents and the city will provide enforcement mechanism.~~

LU1.G During the next Housing Element adoption cycle, the City shall make changes to the Growth Management System and the Housing Element that would limit the total number of new units to those included in the Regional Housing Needs Allocation (RHNA).

Policies

LU2.1 Promote a mix of housing types and price ranges ~~to allow choice for current and future residents~~ which align with the RHNA categories of housing affordability.

LU2.2 Encourage new residential development that is consistent in design, size, color and footprint with the older residences in the neighborhood.

LU2.3 Protect residential neighborhood views of surrounding vineyards and mountains.

~~LU2.4 Discourage development at low densities (i.e. one dwelling unit per acre or less), except where development protects agricultural uses or woodlands and watershed habitat and efficiently uses land.~~

LU2.4 Encourage the subdivision of larger parcels (three acres or more) as planned unit developments to ensure a more comprehensive and creative approach to planning the development as a single unit.

LU2.5 Encourage the development of higher density housing in areas near the center of the City

and close to recreation and services, such as transit, retail and public facilities.

LU2.6 ~~Allow~~ Consider allowing higher density housing in single family neighborhoods as long as the development character of the single family area is maintained, including lot widths, orientation to street, ~~and~~ building heights, onsite parking, traffic, noise, among other considerations.

LU2.7 Promote safe, walkable and bikeable residential neighborhoods and vibrant, livable streets.

LU2.8 Promote walkable and accessible neighborhoods through mixed-use development.

Implementing Actions

LU2.A Update the zoning ordinance and map to be compatible with the General Plan land use map and designations.

LU2.B Develop and implement residential design guidelines and/or form-based codes, to provide oversight and guidance for new buildings and renovations. Guidelines should ensure that new residential development is consistent with the design, size and footprint of older residences in the neighborhood. ~~Consider the impact of new development on surrounding residences, such as solar access. Explore opportunities to establish a neighborhood categorization system that allows for strict design standards in historic neighborhoods and more relaxed or creative standards in others.~~ (Also see the following elements: Community Design, Topic Area 3; and Economic Sustainability, Topic Area 3)

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LU2.C Continue to implement ~~viewshed~~ view shed protection review for residential development as part of a revised design review process.

LU2.D Continue to require residential developers to contribute to the provision of community facilities and services (e.g. parks, recreation facilities and programs, education facilities, traffic and transportation facilities and services), consistent with State law requiring a nexus between project impacts and required mitigation.

LU2.E Update zoning standards to encourage the following criteria:

- A variety of lot widths and sizes, such as that found in the older areas of town;
- Garages at the rear of lots rather than on the street; or creative garage designs that incorporate the "garage door" frontage appearance to blend into the home.
- Lot coverage that is consistent with the scale of historic and older areas;
- Planting of street trees and planting strips along sidewalks.
- Setbacks, building massing and configuration consistent with older parts of town.

Policies

LU3.1 Strengthen the downtown as the City's social and cultural core, and as the primary center

of retail services. Facilitate a healthy mix of retail and commercial uses, residential development, entertainment and lodging.

LU3.2 Enhance the pedestrian-oriented character of commercial areas and provide for convenient pedestrian and bicycle connections to encourage walking and reduce vehicle trips within the commercial area.

LU3.3 Support the redevelopment of auto-oriented commercial areas into pedestrian-friendly commercial uses.

LU3.4 Protect historic resources in the commercial areas, and encourage appropriate rehabilitation and adaptive reuse.

LU3.5 Ensure that new retail and commercial development is compatible with and complementary to St. Helena's small-town image. In addition, within the City's Central Business District, new retail and commercial development should be of a scale and type that complements the historic character.

LU3.6 Continue to work with the County of Napa to review land use and design changes for projects in the unincorporated areas at the City's gateways.

LU3.7 Provide sufficient auto and bicycle parking in order to serve local businesses in the commercial districts. Ensure that all parking areas are well-designed, and that auto parking spaces are hidden from pedestrian view, through the use of trees, landscaping or other attractive barriers whenever possible.

LU3.8 Provide sufficient opportunities for offices in appropriately zoned areas that support the regional, agricultural-based economy and the local needs of the community.

LU3.9 In Mixed-Use, Service Commercial and Central Business districts encourage residential and office uses in upper-story locations or locations along the periphery of the retail district. This will facilitate active and pedestrian-oriented commercial areas.

LU3.10 Require Encourage office development ~~in~~ within Mixed-Use, Service Commercial and Central Business districts to complement the pedestrian orientation of surrounding development.

LU3.11 Ensure that new commercial development maintains view corridors to the mountains.

Implementing Actions

LU3.A Identify sites in the Central Business and Service Commercial districts for mixed-use development that are close to services and facilitate walking, bicycling and transit use.

LU3.B Update the zoning ordinance and map to be compatible with the General Plan land use map and designations.

LU3.C Establish an inventory of all non-residential uses in the City and a program for monitoring future non-residential development. Combine this inventory with efforts to balance jobs and housing.

LU3.D Encourage retail services which do not require a consumer base larger than the population of St. Helena and its vicinity. For the purposes of the General Plan, “vicinity” is defined as the surrounding agricultural area for which St. Helena has historically provided goods and services, including Calistoga, Angwin, Deer Park, Rutherford and the unincorporated area south of St. Helena.

LU3.E Develop and implement commercial design guidelines and/or form-based codes, to provide oversight and guidance for new buildings and renovations. Guidelines should ensure that new commercial development is consistent with the City’s character, particularly in historic districts. (Also see the Community Design Element, Topic Area 2)

LU3.F Prohibit retail commercial zoning on Main Street north of Pine Street.

LU3.G Limit the floor area and size of buildings in the Central Business and Service Commercial districts to ensure that new buildings are in scale with typical older buildings in the district.

Policies

LU4.1 Maintain a transitional zone around industrial areas to protect the health and safety of residential neighborhoods.

LU4.2 Support the development of industries that are consistent with viticulture and winery support services and similar, compatible uses. Support the role of the City as an agriculturally-based service center for the surrounding area, including Calistoga, Angwin, Deer Park, Rutherford and the unincorporated area south of St. Helena.

LU4.3 Ensure that industrial projects are designed and sited to provide a positive image of the community. Landscaping and setbacks should be used to enhance industrial buildings.

LU4.4 Ensure access to and from industrial areas that allows for safe and efficient circulation of goods and people.

Implementing Actions

LU4.A Update the zoning ordinance and map to be compatible with the General Plan land use map and designations.

LU4.B Develop and implement industrial design guidelines and/or form-based codes, to provide oversight and guidance for new buildings and renovations. Guidelines should ensure that new industrial development is consistent with the City’s character.

~~LU4.C Develop alternate automobile, pedestrian and bicycle routes to and from the Industrial District in order to facilitate access to the area and decrease the need to use State Route 29.~~

LU4.C Evaluate the compatibility of the Industrial Area and existing heavy equipment use between 29 and Crane, and determine if re-zoning is necessary to ensure safety, liability, hazard and noise reduction, etc. with surrounding neighborhoods, schools and parks.

~~LU4.D Implement appropriate traffic improvements to provide safe ingress and egress to the industrial areas from State Route 29.~~

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Policies

U5.1

~~Support and protect agricultural uses within and adjacent to the City~~

LU5.1 Prohibit conversion of existing farmland to non-agricultural uses.

LU5.2 Encourage the County to continue to promote agricultural uses and to ~~strictly~~ limit further development in unincorporated areas surrounding the City.

~~LU5.3 Limit~~ Strictly limit development on properties existing at the time of the adoption of this General Plan that are designated or used as agricultural ~~and are outside of the Urban Limit Line~~ land.

LU5.4 Support community-based agricultural uses within the City, including community gardens, orchards and parks.

LU5.5 Encourage the use of sustainable agricultural practices.

LU5.6 Permit wineries and other agricultural related industry to locate in the city if their location does not adversely impact surrounding uses or city services (water, traffic, etc.) or the quality and character of the community. "Y RGTI "QTF R CPEG

Implementing Actions

LU5.A Update the zoning ordinance and map to be compatible with the General Plan land use map and designations. "F GNGVGF <"NW70C "Wf f cvg"j g"l qplpi "qtf kpcpeg"cpf "o cr "q"dg" eqo r cvkdrng"y kj "j g"l gpgtcrRrpx"rcpf "wug"o cr "cpf "f guki pcvkpu0

LU5.B Continue to enforce the City's "right to farm" ordinance that protects the right of agricultural operations in agriculturally-designated areas to continue their operations, even though such practices may generate complaints from nearby established urban uses. Explore the feasibility of a notification system (such as flags, web-based information, etc.) for agricultural spraying so nearby residences can prepare accordingly.

LU5.C ~~Initiate studies to explore~~ Explore the feasibility and desirability of implementing permanent agricultural protection for lands within the Urban Limit Line in the form of agricultural preserves.

LU5.D Identify sites for community gardens, [orchard and parks](#). Establish a program to maintain public areas within and surrounding community gardens and to administer the assignment of garden spaces and collection of use fees.

LU5.E Encourage local farmers to employ sustainable agricultural practices wherever possible. Support agricultural activities that incorporate best management practices related to sustainable agriculture, including participation in local programs such as the Napa Valley Vintners - Napa Green Program and the California Certified Organic Farmers certification program.

LU5.F Evaluate discretionary, rezonings or General Plan amendments ~~outside the Urban Limit Line to~~ determine their potential for impacts on Prime Farmland, Unique Farmland, or Farmland of Statewide Importance mapped by the State Farmland Mapping and Monitoring Program and avoid converting these farmlands ~~where feasible. Where conversion of farmlands mapped by the state cannot be avoided, require long-term preservation of one acre of existing farmland of equal or higher quality for each acre of state-designated farmland that would be rezoned or redesignated 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 City and preserved prior to approval of the proposed rezoning or General Plan amendment.~~

LU5.G Where proposed residential, commercial, or industrial development abuts lands devoted to agricultural use, require the non-agricultural uses to incorporate buffer areas to mitigate potential land use conflicts as a condition of approval for subdivision or use permit. ~~The type and width of buffer areas shall be determined by the City based on the character, intensity, and sensitivity of the abutting land uses. 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 areas.~~

Policies

LU6.1 Provide a wide-range of high-quality public facilities, including parks, multi-use trails, schools, fire and police services, water and wastewater systems, and community centers.

Implementing Actions

~~LU6.A~~ Consider revisions and update the zoning ordinance, zoning map and related boundaries to be compatible with the General Plan land use map designations and policies of the Public Facilities and Services Element.

~~LU6.A~~ ~~LU6.B~~ Pursue sites for future public facilities [including parks](#), consistent with projected growth.

~~LU6.B~~ ~~LU6.C~~ Explore the feasibility and desirability of moving public facilities to the Adams Street property.

~~LU6.C~~ ~~LU6.D~~ Install community amenities, such as public restrooms, drinking fountains,

benches, and trash and recycling containers in commercial districts. Ensure that community amenities are designed and installed to complement surrounding businesses and support the pedestrian-orientation of the street.

| ~~LU6.D~~ LU6.E Require safe and accessible bicycle and pedestrian access for all newly-developed public facilities.

| ~~LU6.E~~ LU6.F Provide for capital needs of water and wastewater systems.

GOES TO LU 5.G ABOVE:
The type and width of buffer areas shall be determined based on the character, intensity, and sensitivity of the abutting land uses.
LU5.H
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 areas.

Economic Sustainability

3.1 Purpose of the Element

The Economic Sustainability Element is not a State-mandated General Plan element. This Element is included in the General Plan in recognition of the important role that economic sustainability plays towards achieving the overall community vision of meeting present needs without compromising the ability of future generations to meet their needs. By building on and protecting St. Helena's authentic small-town character, the Economic Sustainability Element establishes a path to enhancing the local quality of life while also **recognizing valuing** the role of visitors in the local economy. Policies and implementing actions in this Element should be considered in conjunction with policies in the other elements, particularly the Land Use and Growth Management, Circulation, and Public Facilities and Services elements.

The Economic Sustainability Element includes the following sections.

- 3.2 Economic Sustainability in St. Helena.** Defines and frames key economic sustainability issues (p. 3-3).
- 3.3 Key Findings and Recommendations.** Identifies key findings and recommendations based on existing conditions analysis and extensive community outreach (p. 3-5).
- 3.4 Goals.** Defines overarching goals to guide policies and implementing actions (p. 3-9).
- 3.5 Policies and Implementing Actions.** Identifies policies and implementing actions to strengthen and enhance the local economy (p. 3-10).

3.2 Economic Sustainability in St. Helena

~~The St. Helena Local Economy and Economic Development Background Report was prepared as part of the first phase of the St. Helena General Plan Update process. The analysis presented in this study was used to inform development of the Economic Sustainability Element with respect to demographic trends, residential and commercial real estate conditions, retail market conditions, the local business environment, and policies and gaps in the current General Plan. Completed in 2007, this study does not reflect the economic climate and national recession that followed in 2008 and 2009. However, the General Plan document lays out goals, policies, and actions with a time horizon that extends beyond short-term economic cycles. The guiding principles established in this Element are intended to direct the community towards a sustainable economy that is responsive both to the current economic situation and longer term community concerns and objectives.~~

Economic sustainability in St. Helena is something we need to achieve, ensure long term planning and put policies into place such that the Town remain economically viable for the future while paying attention to infrastructure, water, housing, large commercial chains, and competing interests.

There are several challenges and opportunities facing St. Helena related to economic sustainability. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input as well as the 2007 Local Economy and Economic Development Background Report. More detailed discussion of the research and findings is provided in the report, which is included as an appendix to the General Plan document.

- St. Helena has historically exhibited slow population, household, and housing growth. In recent years, employment growth, while modest, has outpaced housing growth. This has led to an increasing shortfall in the number of homes available locally relative to the supply of local jobs.
- The City functions as an employment center for the region, with nearly two jobs per employed City resident. Furthermore, in 2000 nearly 80 percent of St. Helena workers commuted into the City for work but lived elsewhere, and this pattern is expected to continue. More recently, a 2008 Napa County Transportation and Planning Agency (NCTPA) study included a similar analysis of commute data for the City of St. Helena and surrounding unincorporated areas. Findings from this study demonstrate that, even when expanding the study area beyond City limits, approximately 60 percent of employee commutes originated elsewhere in Napa County and the surrounding region.¹
- St. Helena's identity as a historic, small city with a strong agricultural heritage is a unique economic development resource that local policies and regulations should protect and enhance. City policies should encourage promotion of St. Helena's authentic small-town character in order to enhance economic opportunities for local businesses.
- Housing affordability is a key an important issue in St. Helena. The minimum income required to afford to purchase a single family home in St. Helena is well over three times the City's median household income. Workforce housing availability may be a key constraint to further local economic development and therefore short and long term economic sustainability.
- Commercial space also experiences high demand and is in limited local supply. High commercial rents impact the ability of some businesses supplying everyday goods and services to locate or stay in St. Helena. Non-retail uses occupying ground-floor retail spaces, such as real estate offices, further drive up demand and rents for commercial space in St. Helena. By limiting the non-retail use of ground-floor spaces in key commercial areas, the City can provide a more supportive environment for commercial uses that meet residents' everyday shopping needs.
- This study revealed There is an existing tension between the desire to prevent St. Helena from becoming overwhelmed with tourist-serving businesses and activities and the reality that a substantial portion of the local employment base and the City's revenue base are dependent upon the flow of tourism dollars to St. Helena. The General Plan Update

Steering Committee (GPUSC) generally expressed support for “broadly local-serving” businesses. The 1993 General Plan did not achieve the goal of maintaining and/or creating a strong local-serving central area. The general consensus among the local business community is that businesses require the support of both local residents and visitors in order to thrive. Therefore, the attempt to differentiate between local and tourist-serving businesses does not address St. Helena’s economic vitality and sustainability needs. Pursuing a more balanced economic development approach that targets the shopping and service needs of visitors as well as local residents can help the City establish a stronger Central Business District.

- The community is supportive of maintaining the high quality of existing commercial establishments. There is wide community consensus that St. Helena should continue to prohibit large retail establishments, chain retailers, and formula fast food establishments. There is some support for retaining the requirement that commercial uses be operated by independent owners. Maintaining the City’s existing prohibition of formula restaurants, outlet and chain stores, and large-scale retail businesses can ensure that St. Helena’s businesses continue to complement its small-town character.
- Major challenges facing the City with regard to economic development include the constrained capacity of local infrastructure, primarily traffic and parking infrastructure, and the lack of available water supply.
- ~~Major challenges facing the City with regard to economic development include the constrained capacity of local infrastructure, primarily traffic and parking infrastructure, and the lack of available water supply.~~

3.3 Key Findings and Recommendations

~~There are several challenges and opportunities facing St. Helena related to economic sustainability. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.~~

- ~~The community is supportive of maintaining the high quality of existing commercial establishments. There is wide community consensus that St. Helena should continue to prohibit large retail establishments, chain retailers, and formula fast food establishments. There is some support for retaining the requirement that commercial uses be operated by independent owners. Maintaining the City’s existing prohibition of formula restaurants, outlet and chain stores, and large-scale retail businesses can ensure that St. Helena’s businesses continue to complement its small-town character.~~
- Among community members, there are divergent ideas regarding regulations that attempt to differentiate between local-serving and tourist-serving activities. Some community members feel that General Plan goals and policies should continue to make this distinction between local and tourist serving uses, but that policies and accompanying

~~regulations require more specific definitions. The General Plan Update Steering Committee (GPUSC) generally expressed support for "broadly local-serving" businesses. These are businesses that provide shopping opportunities for residents of the local area, including residents of St. Helena itself and residents of surrounding parts of the County who have traditionally visited the City to shop and obtain services. The 1993 General Plan did not achieve the goal of maintaining and/or creating a strong local-serving central area. The general consensus among the local business community is that businesses require the support of both local residents and visitors in order to survive. Therefore, the attempt to differentiate between local and tourist-serving businesses does not address St. Helena's economic vitality and sustainability needs. Pursuing a more balanced economic development approach that targets the shopping and service needs of visitors as well as local residents can help the City establish a stronger Central Business District.~~

- Local business leaders have expressed concerns regarding traffic issues in St. Helena and the availability of adequate proximate parking and water resources for their employees. Local business leaders are also concerned about the City's water supply and policies. The City must address the adequacy of local infrastructure and its impact on economic development in order to achieve its long-term economic sustainability goals.
- ~~The lack of workforce housing greatly impacts the economic sustainability of St. Helena businesses. In the past, local business owners have found it difficult to fill open positions. This difficulty has negatively impacted their business operations. Increasing the supply of affordable workforce housing is critical to maintaining St. Helena's quality of life and long-term economic sustainability.~~
- ~~St. Helena's identity as a historic, small city with a strong agricultural heritage is a unique economic development resource that local policies and regulations should protect and enhance. City policies should encourage promotion of St. Helena's authentic small-town character in order to enhance economic opportunities for local businesses.~~
- The wine industry is the key driver of the economy of the entire Napa Valley. Continuing to support the wine industry is essential to maintaining the economic health of the community and the Napa Valley. Furthermore, diversifying St. Helena's economy to create new, compatible commercial activities and employment opportunities beyond the wine industry can greatly strengthen the economic vitality of the City.
- Revenue generating for the City is a key factor and economic sustainability, and having retail on the bottom floor helps do this.
- Tourism generated by the wine industry supports local businesses, the incomes of many local households, the wineries and agricultural operations of the Napa Valley and local government revenues. The Napa Valley's draw as a tourism destination will impact St. Helena regardless of local policies.

- By promoting sustainable tourism practices, the City can enjoy the economic benefits of tourism while maintaining the City’s authentic, small-town qualities. Over the past several years, St. Helena has lost some tourism market share to nearby communities in the Napa Valley, while the Valley has lost market share to neighboring Sonoma County. Economic sustainability in St. Helena can be enhanced by both low-impact, high-end tourism, as well as economic diversification in other sectors for which the City has competitive advantages, such as the arts, healthcare and financial services sectors.
- ~~High demand for commercial space and corresponding high commercial rents impact the ability of some businesses supplying low-cost, everyday goods and services to locate or stay in St. Helena. Non-retail uses occupying ground-floor retail spaces, such as real estate offices, further drive up demand and rents for commercial space in St. Helena. By limiting the non-retail use of ground-floor spaces in key commercial areas, the City can provide a more supportive environment for commercial uses that meet residents’ everyday shopping needs.~~
- St. Helena serves as a commercial and business center for the surrounding towns and unincorporated areas, including Calistoga, Angwin, Deer Park, Rutherford and the unincorporated area south of St. Helena. However, the population base is still not sufficient enough to support some types of commercial retail and services and it should be expected that residents will continue to travel to larger communities, like the City of Napa or beyond, to shop for certain types of goods and to obtain certain services. Developing and implementing an Economic Sustainability Strategy can help diversify local economic activities and strengthen St. Helena’s role as a commercial center for the surrounding area.

3.4 Goals

The goals of the Economic Sustainability Element are:

1. **Meet Residents’ Needs.**

St. Helena is dedicated to meeting the basic needs of residents of the City the surrounding service areas, including Calistoga, Angwin, Meadowood, Madrone Knoll, Deer Park, Rutherford and the unincorporated area south of St. Helena. The City recognizes that residents will continue to travel to larger cities in the region for certain goods and services. Through its adopted local policies and actions, St. Helena will strive to increase the proportion of residents’ employment, housing, entertainment, and basic shopping and services needs that can be satisfied locally.

2. **Create and implement an Economic Sustainability Strategy.**

It is imperative that St. Helena create and implement an Economic Sustainability Strategy that will serve as a “roadmap” to achieve the city’s goal of economic sustainability. This strategy should include a framework within which the effects of policies and actions can be accurately measured and tracked as well as forecasted into the future. Specifically, the

city should create a short and long term economic model that aids in estimating the impacts, benefits and costs that local policies and actions, as well as outside micro and macroeconomic forces, may have on our local economic environment. This model should also consider and incorporate long-term enhancements to local quality of life and the environment as well as metrics for measuring such elements.

3. Balance the Benefits and Effects of Visitors.

St. Helena will promote sustainable tourism practices that allow the City to enjoy the economic benefits of visitors to the region while maintaining the authentic small-town quality of life.

4. Generate Revenue.

St. Helena will promote economic development initiatives that generate diversified revenues to support local services and move towards greater self-sufficiency. Increased revenue generation for St. Helena is key to achieving other goals for the community as without additional financial resources we limit and restrict our abilities to pursue and achieve such goals.

3.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. Economic Diversification;
2. Sustainable Tourism; and
3. City Government

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together, they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

Topic Area 1: Economic Diversification

The following policies and actions aim to guide St. Helena towards a more robust local economy by creating a long-term, proactive approach to define and achieve local economic priorities.

Policies

ES1.1 Maintain central St. Helena as the social, cultural and economic heart of the City by supporting infill and redevelopment of vacant and underutilized parcels in the central St. Helena area.

ES1.2 Identify and expand economic sectors in which the City has competitive advantages, and capitalize on these strengths in order to diversify local economic activities and strengthen St. Helena's role as an agriculturally-based service center for the surrounding area.

ES1.3 Ensure the long-term infrastructure needs and priorities of the community are met as part of an economic approach to economic vitality and sustainability. (Also see the Public Facilities and Services Element)

~~ES1.4 Encourage the creation of workforce housing to reduce the negative impacts of the City's jobs-housing imbalance and support the local employment base in keeping with small town smart growth. (Also see the Housing Element, Topic Area 1)~~

ES1.5 Encourage commercial uses that provide basic, everyday shopping and services for residents.

ES1.6 Support local arts, ~~and~~ cultural activities and entertainment that can contribute to the local economy ~~while strengthening the local social fabric and enriching residents' lives~~. (Also see the Arts, Culture and Entertainment Element)

Implementing Actions

ES1.A Develop, adopt and implement an Economic Sustainability Strategy that addresses economic diversification and sustainability, as well as local fiscal and infrastructure priorities. This strategy will include the development of the necessary tools to implement the strategy.

ES1.B Update the ~~zoning ordinance~~ municipal code to encourage businesses that are complementary to St. Helena's small-town character and that provide goods at a range of prices. Update the ~~zoning ordinance~~ municipal code to define and permit non-chain, discount-type stores. Maintain the existing provisions in the ~~zoning ordinance~~ municipal code that prohibit formula restaurants ~~or those that solely provide take-out service~~, outlet and chain discount-type stores, and retail businesses over 10,000 square feet in size. ~~Continue to discourage businesses whose consumer base requires a population larger than St. Helena and its vicinity.~~

~~For the purposes of the General Plan, "vicinity" is defined as the surrounding towns and unincorporated areas for which St. Helena has historically provided goods and services, including Calistoga, Angwin, Deer Park, Rutherford and the unincorporated area south of St. Helena.~~

ES1.C Develop a strategy to increase funding and resources to support arts ~~endeavors and local arts~~ and history ~~institutions~~ as part of the City's overall economic development program. Additional policies and implementing actions regarding support for the arts may be found in the Arts, Culture and Entertainment Element. (Also see the Arts, Culture and Entertainment Element, Topic Area 4)

ES1.D Promote the establishment of a Business Improvement District. ~~in the downtown area.~~

ES1.E Amend the Municipal Code to limit certain non-retail uses, such as real estate offices, from occupying ground-floor retail space in Central St. Helena.

Topic Area 2: Sustainable Tourism

A sustainable approach to tourism in St. Helena is intended to preserve the City's authentic, small-town character and quality of life and leverage tourism to sustain its vibrant economy. The following policies and actions strive to limit the adverse impacts of visitors on St. Helena, while recognizing the economic benefits that visitors bring and the potential for tourism to contribute to the diversity of the community's social and cultural life.

Policies

ES2.1 Support the development of responsible, visitor-serving components to the City's economy as a valuable source of jobs, tax revenues and cultural amenities. Promote policies that facilitate and encourage this type of sustainable economic development.

ES2.2 Encourage visitor-serving uses oriented toward a more discriminating upscale market, consistent with the Valley's reputation as a producer of world-class wines. Discourage the introduction of uses that are dependent upon a mass tourist market.

ES2.3 Ensure a diverse mix of uses that avoids an over-representation of any particular use. Remove the cap on the number of ~~restaurants seats, but continue to prohibit formula restaurants.~~ Remove the cap on the number of hotel and motel rooms, but continue to prohibit limit vacation rentals.

ES2.4 City will develop encourage green options to circulate citizens and tourists throughout the community.

ES2.5 Encourage socially and environmentally responsible businesses that make positive contributions to the community and operate in an environmentally-sound manner.

ES2.6 Encourage sustainable modes of travel and reduce the number and length of vehicle trips generated by visitors to the community. Expand lodging in the downtown area to encourage walking, biking and alternative transportation modes in order to reduce the need for automobile trips. (Also see the Circulation Element, Topic Area 4)

ES2.7 Remove the cap on the number of restaurant seats, but continue to prohibit formula restaurants

Implementing Actions

ES2.A Continue to prohibit formula restaurants, outlet and chain discount stores and time-share lodging projects ~~as defined in the St. Helena Municipal Code (Section 17.48.060). Update the Municipal Code to define and prohibit restaurants that solely provide take-out service. (Note: completed in 2012.)~~ (excluding Fractional Ownership Lodging). Consider destination membership clubs and other potential future lodging that contribute to the Transient Occupancy Tax (TOT) revenue stream.

ES2.B Establish a clear procedure for permitting restaurant and lodging uses. Study and recommend guidelines for permitting of these uses, and to ensure that the requested permits will not result in adverse impacts to the community while recognizing that the hotel taxes provide a valuable source of revenue for the City. Remove the cap on the number of restaurants, but continue to prohibit formula restaurants. Remove the cap on the number of hotel and motel rooms.

ES2.C Provide and maintain public restrooms in the Central Business District.

ES2.D Enhance the pedestrian environment within the commercial area, support the development of bicycle trails throughout St. Helena with the goal of connecting to a countywide system ~~and encourage.~~ Encourage the use of ~~small vans for~~ group ~~wine tours~~ transit options in order to decrease tourist-generated traffic congestion. Encourage the use of pedi-buses by the school district to guide children safely and in a more healthful and sustainable manner to school. (Also see the Circulation Element, Topic Area 2)

ES2.E Encourage the use of group transit options in order to decrease tourist-generated traffic congestion.

Topic Area 3: City Government

The policies and actions in this topic area establish a path for St. Helena to develop a reputation for transparency in governance, characterized in part by predictable, streamlined processes that include built-in checks and balances and, to the extent possible, reduced uncertainty associated with required discretionary actions. By improving its reputation as a service-oriented City government, St. Helena will improve its ability to attract and retain businesses that are compatible with the City's goals.

Policies

ES3.1 Establish and maintain an Economic Sustainability Strategy as well as related and necessary tools including but not limited to a short and long term economic, quality of life and environmental forecasting model.

~~ES3.1~~ ES3.2 Establish and strengthen the reputation of St. Helena's City Government as customer service-oriented and as being business friendly.

~~ES3.2~~ ES3.3 Ensure clarity, ~~and~~ transparency and efficiency in local regulations, permitting processes and fee structures.

~~ES3.3~~ ES3.4 Encourage partnerships between the City and private and nonprofit organizations to promote economic sustainability in St. Helena.

ES3.4 Support regulations that address the goals of the General Plan and positively impact the viability of local businesses and the community's financial health.

ES3.5 Support cultural diversity through economic sustainability initiatives.

Implementing Actions

ES3.A Continue Planning Department technical assistance for new projects requiring development and/or use permit applications and explore hiring an Economic Development Director. Partner with the local business community to ensure that the program effectively meets participants' needs.

ES3.B Develop a revised design review and/or form-based code process for commercial and industrial uses that establishes establish objective design guidelines and restrictions. including guidelines and restrictions for landscaping and water use. Guidelines for non-residential water use should be commensurate with water conservation measures imposed on residential development (Also see the following elements: Community Design, Topic Areas: 2; Land Use and Growth Management, Topic Area 3; and Economic Sustainability, Topic Area 3)

ES3.C Hire or retain economic development planning expertise to assist in creating and maintaining an Economic Sustainability Strategy and associated and necessary tools.

Facilitate and fast track projects generating significant City revenue that will not adversely impact the City's resources and are consistent with the General Plan, Municipal Code and CEQA

Encourage partnerships between the City and private and/or nonprofit organizations to enhance the City's economic sustainability

Consider leveraging City resources as feasible to enhance the City's economic sustainability, including the sale or long-term lease of the City Hall site and a private-public partnership for development of the City-owned property on Adams Street

Public Facilities and Services

4.1 Purpose of the Element

The Public Facilities and Services Element presents a framework for the City to provide services, amenities and infrastructure for today's residents, as well as future generations. The policies and implementing actions aim to improve community services facilities, physical infrastructure, and a range of public utilities and services to best meet St. Helena's needs.

The Public Facilities and Services Element includes the following sections.

4.2 Public Facilities and Services in St. Helena. Summarizes public facilities and services provided by the City of St. Helena (p. 4-3).

4.3 Key Findings and Recommendations. Identifies key findings and recommendations based on an existing conditions analysis (p. 4-17).

4.4 Goals. Defines overarching goals to guide policies and implementing actions (p. 4-21).

4.5 Policies and Implementing Actions. Identifies policies and implementing actions to provide services and maintain the City's physical infrastructure (p. 4-22).

4.2 Public Facilities and Services in St. Helena

From water supply and flood management to K-12 education, St. Helena and its partners manage an array of public facilities and provide numerous services to support City residents and businesses. This network of facilities, services and delivery systems is essential to support the City's quality of life and its ability to accommodate any potential future growth. As California explores solutions to its water supply shortages, the reduced capacity of its landfills, and limited resources to provide quality education and community services for all residents, St. Helena and local jurisdictions throughout the state are faced with many challenges. This section summarizes the key issues in public facilities and services for St. Helena.

Water

Water Supply

The City has three sources of potable water: Bell Canyon Reservoir, water purchased from the City of Napa, and groundwater. The City makes potable water from two groundwater wells at its Stonebridge Well Complex located near the Napa River, south of Pope Street. The City also has two sources of non-potable water: Lower Reservoir on York Creek and a groundwater well just north of the access to the Pope Street Bridge. The non-potable water is used almost exclusively for irrigation. The City owns a capped well on its Adams Street property. This well is a future source of groundwater and potentially (if treated) of potable water.

Bell Canyon Reservoir is the City's primary source of potable water. Bell Canyon is an on-stream reservoir with a physical storage capacity of 2,384 acre-feet ("AF"). Historically, the City has operated the reservoir under Permit Nos. 9157 & 14810 from the State Water Resources Control Board. The City is in the process of converting these permits to licenses. Upon conversion, the maximum licensed amount of water that will be available annually from Bell Canyon for municipal use is 1,902 AF as withdrawal from true storage and 300 AF as direct diversion. These amounts will be physically available only when all hydrologic and hydraulic conditions are optimal for surface water diversions. In some years lower amounts will be available due to low rainfall and rainfall occurring more episodically than continuously. Further, the amount that operationally can be withdrawn from storage in any year is less than the amount in true storage due to the need to carry significant storage over from one year to the next to augment total supply in dry years. At the same time, planned infrastructure improvements at Bell Canyon, especially electronic equipment and related improvements, that permit accurate monitoring of inflows and outflows in real time could enhance the annual yield from the reservoir.

Water from Bell Canyon Reservoir is treated at the Louis Stralla Treatment Plant, located near the reservoir. The plant has a treatment capacity of 4.3 million gallons per day (mgd). The peak demand on the plant has been 3.5 mgd. The plant typically operates at less than peak demand.

Lower Reservoir is an off-stream reservoir with a physical capacity of between 200 and 225 AF. The City has a pre-1913 claim to store up to 160 AF in this reservoir. The City has no facility to treat water from Lower Reservoir. About 50 AF per year from the reservoir is used for irrigation by Spring Mountain Winery and by RLS Middle School. The City also supplies Lower Reservoir water to local contractors for construction purposes.

The City treats water produced at its two groundwater wells at the Stonebridge Well Complex (Stonebridge Wells Nos. 1 & 2) at a small treatment plant near the wells. These wells are located near the Napa River, south of Pope Street. The current production capacity of Stonebridge Well No. 1 is 245 gallons per minute (gpm) and the current production capacity of Stonebridge Well No. 2 is 350 gpm. The City typically operates both wells at the same time. The third well, also near the Napa River but just north of Pope Street, provides untreated water that is used for irrigation in nearby areas, including Jacob Meily Park. The City routinely monitors the elevation of the aquifer in the area of the City wells. The spring and fall elevation levels have declined since Stonebridge Well No. 1 went into production in 1992. The decline is disconcerting, but the City is not able to assess the long-term significance without further study.

The City also now purchases significant water quantities from the City of Napa. It entered into a long term water supply agreement with Napa in September 2006. The delivery terms were materially revised in April 2009 (Amendment No. 1) and in November 2011 (Amendment No. 2). The initial term of the contract expires on December 31, 2035. In the initial term under the revised delivery terms, Napa is required to deliver 600 AF per year and the City is required to take ~~or~~ and pay for 600 AF each year. The City has the option to purchase additional water from Napa (above the 600 AF) if Napa has the water to sell.

Napa water is much more expensive than water produced by the City from Bell Canyon or the City Wells. In 2012, the annual cost of 600 AF will be approximately \$1.2 million. The price escalates at the rate of 3% per year (though subject to some potential adjustment). At the same time the reliability of Napa water (as Napa must deliver 600 AF in all years) provides much needed assurance that the City will receive significant water in drought years when water from Bell Canyon could be problematic and groundwater production would not otherwise be sufficient to avoid a serious or even extreme water shortage.

As can be observed from Figure 4.1, the annual yield from Bell Canyon in recent years is significantly less than in prior years. A main reason is that more water has been flowed through to the Napa River to support fish. Most recently, Napa water has become an increasing percentage of total supply, as increased deliveries under the Napa contract are impacting the total mix. Finally, the City is seeking to reduce its withdrawal of groundwater in non-drought years, in order to give the aquifers in the area of the Stonebridge Well Complex an opportunity to recharge.

Distribution System

The existing distribution area covers a large area inside and outside of the City limits. The network extends from Lodi Lane, two miles north of the City, to Niebaum Lane, in Rutherford, three miles south.

The City has approximately 1,964 connections within the City limits, serving about 6,000 people. The City has about 348 connections outside City limits, serving about 775 people. Figure 4.2 shows the distribution of customers on the City's water system. Industrial customers are, with one exception, all wineries, eighteen in all. "Other" includes institutional users, such as churches and schools. Customers outside City limits include residential, commercial, and industrial customers.

The City has had a significant rate of "unaccounted-for water loss. Unaccounted-for water loss is the difference between the metered quantity of water produced or purchased by the City and the metered quantity of water sold to all City customers. Unaccounted-for water is therefore not available for sale ("unavailable water").

Unavailable water is attributable to unmetered water lost due to leaks, unauthorized use, firefighting (including flushing of hydrants), system maintenance, and inaccurate meters. As the City has now completed replacement of customer meters, and also has undertaken significant meter improvements at the Louis Stralla Treatment Plant, the City believes that most unavailable water is occurring under the streets in its aging distribution system. This is a difficult, expensive and long term issue. The City recognizes that it must ~~reduce~~ maintain unaccounted for water loss ~~to~~ at an acceptable level in municipal systems. ~~(around 7.5%).~~

Water Demand

~~As shown by Figure 4.1, total~~ Total water supplied has decreased significantly in recent years, from a high of 2,290 AF in 2002 to ~~less than 1,862~~ 1,736 AF in water year ~~2010~~ 2012 and ~~1817~~

1,806 AF in water year ~~2011~~ 2013. The only meaningful savings have come in a decline in residential consumption (which is also the largest category of user, as seen on Figure 4-2). By contrast, general commercial and industrial (winery) usage, taken together, have remained constant in recent years, including in low rainfall years.

~~In Figure 4.3, which describes the City's current situation, it is anticipated that the City will be in Phase III or worse sometime during any given year 25% of the time. Phase III and subsequent phases entail ever more significant curtailments in water consumption by all classes of users. For example, Phase V requires commercial and industrial users to reduce water consumption by 35% from a prior similar period, confines residential consumption to 200 gallons per day per occupied residential unit, and bars irrigation watering. Further factors such as climate change and uncertainties in the long-term security in the City's contract with Napa and in groundwater resources may worsen the water supply situation even without additional growth. Based on the foregoing, it follows that the City's water system from its current sources of supply cannot meet any demand from new residential or commercial growth except through conservation by existing customers, and even then City water customers will face significant water restrictions in low rainfall years.~~

~~Interconnected networks of natural environments, open spaces and landscaped areas provide essential services and livable qualities for our communities. By mimicking natural hydrologic processes in these areas, "green infrastructure" is an integrated set of strategies and improvements that can help to manage stormwater and improve overall watershed health, reducing the need for costly enhancements to built infrastructure. Green infrastructure approaches include vegetated swales, green roofs, rain gardens, daylight creeks, preserved and undeveloped spaces, permeable paving, and the incorporation of other features into community and street design. These improvements can substantially help to manage stormwater runoff, improve water infiltration, reduce flows and improve water quality.~~

~~By incorporating green infrastructure into the City's existing built and natural landscapes, St. Helena can simultaneously improve the efficiency of stormwater management, reduce flood risks, enhance the City's design character and protect natural communities and wildlife. Importantly, green infrastructure can also significantly reduce demand on the City's stormwater drainage system, minimizing the need to construct expensive pipe systems.~~

The Safe Annual Yield of the Water System

As experience showed that the City had inadequate water to supply customer demand without imposition of water emergency restrictions in recent years, it became apparent that the City needed to establish the "Safe Annual Yield" of the Water System. Often, "safe yield" is thought of as that supply that can be reliably delivered under worst-case (drought) conditions. But it was also apparent that under such an approach the demand on the City's water system, even at the reduced levels of recent years, exceeded the "safe annual yield," if so defined. Such an inflexible approach was viewed as too restrictive for planning purposes.

In consequence, the City undertook to establish its own definition of “safe annual yield,” as follows: “The safe annual yield of the St. Helena water supply system is that quantity of water which can be reliably delivered on annual basis through most rainfall years, including a Dry Year (rainfall at 22” to 25.9”) without undue hardship on water customers through water shortage restrictions.” The City defined “undue hardship” as “three or more consecutive months of Phase II water restrictions or Phase III water restrictions.” The water restriction phases are those as stated in a new water emergency ordinance adopted by the City in the fall of 2011. It is recognized that the annual safe yield, as so defined, could place significant hardship on water customers in a Critically Dry Year (rainfall at 21.9” or less) or in periods of two or more consecutive Dry Years.

The calculation of safe yield is made according to the above definition. An estimate is made of water available from the City’s three sources under current operating conditions and under the rainfall conditions so defined in the definition. It assumes that groundwater withdrawals will not exceed 450 AF in normal years (ideally they should be significantly less than 450 AF). It assumes that the City will purchase 600 AF each year from Napa, in accordance with its contractual commitment. It takes into account the storage and bypass requirements that the City must follow at Bell Canyon. On the demand side, the estimated demand equals total water actually supplied (including unavailable water) averaged over the past five years. A five year average seeks to even out anomalies that can impact yearly demand, especially due to wide variations in rainfall that can occur from year-to-year. The City recognizes that it might need to adjust the inputs into the safe yield calculation based on new information. For example, the annual safe yield would increase if the City were to acquire a significant new source of water supply. The annual safe yield could decrease if the City finds that it cannot sustainably withdraw water from the City production wells at current levels.

Based on water supplies available in ~~2011~~ 2013, the City estimates that the safe annual yield of its water system is 1950 AF. As average five-year demand (which must include unavailable water) ~~exceeds~~ is now less than the annual safe yield, the City calculates that its ~~2011~~ 2013 water ~~deficit is 133~~ surplus is 80 AF. The ~~deficit~~ demand has been declining in recent years, mainly due to the decline in residential water demand.

Water Shortage Emergencies

~~Figure 4.4 shows the estimate of the frequency of occurrence for the worst water shortage emergency phase that would be experienced during any given year under the assumption that baseline demand is approximately equal to the safe yield (1950 AF/yr). Under these assumptions, Phase II would occur during any given year 31% of the time and Phase III would occur about 8% of the time. (As of the preparation of this section for the General Plan Update (November 2011), baseline usage was not equal to the safe yield; it was estimated that baseline usage was 133 AF/yr above the safe yield.)~~

In 2011, the City adopted a new Water Shortage Emergency Ordinance. It adopted the definition of annual safe yield, and requires a yearly calculation of the annual safe yield. If the City’s water balance pursuant to the safe yield calculation is in deficit, then the City must comply with Phase

I water restrictions. Most importantly, this requires that any new water demand, such as from a new project, must be completely offset by a reduction in current water demand, to the satisfaction of the Director of Public Works. Phases II and III involve the imposition of mandatory water restrictions on customers. If Phase II appears imminent, the City Council must appoint a Water Board which, if Phase II is implemented, will work with the Director of Public Works to ensure compliance by all sectors (residential, commercial, industrial) with Phase II restrictions. Phase III restrictions are draconian.

Water Supplies

~~As is evident from Figure 4.3,~~ In the long term the City needs to obtain new water supplies and also achieve more water savings, even under current conditions. At the same time, the City recognizes that any new water supply, even if forthcoming, is likely to be expensive, potentially even further increasing the unit cost of potable water. Thus, the emphasis going forward will most likely be on conservation, seeking to reduce demand by all classes of users, and especially commercial and industrial users.

Water Recycling Potential

The City recognizes that water should be recycled and that the recycled water should be put to beneficial use. The demand for recycled water is likely to be highest during the driest months when flows into the City's sewage treatment plant are at their lowest. This means that recycled water could not be a meaningful factor in augmenting supply for non-potable use without the addition of substantial storage capacity. It would be necessary to provide recycled storage, pumping and distribution facilities that includes, at minimum, 400 AF of storage. The City does not own land at a location suitable for such storage capacity, and at this time the cost of purchasing land and constructing such storage, a large capital cost, would not be fiscally justifiable to the water system's rate payers.

Sewer

Collection System

Over 2,000 customers are served by the City's sewer system within the present City limits. About 300 dwelling units and three wineries are on individual disposal systems, most of them too remote to reach the City's sewer system. With the exception of the original town site, which has four-inch sewer lines, most of the City is served by pipes adequately sized for dry weather flows. During the winter rainy season, surface and ground water infiltration increases flows by eight times. In several areas of the City, the sewer system suffers from defects which prevent free flow of sewage, resulting in backwater in the system. One lift station exists at the Crinella development in the northeast quadrant east of Main Street. The remaining system operates by gravity.

Treatment Plant

The wastewater treatment plant, including its low maintenance, integrated pond system, is located in the southeast corner of the City, near the Napa River. There are a series of ponds that treat the effluent to a secondary level, and the treated effluent is then sprayed onto a field owned by the City just south of the ponds. While the City's last permanent permit allowed for discharge into the Napa River under very limited conditions, the City seeks to avoid discharges directly into the River, and in the five years of its last permit (2005-2010) the only discharges (which were allowed under City's permit) that occurred were 19 days in 2006 (a big flood year) and for one day in 2009 (in connection with a dye study). The City's goal is to avoid all direct discharges into the Napa River, including even secondarily-treated discharges that are allowed under its current Tentative Order from the Regional Water Quality Board.

Storm Drainage

The City is divided into two major watersheds, York Creek and Sulphur Creek. Both watersheds drain into the Napa River, east of the City limits. The following section provides an overview of the two major components of the City's drainage system. For additional discussion of flood potential in St. Helena and for policies to reduce flood incidence and minimize flood impacts, see the Public Health, Safety and Noise Element.

York Creek

The approximately 7.2 mile-long York Creek has a 4.4 square mile watershed that includes the Upper and Lower York Creek Reservoirs. Runoff north of Pratt Avenue is conveyed to York Creek through a number of culverts and ditches, then into Napa River north of the Pratt Avenue Bridge. Built at approximate Stream Mile 2.5, the Upper York Creek Dam (UYCD) stretches 140 feet across the channel and stands 50 feet high. The UYCD was built in 1900 to supply water to the City. Operations were halted in the 1980s due to acquisition of other water sources and ongoing issues with sedimentation.

Sulphur Creek

The Sulphur Creek watershed area is 9.3 square miles. Sulphur Creek's one major tributary, Heath Canyon Creek, joins the main stem of Sulphur Creek immediately before it exits Sulphur Canyon and begins to flow across the Valley. Heath Canyon and Sulphur Creek have a combined channel length of approximately 12.7 miles. The lower 1.5 miles of Sulphur Creek flow through the City of St. Helena. Sulphur Creek then flows into the City from the west along Sulphur Springs Road, and then runs east to its confluence with the Napa River, near the Pope Street Bridge. The lower reach of Sulphur Creek is referred to as the historic gravel mining reach due to the historic gravel mining activities that occurred and the resulting, extensive gravel deposition in the area. The main stem of Sulphur Creek has seven major road crossings comprised of bridges and box culverts. Most of these major crossings are large enough to handle flood flow, but many smaller crossings and culverts on the tributaries have been identified as undersized. Channel modifications, including both on and off-stream reservoirs, also alter flow patterns in the Sulphur Creek watershed.

Existing on and off-stream reservoirs intercept and retain storm flows, acting to reduce the peak of the hydrograph and flooding. However, several of these reservoirs have inadequate overflow protection (i.e. spillways) and have the potential to cause severe erosion.

Solid Waste

The Upper Valley Waste Management Agency provides solid waste services to all residents and businesses in the City of St. Helena. The Agency provides an extensive recycling program and a variety of waste reduction programs. A single stream recycling program accommodates a wide array of wastes including plastic, glass, steel, tin, aluminum and most types of paper and cardboard. The Agency also conducts public education to teach residents and businesses about composting and its recycling and electronic waste disposal programs.

Solid waste is disposed of in the Clover Flat Landfill. With a permitted capacity of 5.1 million cubic yards, it is anticipated that the Clover Flat Landfill can accommodate St. Helena's demand until at least 2035, after which the landfill will close. California state law requires that the City identify appropriate landfill sites to accommodate solid waste disposal after 2021 as part of the General Plan Update process.

Schools and Public Library

The St. Helena Unified School District consists of five schools that, as of 2005 served 1,486 students in grades K–12. With a total capacity of 1,785 and decrease in the number of students attending district schools in recent years, the District anticipates adequate capacity to accommodate project enrollment in the near-term. Additionally, there are four private schools in the community. The George and Elsie Wood Public Library is the City's single public library. The library is home to approximately 96,000 books, videos, albums, newspapers, magazines and other media. The library also contains the Napa Valley Wine Library collection, which consists of 3,500 titles regarding viticulture, enology and other wine-related literature. The Robert Louis Stevenson Museum is also located on the Library site. Figure 4.5 shows the location of St. Helena's schools and the Public Library, as well as other community facilities.

4.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to public facilities and services. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

Water

- The City should continue to search for new sources of water. (Groundwater is not considered a “new” source of water.) However, until such sources are identified and acquired, the City must plan on the basis that its current sources of water are its only sources now and into the indefinite future.

- The City should install new electronic monitoring equipment and associated infrastructure improvements at Bell Canyon so that it can monitor Bell Canyon inflows, outflows, and levels far more accurately and in real time. Such real time measurement might lead to increased yields from Bell Canyon, as it will enable the City more accurately to manage the reservoir, including fulfillment of its obligation to flow water through to the Napa River, as required by its permits.
- To date, the City has not implemented its recycled water program due to logistical and financial constraints. Key issues include inadequacies in the City's distribution system that limits options to return water to users, and insufficient demand to use greywater for irrigation purposes, particularly among wineries. Removing logistical and financial constraints can help the City keep the program moving forward until additional funding becomes available to fully upgrade the treatment plant and distribution system.
- Residential customers have made great strides in recent years in reducing their water usage. It appears that residential consumption in St. Helena is not out-of-line with other Napa communities after taking into account housing mix and lot sizes. Commercial and industrial customers (Wineries) should be encouraged to reduce their water consumption.
- Future climate change could alter regional rainfall and significantly impact the City's water resources. The City should maintain awareness of evolving climate science assessments as they pertain to the Napa Valley and take those considerations into account in its ongoing water management planning.

Wastewater

The City of St. Helena Wastewater Treatment Plant is currently operating under Order No. R2-2010-0105 and NPDES No. CA0038016 permitted by the California Regional Water Quality Control Board. This order became effective on November 1, 2010 and shall expire October 31, 2015. The permitted capacity is the average dry weather flow which shall not exceed 0.5 million gallons a day. The actual average dry weather discharge rate shall be determined for compliance over three consecutive dry weather months each year. Under this order the city is required to upgrade its treatment plant to increase dry weather treatment capacity to 0.8 million gallons a day within this permit term (Oct. 2015). The plant is operating near its permitted capacity. The City's current operating permit expires in 2010, and the City will seek to expand its allowable capacity at the time that it renews its permit.

Peak flows during the rainy season can infiltrate the City's wastewater collection system. Improving the infiltration and inundation of the wastewater collection and treatments system can reduce the frequency of such overloads and increase the effectiveness of the City's facilities.

Development often results in an increase in impervious surface areas and a decrease in natural vegetation, which in turn can result in increased stormwater runoff. Stormwater runoff can cause nonpoint source pollution in streams and rivers. Adopting policies to require low-impact development and measures to reduce stormwater runoff can minimize further degradation of the water supply.

In 1986 and 1995, floodwater overtopped the Napa River bank and caused significant damage to neighborhoods in the City of St Helena prompting the City to take action which led to the development of the Comprehensive Flood Protection Project (Project). The final Project plan, approved in 2006, provides flood protection for a 200-year flood event along with riparian environmental benefits. The Project's main components include a floodplain terrace, a new levee and floodwall, a storm water detention basin, pump station, and a site adaptive management plan. After completing design and permitting between 2006 and 2008, construction began in 2009. Construction of the Project was completed in April 2011, after which the City submitted an application to FEMA for accreditation of the new flood protection features. FEMA's approval was received in June 2012 through a Letter of Map Revision reflecting the areas brought under flood protection by the project. The Project removed over 200 residential units from the floodplain. [The St. Helena Comprehensive Flood Protection Project is underway to address potential flood hazards in the 100-year floodplain of the Napa River. Key project objectives include constructing a floodplain terrace, removing 17 homes, installing a new floodwall and levee, and managing soil and vegetation resources along the Napa River. Continuing implementation of the Flood Protection Project is essential to ensuring St. Helena's protection from future flood events.](#)

St. Helena's Stormwater Master Plan is approximately 10 years old and some of the collection lines detailed in the plan have not been constructed to date. Currently, the City addresses stormwater runoff concerns on a case-by-case basis. Updating the City's Stormwater Master Plan can help streamline the permitting and approval processes, and renew recommendations to reflect changes since the adoption of the last plan.

Schools and Library

During the ~~2007-08~~ 2012-13 academic year 28 percent of St. Helena Unified School District (SHUSD) students were classified as English Learners, with nearly all of these students listed as Spanish-speakers. Strengthening existing relationships with the school district can help the City effectively target services to Spanish speaking communities.

During the ~~2007-08~~ 2012-13 academic year, 38 percent of SHUSD students received free or reduced-price meals. Strengthening existing relationships with the school district can help the City effectively target services to lower-income families.

Collaboration with the St. Helena Unified School District presents an opportunity to enhance after-school programming and social service delivery, as well as enable schools to function as neighborhood centers for a variety of intergenerational and community events.

St. Helena's library consistently ranks as one of the top public libraries in the state and offers a wide variety of services for residents of all ages. In addition to its regular collection, the library houses the papers of the St. Helena Historical Society and the Napa Valley Wine Library Association and the Robert Louis Stevenson Museum. Per capita, the St. Helena Public Library enjoys the highest circulation and percentage of cardholders in the state. In addition to public funds, the library is sustained by the active fundraising efforts of the Friends of the St. Helena

Library, a “library foundation” group that has subsidized programming enhancements and a major library expansion. Continued City support can ensure that the library remains an innovative, cultural center serving all St. Helenans.

4.4 Goals

The goals of the Public Facilities and Services Element are:

Ensure High-Quality Public Services and Facilities. St. Helena is committed to investing in and maintaining a high standard of quality for facilities and infrastructure to serve a diverse range of community needs.

Promote Sustainable Standards and Practices. St. Helena is dedicated to upgrading existing community facilities and infrastructure where possible, and setting standards for new improvements that support long-term ecological sustainability and environmental protection.

4.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. Water;
2. Sewer;
3. Storm Drainage/Flooding;
4. Solid Waste; and
5. Schools and Libraries.

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

1. WATER

Policies

PF1.1 Require that the approval of new development be contingent upon the ability of the City to provide water without exceeding the safe annual yield of its water supply system.

PF1.2 Adopt and implement equitable water conservation measures for both residential and non-residential users so that the City can supply water within the safe yield of its water system.

PF1.3 Prohibit water service to new customers outside the City limits unless a potential threat to health and safety can be demonstrated.

PF1.4 Proactively reduce the City’s commitment to provide water to uses outside the City limits.

PF1.5 Adopt a Water Conservation Ordinance within two years of adoption of the General Plan Update that addresses requirements for water conservation within new developments, both residential and non-residential, and major reconstruction projects.

PF1.6 Aggressively promote adoption of “best practices” for reducing water usage in the existing housing stock.

Implementing Actions

PF1.A Prepare a water conservation plan that strengthens policies to reduce per capita water consumption. In addition ~~offer~~ consider incentives to property owners to install rainwater collection barrels and require water efficient irrigation systems and drought tolerant landscaping.

PF1.B Continue to look for and assess any new technology that might make it economically feasible to produce potable water from Lower Reservoir to augment the City’s potable water supply.

~~PF1.B~~ PF1.C Implement the following water system improvements:

- Replace obsolete, undersized water mains to provide more efficient circulation, higher pressures and lower pipe losses during heavy demand periods.
- Continue service of water mains to reduce unaccounted-for water losses.

~~PF1.C~~ PF1.D Explore the possibility of using Lower Reservoir water to supplement the supply of groundwater wells and Bell Canyon Reservoir. Current use of the Lower Reservoir water is for non-potable uses only.

~~PF1.D~~ PF1.E Continue to aggressively look for new water supply sources adequate to serve St. Helena’s population into the future. New sources may include adoption of new technologies, such as effective water recycling.

~~PF1.E~~ PF1.F The City of St. Helena ~~will not produce more groundwater from its potable water production wells than is permitted under its “20/30” policy unless and until a qualified hydrologist has undertaken a thorough study of the North Main Aquifer Basin and determined that the City can produce more groundwater from its wells without impairment of the Aquifer generally or in the vicinity of the City wells shall not draw or sell any groundwater beyond that currently allowed~~ until a safe yield of the groundwater system has been identified through a study of the North Main Basin Aquifer by a qualified hydrogeologist.

~~PF1.F~~ PF1.G Permit no new development relying on groundwater unless and until it is determined that the incremental production of ground water to support the development will not adversely impact the water production capability of the aquifer supporting the City wells.

~~PH.G~~ PF1.H Track the drilling of new private wells in and around St. Helena and, if so recommended by the qualified hydrologist hired by the City’s water system, request that the County impose a moratorium on new well drilling if needed to protect the production capability of the City wells.

~~PH.H Adopt~~ PF1.I If feasible, adopt a Water Conservation Program that includes the following actions:

- ~~Hire a full-time~~ Utilize a Water Conservation ~~Coordinator~~ consultant, as needed;
- ~~Modify the water rate structure to increase high-tier rates~~;
- Update the new construction offset program;
- Establish an Irrigation Advisory Service and promote “Smart Irrigation Controllers”;
- Adopt new requirements for “ultra-efficient” plumbing fixtures for new development and rebates for existing users;
- Reduce average dry weather flow;
- ~~Provide~~ Evaluate incentives for replacement of turf and rainwater catchment, etc.
- ~~Provide incentives for roofwater catchment.~~

~~PF1.I~~ PF1.J Ensure that water rates are designed to promote conservation, as well as to ensure that needed capital improvements are made in a timely ~~made~~ manner.

~~PF1.J~~ PF1.K Evaluate and adjust as needed “water shortage emergency” phases, recognizing the complexity of the supply system and making use of modeling of historical and future performance.

PF1.L Develop and adopt regulations to ensure that total potable water usage is not greater than 1900 acre feet per year unless the project includes housing affordable to lower income households and a determination is made pursuant to Government Code 65589.7 that a “sufficient water supply” is available to serve that project and none of the exceptions set forth in 66589.7 (c) apply; or, b) new sources of water are made available to the City. Residential projects that contain affordable housing shall receive priority allocation of water.

~~PF1.K~~ PF1.M Aggressively promote adoption of “best practices” for reducing water usage in the existing housing stock.

~~PF1.L~~ PF1.N Require that all new residential housing projects incorporate “best practices” for minimizing water usage.

~~PF1.M~~ PF1.O Limit any future non-residential development to projects that incorporate “best practices” for water conservation.

~~PF1.N~~ PF1.P Institute an ongoing process of mandatory audits of all existing nonresidential water users to promote adoption of “best practices” for water conservation.

~~PF1.O~~ Develop a program of low-cost financing to assist existing non-residential water users to retrofit their facilities to implement “best practices” for water conservation.

~~PF1.P~~ Provide ~~PF1.Q~~ If feasible provide the full-time capability in the City to implement and oversee water conservation policies and to pay for this capability out of water revenues rather than the General Fund.

~~PF1.Q PF1.R Collaborate with Napa County to establish an (GRAC study) by participating in the ongoing monitoring program to assess the long term viability and recharge capability of the North Main Basin aquifer that supplies the City's wells.~~

~~PF1.R Retain a qualified hydrogeologist to evaluate the current performance of the North Main Basin Aquifer and pay for this position out of water revenues rather than the General Fund.~~

~~PF1.S PF1.S The City of St. Helena at the earliest opportunity shall work with the City of Napa to extend that Napa water supply contract beyond the expiration of its term at the end of 2035.~~

~~PF1.T Continue to look for and assess any new technology that might make it economically feasible to produce potable water from Lower Reservoir to augment the City's potable water supply.~~

PF1.T Maintain awareness of long-term risks to the City water supply, including potential climate change impacts, impacts on groundwater resources, uncertainties about the Napa water contract renewal in 2035 and Napa water delivery reliability due to impacts on the State Water Project from large storms or earthquakes. Allocate any surplus water resources between new uses and unallocated reserves to maintain a balance between short term needs and long-term risk protection.

2. SEWER

Policies

PF2.1 Ensure adequate sewage treatment capacity at the City treatment plant to meet the needs of population growth, taking into account the City's Growth Management System, the Regional Housing Needs Allocation and the needs of non-residential users.

PF2.2 Require the extension of the City sewer to areas that are dependent upon septic systems or to lands receiving urban services in areas with limited wastewater capacity or other water quality constraints prior to approval of future growth in these areas.

PF2.3 Reduce pumping costs and increase plant capacity by mitigating sewer system infiltration problems and explore alternate energy sources.

PF2.4 Increase sewer collection system efficiency by ensuring proper maintenance of sewer pipes.

Implementing Actions

PF2.A Require all new units on parcels less than two acres, except those in Woodlands and Watershed Districts, to connect to the City sewer. All existing units within 200 feet of an existing sewer shall connect to the City sewer whenever feasible. Many of the residential units cannot expand without abandoning on-site septic systems and connecting to the sewer which may, in some cases, require an extension of the sewer.

~~(Note: delete as PF2.D cover the action more accurately.)~~

PF2.B Continue wastewater treatment system upgrades to reduce the number and scale of implementation constraints on the recycled water program. This can ensure that the system is ready for investment when funding for implementation becomes available.

PF2.C Urban services such as sewer, water and storm drainage will only be extended to development within the Urban Limit Line or to lands already receiving urban services from the City. Exceptions will be permitted when undue hardship can be demonstrated, and when proposed improvements are not found to induce growth.

PF2.D Reduce sewer system inflow and infiltration through repair and replacement of sewer pipes and removal of inflow sources.

PF2.E Reduce pumping costs and increase plant capacity by mitigating sewer system infiltration problems and exploring alternate energy to operate the wastewater treatment plant to reduce operational costs.

3. STORM DRAINS/FLOODING

Policies

PF3.1 Ensure that new developments provide adequate drainage improvements and detention to mitigate flooding from increased stormwater runoff attributable to the development.

PF3.2 Ensure that encroachments into the 100-year floodplain do not result in any increase in flood levels during the occurrence of the base flood discharge.

PF3.3 Improve York Creek channel capacity in flood-prone areas through removal of channel-obstructing gravel bars and vegetation.

PF3.4 Protect structures and property along Sulphur Creek with flood protection measures where appropriate. (Also see Public Health, Safety and Noise Element, Topic Area 5)

Implementing Actions

PF3.A Require developers to provide adequate drainage improvements and detention to mitigate storm runoff from the site to the nearest major waterway. Drainage improvements can include measures such as creating settling basins, bio-swales and the use of pervious materials for driveways and parking areas.

Key waterways include York Creek, Sulphur Creek and the Napa River.

PF3.B Require developers to finance and pay for the extension of existing downstream drains to ensure adequate capacity to accommodate new development. The City may provide future reimbursement for oversizing costs at the time of connection by others.

PF3.C Consistent with Municipal Code Section 16.32.170, continue to prohibit the creation of new residential lots that will be subject to periodic inundation from floodwaters. New development proposals on existing lots of record must identify flood hazard areas and mitigate all impacts to base flood levels and potential flood damage from grading, filling and construction through proper drainage, construction and location of utilities, in accordance with FEMA requirements.

PF3.D Update the City's Stormwater Master Plan to include changes and upgrades since the last plan and to help streamline the approval process.

PF3.E At the time of development review, require that post-project runoff be limited to pre-project peak flow rates for the five-year and ten-year storms as a condition of approval. (Also see Climate Change Element, Topic Area 4)

PF3.F Implement the requirements of FEMA relating to construction in Special Flood Hazards Areas as illustrated on Flood Insurance Rate Maps.

PF3.G Implement low impact development practices for new [development](#) and redevelopment projects to reduce stormwater peak flow rates and volumes from smaller, more frequently occurring storm events.

4. SOLID WASTE

Policies

PF4.1 Increase recycling and composting as part of a coordinated waste reduction and management program.

Implementing Actions

PF4.A Develop and adopt a Waste Management Master Plan to enhance existing waste management services and systems. Assess the system's capacity to serve current and future residents, recommend improvements and identify funding mechanisms and implementation partners. The plan should include landfill space plans and a food waste composting program that incorporates approaches for on-site food waste composting for residences and businesses. Update the plan regularly to address changing needs and priorities.

PF4.B Install [and maintain](#) recycling receptacles downtown and in all public parks and major streets. Ensure that the design and appearance of the receptacles fosters high-quality community design, aesthetics and character.

5. SCHOOLS AND LIBRARIES

Policies

PF5.1 Support and cooperate with the St. Helena Unified School District in maintaining high quality education as a community priority.

PF5.2 Promote the efficient use of school facilities for before and after-hour programs that benefit both school-age children and the community at large.

PF5.3 Ensure that children have access to safe routes to school, especially by bicycle and walking.

PF5.4 Require that the approval of residential, commercial or industrial development be contingent upon the mitigation of the impact of such development on the St. Helena Unified School District's ability to serve school-age children.

PF5.5 Encourage continued support for the St. Helena public library and the library foundation to ensure that it maintains high-quality services for all St. Helenans.

Implementing Actions

PF5.A Assist the School District in collecting school facility development fees generated by new development. Partner with the District to identify, establish and implement additional measures to ensure that the highest quality of education is provided.

PF5.B Develop a Safe Routes to School Program to improve walking and bicycling access to schools and after-school programs. The program can promote bicycling and walking to benefit students' health, decrease automobile traffic near schools, and support local efforts to improve the environment. Align this program with the City's bicycle and pedestrian trail systems.

PF5.C Develop a City-sponsored internship program for St. Helena Unified School District students in order to provide high-quality job skills training and support the School District's educational goals.

Circulation

5.1 Purpose of the Element

The Circulation Element provides the framework for a comprehensive and multimodal transportation network that supports and integrates with the other elements of the General Plan, especially Land Use and Growth Management. The element identifies the principal components of the circulation system, as well as issues relating to parking, transit and pedestrian and bicycle routes. Standards and guiding principles for the implementation of transportation facilities are also included.

An increasing demand for non-vehicular alternative modes of transportation has been expressed and demonstrated by citizens of all ages in St. Helena. An increasing number of citizens are interested walking, biking and moving throughout St. Helena in golf carts and other electric non-automobile vehicles. Given the flat topography of St. Helena, the City provides ideal conditions for such alternative modes of transportation. A shift from traditional automobile based transportation to alternative modes of transportation within St. Helena will create many important positive impacts on the community, including but not limited to:

- Decreased automobile traffic throughout the City due to an increased number of citizens choosing to walk or bike within the City
- Increased overall health of the citizens of St. Helena by walking and biking more
- Decreased air pollution due to less automobile operation throughout the City
- Decreased impact and degradation of the streets within St. Helena

The City of St Helena has just recently completed and approved a citywide bicycle and multimodal plan which will be integrated with the Napa County Bicycle Plan and the Napa Vine Trail. The approved plan will provide safe and convenient bicycle, pedestrian and multi-modal access to schools, parks, open spaces, commercial areas, residential neighborhoods and community facilities. With this plan and vision in place, the foundation to create a safer and healthier pedestrian and bicycle environment have been established and the City is focused and committed to turning this plan into reality.

The Circulation Element includes the following sections:

5.2 Circulation and Mobility Framework for St. Helena. Describes a framework for circulation and mobility (p. 5-3).

5.3 Key Findings and Recommendations. Identifies key findings and recommendations based on an existing conditions analysis (p.5-5).

5.4 Goals. Defines goals that focus the direction of changes to St. Helena's transportation infrastructure and mobility and circulation-related policies and programs (p. 5-12).

5.5 St. Helena's Circulation and Mobility Future. Describes St. Helena's transportation future, including the proposed street typology system and network, pedestrian and bicycle

network, transportation performance measures, and transportation demand management (TDM) program (p. 5-13).

5.6 Policies and Implementing Actions. Identifies policies and implementing actions to develop an efficient, multimodal transportation network that minimizes impacts to the environment and neighborhoods (p. 5-28).

5.2 Circulation and Mobility Framework for St. Helena

Transportation planning in California is undergoing a broad transformation. A changing demographic, the growing movement to combat climate change and an increasing focus on the public health benefits of biking and walking all highlight the need to provide greater choice in local and regional travel. Multimodal transportation and the integration of land use and transportation planning, while always important, are central components of this paradigm shift **which has occurred within St. Helena.** These concepts are widely accepted as essential to creating lasting circulation and mobility improvements. As municipalities and agencies plan for change, individuals too seek to minimize travel costs, and learn more every day about how decreasing their reliance on the automobile can reduce their carbon footprint and improve their physical health and well-being.

Mobility is no longer only about the private automobile and public transit. Increasingly, it is defined by how community members can use alternate modes of transportation efficiently. The size, topography and climate of St. Helena make it an ideal city for both walking and biking. According to the 2000 U.S. Census, approximately seven percent of St. Helena residents walk to work. This is a substantially higher rate than the countywide average of four percent and reflects the City's continuing efforts to create and preserve safe walking environments and a pedestrian-friendly community. At the same time, less than one percent of St. Helena residents travel to work by bike and only 1.3% commute by public transit. This reality underscores the importance of continued efforts to build a comprehensive circulation network in support of multiple travel modes (see Table 5.1). **Circulation, as we define it, is to promote human scale mobility with pathways and not to expand extensions of automobile roadways.**

Past transportation planning methods have relied heavily on a traditional street classification and performance measurement system that focuses solely on the capacity of streets to accommodate automobile traffic volume, improve traffic speed and reduce delay time. This narrow approach fails to consider overall mobility, the existing and desired land use character of the community, or conditions for non-automobile users **and must be altered to reflect and promote the paradigm shift towards non-automobile based transportation within St. Helena.** Efforts to improve the City's network of streets, sidewalks and services must meet important circulation and mobility goals and also contribute to broader efforts to create safe and attractive environments for human interaction.

In support of these concepts, the General Plan establishes new street typologies and performance measurement system that reflects a balanced approach to maintaining vehicular access and connectivity, while tailoring improvements and mitigations to support multiple modes of travel and enhance surrounding land uses. The Circulation Element sets forth goals, policies and

implementing actions that bolster this place-based approach and will guide decisions about improvements to the public right-of-way to best meet the community's vision.

5.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to circulation. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

Street Classification System and Network

St. Helena's street network has largely been developed on a grid. However, some sections of the network, particularly on the east side of State Route 29, are not connected. The lack of a complete traffic circulation system encourages the majority of local trips onto a few streets, particularly when State Route 29 is heavily congested. The 1993 General Plan included plans for multiple street extensions on local roadways to accommodate future development. While a handful of projects have been implemented, ~~many have not been feasible~~ most have not been and given the shift towards non-automobile based transportation, these extensions are an opportunity to create bicycle and pedestrian connections (as well as emergency vehicular access where appropriate and beneficial) to improve the non-automobile circulation and routes throughout the City. St. Helena residents have raised traffic safety concerns, such as speeding on residential streets. Development of a comprehensive traffic calming program will preserve and enhance the livability of neighborhoods.

Pedestrian and Bicycle Network

According to U.S. Census data, the mode share for bicycle and pedestrian commute trips from St. Helena decreased between 1990 and 2000 (by 1.0 percent and 1.2 percent respectively). In addition, the City of St. Helena ~~does not have a current~~ recently completed and approved a pedestrian ~~or~~ and bicycle master plan. Developing a comprehensive, safe and accessible pedestrian and bicycle network will promote non-motorized trips and reduce single-occupancy vehicle trips.

St. Helena's senior population will increase substantially by 2030. A pedestrian network that accommodates the City's most vulnerable users, such as seniors, children and individuals of limited mobility, will ensure that St. Helena's streets are safe and accessible for all. As of January 2010, the City is creating a transition plan to study Americans with Disabilities Act (ADA) accessibility throughout the City.

Many families live within walking distance of St. Helena's schools. Safe Routes to School is a national program that improves safety and encourages students to walk and bicycle to school. Such programs work to reduce traffic congestion and improve the health of both children and the environment. The City of St. Helena ~~may~~ will pursue funding for these efforts through the state and federal Safe Routes to School programs.

Several open spaces and parks located within St. Helena and in the surrounding area, including

agricultural areas and the Napa Valley Vine Trail, lack well-defined and accessible connections for both pedestrians and bicyclists. The City also finds a need to explore funding sources for the rehabilitation of existing sidewalks to ensure the safety of our residents and visitors. Future opportunities for the development of multi-use paths with an emphasis on access, wayfinding, signage and parking locations at trailheads should be considered. Similarly, opportunities to provide pedestrian and bicycle access through the Napa Valley are being pursued and will create recreational and commuting opportunities for both visitors and local residents.

Transportation Performance Measures

St. Helena has used traditional Level of Service (LOS) standards for measuring transportation impacts from new development, which account for auto vehicle delay at intersections and roadway segments. This approach does not consider impacts to transit, or the walking and bicycling environment. This General Plan includes policies supporting consideration of all modes of travel when measuring transportation impacts.

To reduce greenhouse gas emissions, regional policies¹ anticipate a continued emphasis on shifting travel from single-occupancy vehicles to carpooling, transit use, and increasing bicycle and pedestrian trips. As part of this regional effort towards sustainable transportation, the City of St. Helena ~~should~~ will set targets related to mode shift and vehicle trips (see Table 5.1).

According to U.S. Census data, many more workers are commuting into St. Helena than are living within the City. This suggests a mismatch between the type of employment and residential units in St. Helena. A balanced ratio between jobs and housing can reduce travel times and traffic congestion in a given area (see Tables 5.2 and 5.3).

Transportation Demand Management

The primary transit option in the Napa Valley is the VINE bus service. Development and land use patterns in the Napa Valley have resulted in low rates of transit ridership. According to the 2000 Census, 1.4 percent of St. Helena residents commute by transit as compared to 5.0 percent statewide. Additional funding and support for increasing bus service will enhance long-term strategies for a sustainable transportation system.

A significant portion of Napa County's traffic congestion results from tourists traveling throughout the region. Support for car-free tourism options, including development of the Vine Trail, will help manage congestion in the area.

Regional Coordination

Regional trips to and from St. Helena typically begin or end within Napa County.² The majority

¹ *The Napa County Transportation and Planning Agency (NCTPA) has adopted five sustainable transportation goals in Napa's Transportation Future Strategic Transportation Plan (2009).*

² *The Napa County Transportation and Planning Agency (NCTPA). Napa's Transportation Future Strategic Transportation Plan (2009).*

of these trips originate and/or terminate in the City of Napa, Calistoga, Yountville and Angwin. Developing viable transportation alternatives to single-occupancy vehicle trips for these regional trips will help to reduce vehicle miles traveled (VMT).

Because State Route 29 is the main route for vehicles traveling from Lake County or Northern Sonoma County to the City of Napa and destinations to the south, inter-county travel results in significant congestion along Main Street. During peak travel times, less than half of all vehicles on State Route 29 are traveling to or from destinations within St. Helena. While intra-city circulation may be improved with the policies and implementing actions recommended in this General Plan, other region-wide housing, employment and public transit policies should be investigated to limit further growth in interregional travel.

Although there is rail service for tourists on the Wine Train, no commuter rail service exists at this time. According to the Napa County Transportation and Planning Agency (NCTPA) 2003 Napa/Solano Passenger/Freight Rail Study, commuter rail and light rail service in the area is not viable due to high costs, a small service population and lack of adequate rail infrastructure to support higher speeds.

(The Napa Valley Wine Train, which operates on the former Southern Pacific Rail line, is a tourist-oriented, recreational ride which carries customers on a round trip between Napa and St. Helena. Due to an agreement with the California Public Utilities Commission (CPUC), the train does not currently stop to board or disembark passengers at any location other than the point of origination in Napa. The City should explore opportunities to integrate the Wine Train into a car-free tourism strategy for St. Helena. If passengers are able to board and disembark in St Helena, this could potentially decrease automobile traffic demand along the Wine Train Corridor)

5.4 Goals

Meet Current and Future Transportation Needs.

Meet the current and future mobility needs of residents, businesses and tourists with a balanced, multimodal transportation system. Transportation performance measures aim to reduce greenhouse gas emissions, manage vehicle congestion along the citywide street network and increase **multimodal non-automobile and emergency** connections throughout St. Helena. The City plans and manages the transportation network to achieve the following objectives:

- Provide a complete bicycle and pedestrian network between residential areas, downtown and other major activity centers identified by the City.
- Reduce transportation-based GHG emissions from City-controlled sources by 30 percent from projected 2020 levels by 2020.
- Increase the current mode split for transit, bicycling and walking (as measured by the American Community Survey).
- Reduce current peak hour vehicle travel times on Main Street.

Create an Interconnected Multimodal Circulation System

Increase the City's share of walking, bicycling, transit and carpooling trips, in accordance with

NCTPA 2035 goals. As a major part of this effort, the City will continue to develop and maintain a safe and integrated bicycle and pedestrian system throughout St. Helena for people of all ages and abilities.

Provide a Safe, Efficient and Well-Maintained Circulation System.

Develop and manage a transportation network that supports safe and efficient travel for all modes and users.

Ensure a Sustainable Transportation Network.

Reduce congestion and greenhouse gas emissions and increase the mode share for all non-single-occupancy trips. To achieve this goal, the City supports the use of transportation demand management (TDM) strategies that promote sustainable transportation practices through encouragement, education and incentives.

5.5 St. Helena’s Circulation and Mobility Future

The existing transportation infrastructure and compact development pattern of St. Helena enable the City to remain a relatively walkable community in a predominantly rural area, while providing direct access to regional destinations throughout the Napa Valley. However, key constraints include congestion along State Route 29 and regional land use patterns that are not conducive to efficient transit service.

Increasingly, the City of St. Helena and Napa County have expressed the goal of reducing traffic congestion in the region by encouraging the development of a multimodal transportation network, supported by land use decisions that encourage alternatives to single-occupancy vehicle trips. The Circulation Element identifies the key components of a sustainable transportation system, including the following:

- Street Typology System and Network;
- Pedestrian and Bicycle Network;
- Transportation Performance Measures; and
- Transportation Demand Management Program.

STREET TYPOLOGY SYSTEM AND NETWORK

Street Typology System

The St. Helena General Plan Circulation Element introduces a new street typology system. The new system of street typologies replaces the previous street classifications, which established one set of design and operation standards based on a rigid, hierarchical classification of roadways. Street typologies consider the street context and alternate travel modes. This helps to ensure that street standards are not uniformly applied, but that they instead consider a roadway’s relation to surrounding land uses, appropriate travel speeds and the need to accommodate multiple travel modes.

The streets of a given neighborhood or district have characteristics that generally follow the land

use character of that area and the role that its streets play in the greater street network of the surrounding community. For example, a residential street that serves as a collector will have different characteristics and design features than a residential street that provides local access. Similarly, a downtown/mixed-use street and an industrial collector street are different in function. A downtown/mixed-use street emphasizes accommodating several transportation modes, while an industrial collector emphasizes accommodating heavy trucks and automobiles. Consequently, the design features and overall user experience may differ greatly.

The following street typologies are part of the City's new street typology system. Application of these standards should be considered for any new development, street repaving or redevelopment projects.

- Open Space/Rural Street – Provides access to open space, vineyard and agricultural areas, and rural residential uses. Sidewalks and curbs are not typically present on rural street types, though bicycle boulevards and low speed limits may be present on some open space or rural streets.
- Industrial Collector Street – Supports truck access to manufacturing and industrial land uses. While sidewalks are present on all streets, bicycle and transit facilities are not typically present for this street typology.
- Residential Street – Provides access to neighborhoods. This street type supports local trips, with an emphasis on pedestrian and bicycle amenities and slow driving speeds.
- Downtown/Mixed-Use Street – Supports all travel modes. It includes specific design features that promote livable streets and multimodal access such as wide sidewalks, traffic calming features and bicycle boulevards.
- Regional Connector Street (Main Street) – Supports all modes, but is primarily designed to provide citywide and regional access for cars, transit and trucks trips. As Main Street/State Route 29 is the key commercial center for St. Helena, specific design features that foster livable streets and multimodal access may be applied, including wide sidewalks with regular street crossings, high-quality pedestrian amenities and enhanced bus transit facilities. At the edge of the downtown area, Main Street/State Route 29 transitions into a more suburban and rural environment. These sections have higher vehicle speeds and less walking and bicycling activity than the center of downtown.

Circulation Study Alternatives

In order to manage congestion and provide new connections within the City, several new streets are proposed for further study. In most cases, the proposed connections will provide alternate routes for residents to travel from one part of town to another without having to travel on State Route 29, which is frequently congested due to high regional traffic demand. extensions are proposed as non-automobile connections to promote the increased use of non-automobile based transportation in an effort to reduce auto congestion within the City for further study. These extensions may also serve as emergency vehicular routes to increase the safety of St. Helena

In order to manage traffic on local streets, the study street extensions provide for various levels

of access to accommodate ~~different modes of travel~~ bicycle, pedestrian, golf cart and other non-automobile electric vehicles. The study street extensions, shown in Figure 5.2, include the following:

1. Starr Avenue extension north to Adams Street (concurrent with any potential future extension of Adams Street to the Silverado Trail);
2. 2A/2B/2C. Extension to Mills Lane, by extending either Starr Avenue, College Avenue or Allison Avenue;
3. Oak Avenue from Charter Oak Avenue to Grayson Avenue ~~with limited access (bike, pedestrian and scooters)~~ from Mitchell Drive to Charter Oak Avenue ~~with the intention to build/allow automobile access;~~
4. Adams Street from its current eastern terminus to Starr Avenue; and
5. 5A/5B. Alternative extensions to access the Silverado Trail, by studying potential extensions of Adams Street or Mills Lane or increasing the accessibility to the Silverado Trail via Pratt Avenue from downtown by creating an emergency route through the Crinella area.

~~To reduce the attractiveness of the new streets as cut-through routes, vehicle turn restrictions may be implemented at particular locations.~~ In some locations, new bridges may also be constructed to replace bridges at the end of their design life, or as part of new street connections.

In addition to limiting traffic access, traffic calming strategies are important for ~~both~~ existing and proposed streets and are strongly encouraged. Definitions of traffic calming vary, but they all share the goal of changing driver behavior to reduce vehicle speeds, improve safety and enhance quality of life. Traffic calming design elements include roundabouts and traffic circles, landscaped medians, and curb extensions.

PEDESTRIAN AND BICYCLE NETWORK

Pedestrian Circulation

The Central Business District surrounding Main Street is St. Helena's core pedestrian district. Downtown was originally developed with a grid of streets that includes a comprehensive network of sidewalks. Older neighborhoods surrounding the downtown core generally have well-maintained sidewalks that provide pedestrian access between residential areas and schools, community centers and other walkable destinations. Efforts to maintain and improve the pedestrian environment should be prioritized in this area, where the greatest number of pedestrians will be served.

Neighborhoods near the City's periphery have fewer pedestrian amenities, and many lack sidewalks. Some of these neighborhoods have a rural character where sidewalks may not be appropriate, whereas other post-World War II suburban developments were designed primarily for vehicular access and would benefit from improved pedestrian access.

Bicycle Circulation

St. Helena has an extensive network of Class III bicycle routes, which are routes marked for shared use with motor vehicles. However, bike lanes and multi-use paths that provide dedicated space for bicyclists have not yet been developed in St. Helena, and bicycle support facilities, such as bicycle parking, are lacking in many areas. Additionally, both pedestrian and bicycle access to open space and regional destinations throughout the Napa Valley could be improved through a system of off-street multi-use paths.

Reducing local vehicle trips into downtown St. Helena by shifting those trips to biking or walking would help alleviate congestion and parking concerns [and promote increased health](#). Implementation of a citywide bikeway network that includes the construction of bicycle facilities at activity centers throughout the City could greatly increase the mode share of bicycling. Key activity centers that could be conducive to increased rates of bicycling include the downtown area, bus stops, schools, parks, hotels and local wineries. Development of the Vine Trail and a shared use path along Sulphur Creek will provide greater recreational, tourist and commuting choices by bicycle.

Bicycle Classifications

The City's bikeways include three classifications: bike paths, lanes and routes. These classifications are described below.

Class I Bike Paths (Shared Use Path) are completely separated from motor vehicle traffic, as in the case of an off-street path along a river or railroad corridor, and may be shared with pedestrians. These are often found in park-like or scenic settings. Trails are typically 10 to 12 feet wide. The American Association of State Highway and Transportation Officials (AASHTO) provides dimensional, signage and pavement marking standards.

Class II Bike Lanes are located on streets and allow bicyclists to utilize a separate lane of travel, usually five feet wide, separated from motor vehicle traffic by a six-inch white stripe. Class II lanes include bike lane stencils and signs.

In some cases, a curbside parking lane can be striped to allow a shared parking lane and bicycle travel. This is typically done in areas where a full bicycle lane is not feasible. However it is discouraged where alternative means of providing a bicycle lane are possible.

Class III Bike Routes are designated by signs or pavement markings for shared use with motor vehicles. Cyclists share the travel lane with motor vehicles on these routes. These are often located along roadways where dedicated bicycle lanes cannot fit or are not needed (for example, on a low-volume street), but where providing continuity in a bicycle system is nevertheless important. A shared-use arrow (or "sharrow") can be marked in the outside lane on a Class III route to show the suggested path of travel for bicyclists. This is often done when the route has on-street parking, in order to encourage cyclists to ride a safe distance away from the parked vehicles' "door zone."

Bicycle Boulevards are modified Class III routes that have special treatments such as

distinctive signage, traffic calming and vehicle barriers.

~~Proposed~~ Approved Bicycle Network

St. Helena's ~~proposed~~ approved bicycle network includes bikeways within all three bicycle path classifications in order to maximize connectivity throughout the City (see Figure 5.3). The ~~proposed~~ network has been planned to provide safe and convenient bicycle access to parks, open spaces, commercial areas, residential neighborhoods and community facilities. Once completed, the network will play a key role in bolstering the City's efforts to increase the use of bicycles as non-auto modes of transit, and to reduce overall vehicle miles traveled in the City.

Proposed Class I bicycle pathways cross the City, connecting parks and open spaces with multimodal trails that are completely separate from auto traffic. These shared-use pathways provide key cross-City connections, and include the proposed Napa Valley Vine Trail and a shared-use path along Sulphur Creek and the Napa River. Additional Class I pathways connect the Lower Reservoir Park to Spring Mountain Road and Crane Park to Grayson Avenue. Shared-use paths should accommodate all pedestrians, including persons that use an assistive mobility device for a disability or medical condition.

Class II bicycle pathways that provide a designated lane for bicycle travel are proposed along many of St. Helena's streets. Key east-west routes include: Madrona Avenue between Main Street and Sylvaner Avenue; Spring Street between Oak Avenue and Sulphur Creek; Pope Street between Main Street and Silverado Trail; and Grayson Avenue and Sulphur Springs Avenue, between Main Street and Crane Avenue. Key north-south routes are located on Spring Mountain Road, Valley View Street, Crane Avenue, and State Route 29 between Deer Park Road and Pratt Avenue.

The ~~proposed~~ network includes a series of Class III pathways designated for shared-use of vehicles and bicycles. Some of these pathways have an additional designation for use as Bicycle Boulevards. Key Class III pathways include Chaix Lane, Pratt Avenue, and State Route 29 between Pratt and Grayson avenues. Bicycle Boulevards are primarily located in the residential neighborhoods directly east and west of Main Street. Key Bicycle Boulevards include Mitchell Drive, Adams Street and Oak Avenue.

Bicycle Parking and Support Facilities

Every bicycle trip has two main components: the route selected by the bicyclist and the "end-of-trip" facilities at the destinations. The availability of safe bicycle routes and secure and convenient facilities is critical to promoting greater bike usage in St. Helena. Bicycle facilities can include short- and long-term bicycle parking, showers, lockers and good lighting.

Providing short- and long-term bicycle parking at key destinations, such as downtown St. Helena, parks, schools, community facilities, transit stops and shopping areas, which will be essential to the development of a complete bicycle network. Parking should be highly visible, accessible and easy to use. In addition, facilities should be located in well-lit areas and covered where possible.

Support facilities for bicyclists should also be provided. Showers are an important amenity for those bicycle commuters with a rigorous commute and/or formal office attire. Lockers provide a secure place for bicyclists to store their helmets and other gear.

TRANSPORTATION PERFORMANCE MEASURES

The City of St. Helena is considering new transportation performance measures to ensure that the General Plan reflects a balanced perspective on transportation that reflects the full set of community values and interests. As such, the City is considering replacing the traditional automobile Level of Service (LOS) threshold with measures that capture transportation system performance from the perspective of all users and incorporate the environmental consequences of transportation decisions, especially with regard to climate change. A key part of this effort is to better understand how vehicle trips and vehicle-miles-traveled (VMT) relate to greenhouse gas (GHG) emission reduction goals.

A new approach is designed to achieve the following objectives:

- Develop an alternative way of evaluating new land use development impacts for automobiles, pedestrians, bicycles and transit.
- Develop a quantifiable way of measuring the transportation-related GHG impacts and benefits of new land use development and transportation infrastructure improvements.

The purpose of establishing new transportation performance measures is to develop a meaningful nexus between transportation-related development impacts and the City's desired mitigations. The proposed performance measures aim to reduce GHG emissions, improve multimodal circulation and manage traffic congestion in St. Helena. The reasons for adopting new standards include:

- Traditional automobile LOS measures are based largely on driver comfort and convenience, without consideration for other roadway users, including bicyclists, pedestrians and transit riders.
- Mitigation measures based on traditional LOS can result in widening roads and intersections in a way that conflicts with community character or other values established in this General Plan. Additionally, such measures can encourage additional vehicle trips and have a negative impact on other travel modes.
- Thresholds for traditional LOS standards are not necessarily linked to the City's vitality and quality of life, and can make smart growth projects, such as mixed-use infill development in downtown St. Helena, more difficult.

Several targets, including operating standards for vehicular travel times on Main Street, standards for new auto trips generated by new development, as well as targets for increasing pedestrian and bicycle trips have been set forth in the goals, policies and implementing actions of this element.

TRANSPORTATION DEMAND MANAGEMENT PROGRAM

Transportation Demand Management (TDM) strategies aim to reduce the amount of motor vehicle traffic and manage parking to make travel behaviors more sustainable. TDM policies and programs also encourage the use of modes other than single-occupancy vehicles for travel. Strategies may include carpooling and car-sharing, transit subsidies or reimbursements, paid parking, and the provision of bicycle support facilities at workplaces.

The General Plan supports the establishment of a citywide TDM program to help reduce peak period motor vehicle traffic and manage vehicle parking within St. Helena. NCTPA's Strategic Transportation Plan identifies a number of TDM strategies that are applicable to reducing motor vehicle traffic congestion in St. Helena. Funding for a citywide TDM program should be provided through traffic mitigation fees and in-lieu parking fees. In addition, the City should encourage existing employers to participate in the TDM program.

5.6 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. Balanced and Multimodal System;
2. Safe, Accessible and Comprehensive Bicycle and Pedestrian Network;
3. Sustainable Mobility Practices;
4. Safe and Well-Maintained Circulation System;
5. Parking; and
6. Improvements and Phasing.

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together they provide strategic directions for City staff and partners, highlighting where time and resources should be focused.

Policies

CR1.1 Promote a connected street and bicycle and pedestrian network within the City to provide better internal automobile, bicycle and pedestrian connections for residents. ~~Where new streets are constructed, ensure they connect to dead-end roads and other streets to create a flexible network for residents.~~

CR1.2 Provide complete streets that balance the diverse needs of users of the public right-of-way, in accordance with the California Complete Streets Act of 2008.

CR1.3 Pursue appropriate funding for the development of a balanced transportation system.

CR1.4 Use performance measures that consider all road users to determine transportation impacts of new development.

CR1.5 Avoid mitigation measures that negatively impact the walking and bicycling environment and encourage driving, such as roadway and intersection widenings.

CR1.6 Continue to support NCTPA in the provision of convenient transit, including regional and local service. Support more frequent and reliable transit service between communities to reduce the number of people traveling to or from St. Helena to work by private vehicle. Promote and encourage use of the St. Helena Vine Shuttle.

CR1.7 Encourage use of the rail corridor to reduce traffic on State Route 29.

CR1.8 Reduce transportation-based GHG emissions from City-controlled sources by employing the following strategies:

- Complete the City’s bicycle and pedestrian network, which will increase transportation choices in the City and reduce the demand for vehicle travel;
- Maximize the overall efficiency of the transportation system, including managing the transportation network through a citywide transportation system management program;
- Implement “smart growth” and sustainable planning principles as defined in the Land Use Element;
- Encourage jobs/housing match, as defined in the Housing Element; and
- Encourage/provide incentives for employee car pools.

CR1.9 Promote a walking and bicycling environment that is comfortable and convenient. Ensure that all St. Helena streets have no more than a single through-automobile lane in each direction, plus a single left-hand turning lane where appropriate, even if this requirement increases vehicle travel times. Allow exceptions if an extra lane would reduce the possibility of collisions.

CR1.10 Strive to maintain a ten minute or less travel time during peak periods along State Route 29, from the northern and southern City boundaries.

CR1.11 Establish a multimodal transportation impact fee program to finance and implement project mitigations that help achieve GHG reduction goals. As part of the impact fee program, require new development to manage citywide travel demand and finance and construct all off-site circulation improvements necessary to reduce the severity of cumulative transportation impacts to all modes of travel.

Implementing Actions

CR1.A Use the street typologies as defined in the Circulation Element as a basis for improving and managing streets. Improve vehicle, pedestrian and bicycle facilities on streets based on this system.

CR1.B Evaluate the following new roads and connections as any potential new development occurs to promote increased bicycle, pedestrian and non-auto based transportation. Where

feasible, preserve existing rights-of-way.

- Starr Avenue extension north to Adams Street
- Consider three options for a connection to Mills Lane: a) Starr Avenue extension to Mills Lane; b) College Avenue extension to Mills Lane; or c) Allison Avenue extension to Mills Lane
- Oak Avenue from Charter Oak Avenue to Grayson Avenue and limited access from Mitchell Drive to Charter Oak Avenue
- Adams Street from its current eastern terminus to Starr Avenue
- Consider two options to connect downtown St. Helena to Silverado Trail: a) Adams Street extension to Silverado Trail; b) Mills Lane extension to Silverado Trail

CR1.C Identify streets that should become “more complete,” through consideration of transit priorities, sidewalk gap closures, new bikeways and vehicle traffic calming measures.

CR1.D Use the performance measures defined in the Circulation Element as the basis for evaluating the impacts of development on the street system.

CR1.E Support efforts to secure additional funding for regional transit service to St. Helena for residents, workers and visitors as a viable alternative to travel by private automobile. Focus on improving the bus service for use by commuters.

CR1.F Subject all rail corridor uses to use permit review; locate passenger facilities within zoning districts which minimize impacts to established and proposed land uses.

CR1.G Study the potential for integrating Wine Train activities with car-free tourism strategies to provide an alternative for tourists to visit St. Helena without a car.

CR1.H Measure total automobile trips generated by new developments on a per project basis, to reduce vehicle trips. Maintain a citywide trip generation analysis methodology that evaluates the effects of land use and built environment changes on travel choices and behavior.

CR1.I Evaluate changes to vehicle travel times along State Route 29 on a per-development or per-project basis. Establish significance criteria for determining if an increase in travel time resulting from new development is significant.

CR1.J Ensure that any new land use development provides a continuous path of travel for walking and bicycling from the development site to the center of downtown and other key destinations, as determined by the City. Determine appropriate bicycle and pedestrian routes based on street typologies and the proposed bicycle and pedestrian network. If a path of travel is not continuous, require development to construct improvements and/or contribute to the transportation mitigation fee program.

CR1.K Fund transportation improvements through a citywide, multimodal transportation

mitigation fee program. The mitigation fee program will emphasize transportation improvements that reduce citywide automobile trips, including completing the bicycle and pedestrian network, implementing transportation demand and systems management strategies, and improving traffic signal coordination on State Route 29. Ensure that fees are proportional to a development's contribution to changes in net new automobile trips and change in travel time along State Route 29.

CR1.L Work with Caltrans to ensure regional coordination and manage congestion on State Route 29.

Policies

CR2.1 Create a comprehensive bicycle and pedestrian network that enhances neighborhood connectivity. Develop the system as shown in Figure 5.3 to expand and improve the pedestrian and bikeway system.

CR2.2 Promote walking and bicycling as safe and convenient modes of transportation.

CR2.3 Ensure secure, accessible and convenient bicycle parking facilities throughout St. Helena, including downtown, commercial areas, schools and parks.

CR2.4 Preserve and enhance pedestrian connectivity and safety throughout St. Helena.

CR2.5 Improve the pedestrian experience through streetscape enhancements, focusing improvements where there is the greatest need, and by orienting development toward the street.

CR2.6 Encourage walking and bicycling trips to St. Helena schools.

Implementing Actions

CR2.A ~~Develop and adopt a~~ Implement the citywide bicycle and pedestrian master plan to improve bicycle and pedestrian safety, and to encourage community members to walk and bike more often. Build on St. Helena's existing partnership with the Napa County Transportation and Planning Agency (NCTPA) to ensure that the City's master plan is consistent with countywide transportation planning efforts. (Also see the following elements: Open Space and Conservation, Topic Area 2; and Parks and Recreation, Topic Area 6)

Note: Subsequent actions in this element may be included in the Bicycle and Pedestrian Master Plan.

CR2.B Develop guidelines for the design, construction and maintenance of bicycle and pedestrian paths in St. Helena. Coordinate the guidelines with Napa County or regional trail connections.

CR2.C Develop and adopt an ordinance that requires any new development and re-use projects

to provide bicycle and pedestrian improvements and amenities.

CR2.D Identify and pursue funding opportunities for bicycle projects on the local, state and federal levels. Update the existing and proposed bicycle system every five years, as required by Caltrans to qualify for Bicycle Transportation Account funds.

CR2.E Allocate funds and/or identify funding sources for pedestrian and streetscape improvements.

CR2.F Improve street crossings and gaps in the sidewalk system through development review and capital improvement projects.

CR2.G Adopt a crosswalk installation policy to promote pedestrian safety and accessibility.

CR2.H Ensure that any new development on collector streets provides sidewalks or walkways to be located with the City's right-of-way for the collector street. Further, unless exempted or deferred by the City Council, ensure that all residential developments provide sidewalks on all local streets within the development.

CR2.I Review pedestrian-vehicle collision data on an annual basis and identify areas for pedestrian safety improvements.

CR2.J Pursue state and federal grant opportunities to fund a Safe Routes to School program.

CR2.K Consider the feasibility of a citywide bike sharing program for municipal and/or public use.

Policies

CR3.1 Provide incentives and encourage existing major employers to develop and implement transportation demand management (TDM) programs to increase the number of people who bike and walk to work and reduce peak-period trip generation. Strategies include the following:

- Transit subsidies or reimbursement to residents and employees (often referred to as “commuter check” or “EcoPass”);
- Car-share, car-pooling and neighborhood electric vehicle programs, to reduce the need to have a car or second car;
- Integrated bicycle parking and support facilities, primarily to reduce trips within the City;
- Modified parking codes to manage the supply of parking that generates frequent turn-over and serves multiple users; and
- Marketing and information programs to encourage alternative transportation modes.

CR3.2 Support the implementation of NCTPA goals to reduce/restrain growth of automobile vehicle miles traveled (VMT).

CR3.3 Shift travel from single-occupancy vehicles to other modes so that by 2030, 45 percent of work trips by St. Helena residents and workers are by carpool, transit, walking or bicycling (see Table 5.5 at the end of this section for 2030 commute mode split targets).

CR3.4 Work with the wine and hospitality industries to manage congestion and create and promote car-free tourism services. (Also see the Environmental Sustainability Element, Topic Area 2)

CR3.5 Work with the school district to increase the use of carpooling and the bus system to reduce drive-alone trips to St. Helena schools.

CR3.6 Support development of the bikeway and pedestrian networks to provide a convenient opportunity for at least 20 percent of commuters to get to work by walking or bicycling.

CR3.7 Support compact, mixed-use development as outlined in the Land Use and Housing elements.

Implementing Actions

CR3.A Study the feasibility of a citywide TDM program and review the effectiveness of the existing Traffic Impact Mitigation Fee.

CR3.B As part of the municipal code, require TDM measures for all new non-residential development.

CR3.C Regularly monitor progress toward increasing the number of residents and workers walking, biking and using public transit, in order to achieve the mode split targets outlined in Table 5.5.

CR3.D Work with the wine and hospitality industries, including the Wine Train, to manage congestion and create and promote car-free tourism services.

Policies

CR4.1 Ensure adequate maintenance of transportation facilities such as streets, [sidewalks](#) and multi-use paths. Emphasize safety considerations, impacts on non-automobile modes of travel and overall impact on long-term resource needs as maintenance priorities.

CR4.2 Ensure safety on residential neighborhood streets to promote walking and bicycling and preserve neighborhood livability.

CR4.3 Continue efforts to calm traffic, and minimize traffic volumes and speeds in residential areas.

CR4.4 Strive to bring all pedestrian facilities into compliance with Americans with Disabilities

Act (ADA) specifications.

CR4.5 Improve traffic safety and encourage walking and bicycling trips to St. Helena schools through a Safe Routes to School program.

Implementing Actions

CR4.A Review and update the Capital Improvement Program on a regular basis to identify and prioritize circulation facility improvements. Ensure that improvements support the goals, policies and implementing actions identified in the General Plan.

CR4.B Develop strategies to calm traffic on streets that experience speeding or cut-through traffic, such as Starr Avenue. Include a range of solutions including enforcement, engineering and education efforts to calm vehicle traffic.

CR4.C Establish a transition plan that identifies prioritization and funding mechanisms for improving street conditions to meet ADA specifications. Transition plans are an important part of meeting ADA standards.

CR4.D Pursue Safe Routes to School grants to improve safety and encourage bicycling and walking trips to St. Helena schools.

CR4.E To reduce the effect of regional traffic on local streets, monitor traffic volumes and speeds on potential regional cut-through routes, including Oak Avenue and Valley View Street and other problematic streets like Spring, Pope, etc. Due to the forecast potential for traffic volumes to increase on Oak Avenue and Valley View Street, the City shall consider installing traffic calming or traffic diverting devices to discourage regional cut-through traffic with the goal of ensuring that, over the duration of the General Plan, traffic volumes on these streets do not increase by more than 50 percent above current (2010) levels.

CR4.F To ensure the multimodal Transportation Mitigation Fee (TMF) program serves as acceptable mitigation for the increase in traffic volumes resulting from build out of the General Plan, the City shall ~~prepare and adopt the~~ explore TMF programs within 6 months of adoption of the General Plan Update. As part of this effort, the City shall conduct a fee study to ascertain whether the fees designated under the existing fee program should be revised. As part of the fee study development, the City should consult with other local agencies, including Caltrans and the California Public Utilities Commission (CPUC), to identify potential improvements to Main Street and to at-grade railroad crossings that could be incorporated into the TMF program.

CR4.G The City shall consider the use of signal preemption for emergency response or evacuation in locations where Fire Departments response times are not met.

Policies

CR5.1 Ensure an adequate balance of parking demand and supply. Closely manage and track

parking supply within the downtown area by developing a parking management program and implementing a “park-once” strategy.

CR5.2 Maintain on-street parking on Main Street in the Central Business District for the convenience of shoppers and to provide a physical and psychological buffer between Main Street traffic and pedestrians.

Implementing Actions

CR5.A Develop a “park-once” strategy for visitors to improve air quality, reduce congestion, promote alternatives to driving alone, and educate and involve businesses and residents. Work with employers to encourage employees to park on the fringes of downtown, thereby leaving convenient parking spaces open for shoppers.

CR5.B Develop and maintain an off-street parking program for the Parking Impact Area. The program will identify and prioritize locations where additional off-street parking can be provided. When sufficient funds have accumulated for the acquisition of a site and construction of parking on that site, commence with implementation of providing parking on that site.

Policies

CR6.1 Prioritize and implement improvements to the circulation system ~~including street extensions~~ with an emphasis on bicycle and pedestrian improvements and expanded transit service.

CR6.2 Require concurrent infrastructure development for any new development projects that have impacts on the circulation system, including streets, paths, trails, sidewalks and public transit.

CR6.3 Consider requiring dedications and mitigations beyond traffic mitigation fees for any development that occurs adjacent to proposed street corridors in order to reinforce system continuity. Traffic mitigation fees are necessary to mitigate existing traffic congestion and congestion caused by new development. Consider revising fee schedules to appropriately mitigate impacts. The fee schedule must be based on an established “nexus” between new development and the planned improvements.

Implementing Policies

CR6.A Evaluate and prioritize ~~and construct~~ all new ~~streets~~, paths and trails (identified in Section E: St. Helena’s Circulation and Mobility Future) when adequate funding is secured and concurrent with any new, adjacent developments.

CR6.B Update the existing St. Helena Traffic Mitigation Fee program to provide funding for all new ~~streets connections~~ and trails included in the Circulation Element, in order to ensure new ~~streets connections~~ and trails are constructed in a timely manner.

Historic Resources

6.1 Purpose of the Element

The Historic Resources Element presents a framework for governing future decisions about rehabilitating, retrofitting and adaptively reusing St. Helena's historic buildings. The Historic Resources Element aims to effectively manage the community's historic assets in order to maintain St. Helena's unique sense of place and ensure that these assets can be enjoyed by current and future residents and visitors.

The Historic Resources Element includes the following sections.

6.2 Historic Resources in St. Helena. Identifies key issues related to the preservation of historic resources in St. Helena (p. 6-3).

6.3 Key Findings and Recommendations. Identifies key findings and recommendations based on an existing conditions analysis (p. 6-8).

6.4 Goals. Defines overarching goals to guide policies and implementing actions (p. 6-12).

6.5 Policies and Implementing Actions. Identifies policies and implementing actions to preserve the City's cultural and historic resources (p. 6-13).

6.2 Historic Resources in St. Helena

Napa Valley has a long history of settlement dating back to around 2000 B.C., when Native Americans first inhabited the Napa Valley. At the time of first contact with European settlers of the area, the Wappo had established a village near present day St. Helena called Annakatanoma.

Since its early days in the mid-19th century, St. Helena has been an agricultural and commercial center serving the surrounding towns and farming areas of the upper Napa Valley. The community initially served as a transfer point for agricultural goods and natural resources destined for markets in Napa and San Francisco. Although Native Americans inhabited the area for thousands of years, the City's most recognizable cultural roots stem from its role as an immigration destination for European settlers. Nonetheless, Native American history is important.

The influences of these early residents are exemplified in the City's historic structures, in particular stone and brick masonry structures, as well as European-styled, timber-constructed barns, bridges and social halls located throughout the City. Additionally, St. Helena has typically been a destination for immigrants seeking labor opportunities in mining and the surrounding agricultural fields. In early years, Chinese laborers ventured to St. Helena from San Francisco and the mining areas of the Sierra foothills. More recently, workers from Mexico and Central America have settled in the area, bringing with them vibrant cultural traditions reflected in the holiday celebrations, arts and culinary experiences of the area. Protecting and preserving the City's historic and cultural resources is essential to ensuring that St. Helena maintains its unique character while adapting to social and political changes and potential growth demands in the coming decades.

BENEFITS OF HISTORIC PRESERVATION

In 1998, downtown St. Helena was designated as a Nationally Registered Historic District, and the City boasts a number of landmark buildings that have been listed on the National and California State Historic Registers. Creative, forward planning can help the City leverage these historic resources to maximize their impact on local economic growth and maintain the high quality of life and character for which the City is known. Effective historic preservation policies can have many positive impacts, including cultural, social and economic benefits. In addition, further integrating historic preservation into land use and urban design plans can contribute greatly to the City's long-term vitality.

In general, the social benefits attributable to historic preservation are cultural, educational or environmental in nature. Collectively they contribute to the City's overall livability and quality of life. Cultural benefits include the celebration of diverse communities and the fostering of a sense of civic belonging and pride. For example, St. Helena is home to several historic wineries that contribute to the City's agriculture-based identity. Historic wineries include Beringer, Charles Krug and Spottswoode.¹ Additionally, educational benefits can take many forms, and often lay the foundation for collaboration between local educational, non-profit and civic institutions. These collaborations may result in bringing local history to life for residents and visitors, enriching the overall experience of the City. Lastly, preserving and rehabilitating historic structures can have positive environmental benefits on St. Helena by capitalizing on the investment of time, energy and resources that have already gone into the construction and maintenance of the buildings. Rehabilitating historic buildings reuses existing materials and can help divert waste construction resources from entering local landfills. Establishing and implementing effective historic preservation policies will help ensure that St. Helena maximizes the breadth and impact of positive cultural, education and environmental benefits into the future. Economically, historic preservation provides a wide array of direct and indirect benefits to cities, and can be a key driver of local economic development strategies. Direct benefits are most likely attributable to State and/or Federally-registered buildings that qualify for tax credits and deductions to subsidize rehabilitation and construction costs. One indirect economic benefit, particularly applicable to St. Helena, includes creating a strong sense of place that is attractive to tourists seeking cultural destinations and experiences, and that can draw significant revenue from outside sources to support and circulate locally.

St. Helena's unique historic resources and Napa Valley location provide it with a strong position to capitalize on the economic benefits of well-planned and well-implemented historic preservation measures.

ST. HELENA'S INVENTORY OF HISTORIC RESOURCES

St. Helena has more than 200 historic resources throughout the City. Two major surveys conducted in 1978 and 2006 provide the basis for most of the historic resources identified in the City (see Table 6.1). Additionally the National Register of Historic Places has identified historic resources and a historic district in the downtown commercial area.

¹ *Historic Resources Inventory. City of St. Helena, California. August 2006.*

St. Helena's historic commercial district includes 35 buildings that are contributing resources and 13 buildings that are not contributors (see Figure 6.1). Contributing resources date from the historic period of significance established for the district. Non-contributing resources are those that, due to date of construction, alterations, or other factors, do not contribute to the district's historic significance or character.

6.3 Key Findings and Recommendations

There are several opportunities related to historic resources in St. Helena. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

- St. Helena has a wealth of historic resources that contribute to and define its unique sense of place. Implementing measures to preserve and protect these resources can benefit St. Helenans for generations to come.
- St. Helena boasts a number of well-preserved buildings along Main Street that help communicate the City's character to those entering or passing through town, particularly from the north. Key landmark buildings include the Starr, Galleron, Ritchie, Oddfellows and Pritchard buildings. Preserving these structures and ensuring that new development complements their landmark status can help St. Helena maintain its unique character
- St. Helena has four sources for identifying its historic resources. First, an inventory in 1978 recognized more than 200 resources and identified three historic areas. Second, in 2006, 30 historical structures were surveyed to provide an in-depth analysis of ownership, date of construction and eligibility status for the California State Register. Third, the historic commercial area of downtown St. Helena was designated as a National Register Historic District in 1998. The District includes 35 buildings that are contributing resources and 13 buildings that are not contributors. And fourth, 12 other buildings within St. Helena have been individually designated as National Register buildings.
- The City has adopted a Historic Preservation Overlay District that establishes zoning regulations for historic resources located within the District. Currently, the Historic Preservation Overlay District applies to very few historic properties.
- Although there are more than 200 historically significant resources in the City, most are not included in the Historic Preservation Overlay District. Those properties not recognized may be vulnerable to alterations and demolition.
- St. Helena does not currently have a historic preservation ordinance. However, the design review process that is set up for all new construction, additions and alterations of both residential and non-residential buildings in St. Helena has special findings for consideration of historic buildings. This allows the City to require CEQA analysis of impacts on historic buildings pursuant to CEQA Guidelines section 15300.2, which states that a categorical exemption shall not be used for a project which may cause a substantial

adverse change in the significance of a historical resource.

- The St. Helena design review ordinance includes special findings that must be made to address the demolition of historic structures (section 17.164.050). These findings are:
 - a. That the building poses a threat to health, safety and general welfare if it is not demolished;
 - b. That restoration of the building is not feasible or practicable using current building codes, including but not limited to the Historic Building Code provisions of the Uniform Building Code of the State of California; and
 - c. That no public or other funding is available for financing renovation or purchase of the building.
- In 1999, the City implemented one of the first mandatory seismic retrofit ordinances of unreinforced buildings (URM) within the state (Municipal Code section 15.40). Thirty-two URMs were identified. Seismic retrofit of all 32 buildings has either been completed, or is in the construction phase of completion.
- The City of St. Helena Building Department utilizes the State's historic building code to encourage and assist in the preservation and renovation of historic structures.
- St. Helena's neighborhoods have unique characteristics that reflect the evolution of the City over time. Creating neighborhood-specific historic preservation design guidelines can ensure that structural alterations to existing homes reflect the neighborhood's past, while accommodating modern residential needs.

6.4 Goals

The goals of the Historic Resources Element are:

Maintain St. Helena's Sense of Place and Visual Character.

St. Helena is dedicated to ensuring that new development complements existing buildings and supports the City's unique historic, agricultural character and setting.

Preserve and Protect St. Helena's Historic Resources.

St. Helena is committed to preserving and protecting its historic resources and ensuring that they remain for future generations.

Celebrate St. Helena's Distinct History and Heritage.

St. Helena is dedicated to celebrating its rich historic buildings and ensuring that they can be enjoyed by residents and visitors.

6.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

- a. Protected Historic Resources; and
- b. Historic Resources Awareness

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together, they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

In cooperation with Native American Research and Historical Preservation Society, improve community access to information about Native American life.

Topic Area 1: Protected Historic Resources

Policies

HR1.1 Preserve the City's historic and cultural resources, so that they may contribute to the special character and quality of the City and support its economic base.

HR1.2 Protect the historic resources that exist in the downtown commercial area.

HR1.3 Encourage the adaptive reuse, rehabilitation and retrofit of historic buildings in which the original use is no longer feasible.

HR1.4 Promote the application of sustainable building practices to the preservation of historic resources.

HR1.5 Prior to ground-disturbing development allowed under the General Plan Update, the City shall conduct a records search at the Northwest Information Center (NWIC) of the California Historical Resources Information System to determine if a project has the potential to affect an archaeological site and if additional project-specific study for cultural resources is recommended. The City shall require additional cultural resources study if recommended by the NWIC, with the study addressing project-specific impacts on archaeological and paleontological resources. The City shall incorporate the study recommendations as project conditions of approval to ensure that impacts on archaeological and/or paleontological resources are mitigated.

Implementing Actions

HR1.A Adopt a historic preservation ordinance to implement the policies recommended in the Historic Resources Element.

HR1.B Adopt design review guidelines and/or form-based codes, standards and criteria for the alteration or rehabilitation of historic properties. The adoption of design review guidelines and/or form-based codes can assist City staff, the Planning Commission and City Council when reviewing permit requests and provide long-term regulatory consistency.

HR1.C Adopt design review guidelines and/or form-based codes that require new development in or adjacent to historic areas or buildings to be compatible in design and character with existing historic buildings.

HR1.D Develop an incentive program to encourage property owners to participate in historic preservation efforts. Potential program measures can include alternate building codes for historic structures and financial incentives, where necessary.

HR1.E Consolidate and update the existing inventories of historic buildings and houses, and develop criteria to add to the list.

HR1.F Develop sustainable development and green building guidelines for rehabilitation, retrofitting and adaptive reuse of historic resources. Identify incentives to encourage property owners to utilize these guidelines. (Also see the Community Design Element, Topic Area 1)

HR1.G Continue to develop and implement downtown design guidelines and/or standards to protect historic buildings and guide façade changes.

HR1.H Regularly update the Historic Resources Inventory to ensure that it includes a current list of historic structures in the City.

HR1.I Incorporate the preservation of historic resources into a citywide urban design plan.

HR1.J The City shall retain a qualified architectural historian, preservation architect, or preservation planner to assist with development of any neighborhood or citywide design standards, guidelines, or form-based codes that will be implemented in or adjacent to historic areas, e.g., the Downtown Commercial District, or adjacent to historic buildings.

HR1.K Require that rehabilitation or restoration of historical resources be done according to the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Preservation, Rehabilitation, Restoration, Restoration, and Reconstruction of Historic Buildings.

Topic Area 2: Historic Resources Awareness

Policies

HR2.1 Strengthen public awareness of and support for the preservation and protection of the City's historic resources.

Implementing Actions

HR2.A Expand community awareness about the value of historic preservation in order to build support among property owners and developers for the preservation and adaptive reuse of historic and cultural resources.

HR2.B In cooperation with the St. Helena Historical Society, develop a public education and awareness program to keep the community abreast of historic resource issues through a variety of programs, such as self-guided walking tours, home and garden tours, speakers' series and other public events. Through this program the Historical Society could work with owners of historic structures to install plaques outside structures to increase public awareness and community pride.

HR2.C Improve community access to information about available historic preservation funding sources and related resources. Provide information about sensitive ways to incorporate sustainable materials and design practices into historic rehabilitation projects.

HR2.D Conduct a survey of historic resources to determine different architectural types in the City and develop design guidelines specific to style and period.

Community Design

7.1 Purpose of the Element

The Community Design Element presents a framework of policies and implementing actions that integrates directly with other General Plan elements in determining the quality and character of St. Helena's built environment. In particular, this Element relates to the Land Use and Growth Management Element by setting forth a vision for the form, character and appearance of the community. It also correlates directly with the implementation of policies and actions included in the Circulation, Open Space and Conservation, Parks and Recreation, and Historic Resources elements. By respecting established neighborhoods and historic assets, this Element provides guidance to build upon preserve St. Helena's distinct history and rural small town character, while promoting new approaches to enhance future public and private development. ~~It aims to maintain the City's unique sense of place, and also recommends innovative design approaches that allow for creativity and innovation.~~

The Community Design Element includes the following sections.

7.2 Rural Community Character in St. Helena. Identifies rural community character, architectural details and neighborhoods (p. 7-3).

7.3 Key Findings and Recommendations. Identifies key findings and recommendations based on an existing conditions analysis and extensive community outreach (p. 7-8).

7.4 Goals. Defines overarching goals to guide policies and implementing actions (p. 7-12).

7.5 Policies and Implementing Actions. Identifies policies and implementing actions to ensure high-quality, sustainable and community-oriented design and construction and protect community character (p. 7-13).

7.2 Rural Community Character in St. Helena

Community character can be defined in a number of ways, but is often reflected in the physical form of the built environment and its relationship to the natural environment. A community's street pattern; the relationship of its buildings to streets; the location and design of its public spaces; and the architectural styles and landscape elements that characterize buildings, ~~and~~ residences and open spaces are often collectively referred to as "community design." Community design is a visual representation of the character of a place, which evolves over time based on the lifestyle preferences of its residents and the public and private decisions that shape the human landscape. Community design in St. Helena clearly embodies and celebrates the rural character of the City. It can be best understood by exploring its architectural typologies and details, the identity and character of its many neighborhoods, and its rich agricultural heritage.

ARCHITECTURE

The concentration of well-preserved buildings in downtown St. Helena is important in

establishing the City's historic character for new visitors. Many of the historic masonry and wooden structures built from stone, brick and timber and located along Main Street between Spring and Adams streets, were built during the City's second major period of growth in the late 19th and early 20th centuries. European settlement of the Napa Valley during this period was fueled by the arrival of Italian and Swiss immigrants, many of whom were trained stonemasons and quarrymen. These early settlers skillfully carved Napa County's colorful volcanic rocks and built barns, houses, fences and bridges. The architectural details of these structures, such as brick dentils, medallion insets, and window fenestration, lend character to the community just as do the materials from which they were constructed.

Pre-Prohibition-era housing largely typifies the City's character. St. Helena's residential neighborhoods are often characterized by multiple architectural typologies along a single street. Common residential architectural typologies include American Queen Anne, American Craftsman, California Bungalow, and vernacular farm houses. Later styles found in St. Helena include ranch-style homes and a variety of neo-eclectic architectural styles based on a combination of traditional shapes and details from different periods. Overlapping themes among both historic and modern homes include large, open-air porches supported by various interpretations of the basic column, and deeply overhanging eaves supported by exposed rafters or ornamental brackets.

NEIGHBORHOODS

During Phase I of the General Plan Update, the General Plan Update Steering Committee (GPUSC) mapped the City's residential neighborhoods and identified their unique attributes. Twenty-four neighborhoods surround St. Helena's historic downtown. These neighborhoods are distinct in identity, characterized by design elements such as their street patterns, architectural typologies, landscaping and other attributes that support St. Helena's sense of place. Figure 7.1 highlights the City's residential neighborhoods.

In addition to the architectural typologies common among many of the neighborhoods, other design elements and features are shared as well. In general, St. Helena's sidewalks are well shaded by mature trees, with smaller trees in some of the new developments. Decorative fences are often used to establish the boundary between public and private spaces at the street level. These fences, more common in older neighborhoods, also create visual interest for pedestrians. Landscaping in the City's residential neighborhoods is also colorful and highly textured, which helps to further enhance the pedestrian experience.

St. Helena's residential neighborhoods also vary with respect to community design. Street patterns are an important component of the urban form that impact not only circulation and community access but also community layout and character. Neighborhood streets such as those in the Hillview and Westside Annex neighborhoods exhibit a traditional grid pattern, while the Big Rock, Fir Hill and Vallejo neighborhoods have rural and semi-rural street patterns.

AGRICULTURE, OPEN SPACE, PARKS AND RECREATION

The rural feel and abundant open spaces in and around St. Helena are very important elements of

design that contribute to the overall character of the community. Agriculture and viticulture have influenced the nature of the surrounding landscape perhaps more than any other land use or economic activity.

As a result, existing expanses of vineyards and agricultural lands — including “fingers” of green that reach into the urban environment — play a central role in ~~creating a~~ maintaining the rural experience and a ~~distinct~~ distinctly historic sense of place for City residents and visitors. Parks and other open spaces also contribute to this effect (see Figure 7.2).

~~The City's~~ The Agricultural Preserve throughout Napa Valley helps ensure the overall Agricultural heritage of the area. Further, St. Helena's Urban Limit Line is an instrumental policy tool for ~~preserving these open spaces and~~ maintaining clear definition of the rural/urban edge and preserving the City's adjacent open spaces. Green spaces and vineyards within the Urban Limit Line also contribute to the rural environment, so that ensuring St. Helena's agrarian heritage remains elemental to the character of the City both inside and surrounding the city.

7.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to community design. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

- St. Helena’s built environment is characterized by a compact and historic downtown, tree-lined neighborhoods, breathtaking agricultural landscapes and a distinctive, early 20th century small-town character. By effectively guiding the built form of any potential new construction, the City can ensure that St. Helena preserves its unique qualities.
- St. Helena incorporates approximately 3,000 acres of land, of which 1,500 acres are located within the boundaries of the Urban Limit Line (ULL). The ULL helps define the City’s character by focusing evolution and change in the City’s central core. and protecting the agricultural uses and rural quality of surrounding areas. Restricting development to Careful development of areas within the ULL can help the City retain its historic and agricultural character while accommodating well thought out growth in coming decades in order to protect the agricultural uses and rural quality of both the City and surrounding areas.
- St. Helena’s historic downtown is cherished by residents and draws visitors from around the world. The City’s Main Street features a variety of shopping and dining venues. Encouraging new commercial and mixed-use projects that complement the area’s existing sense of place can enhance Main Street’s character while creating uses to serve residents, visitors and businesses.
- St. Helena boasts a number of well-preserved buildings along Main Street that help communicate the City’s character to those entering or passing through town, particularly from the north. Key landmark buildings include the Starr, Galleron, Ritchie, Oddfellows and Pritchard buildings. Preserving these structures and ensuring that new development complements their landmark status can help St. Helena maintain its unique character

- Design Review of new homes and remodels should continue to ~~guard against~~ promote, ensure and encourage new homes or remodels that ~~do not~~ reflect the scale, proportion and/or building materials that characterize the surrounding neighborhood. Following design guidelines and/or form-based codes for remodels and new construction can ensure that remodeled or new residences complement existing neighborhoods and contribute positively to St. Helena’s sense of place.
- Residential neighborhoods throughout the City possess unique identities and include types of architecture dating from various decades of the 20th and early 21st centuries. Establishing a flexible set of design guidelines and/or form-based codes for specific areas can ensure that new development and remodels complement the distinct characters of St. Helena’s existing neighborhoods, while allowing for design innovation to accommodate modern needs and tastes.
- St. Helena’s local character is strongly rooted in its agricultural heritage and location in the world famous Napa Valley winemaking region. By highlighting the importance of key viewsheds and agricultural lands to the community’s overall design, the City can maintain a strong visual connection to the essential role of agriculture in St. Helena’s past and future.
- Although known for its historic downtown and rural charm, St. Helena faces the same modern concerns that larger, more urbanized cities face in terms of planning for global climate change and reducing the use of resources such as energy and most particularly water. By promoting sound construction practices and the use of high-quality materials, and encouraging building methods that minimize environmental impacts, St. Helena ~~can~~ should ensure that high-quality and sustainable design ~~inform the City’s evolution into the future~~ can ensure critical resources will be available long-term for new additions to the built environment. St. Helena’s Main Street is State Route 29, a major north-south thoroughfare that runs through the Napa Valley. Residents consistently cite heavy traffic as one of the most pressing concerns facing the City and highlight a need to ensure that community design efforts reduce auto-related travel in favor of alternate transportation modes. Creating a community design framework that enhances St. Helena’s human scale can ensure that the City remains a comfortable, safe and convenient environment for pedestrians, bicyclists and transit riders.

7.4 Goals

The goals of the Community Design Element are:

Respect St. Helena’s Historic Character and Unique Sense of Place.

St. Helena is committed to enhancing and maintaining its existing community and agricultural character.

Promote a High-Quality and Sustainable Built Environment and Public Realm.

St. Helena is dedicated to maintaining an urban design framework that strengthens the physical form of the City by establishing a high standard of quality, context-sensitivity and ecological sustainability for the design, planning and construction of new and renovated structures, gateways, streets, public infrastructure and public spaces.

Encourage Community Design throughout the City that Helps to Build Community.

Encourage Human Interaction and Support Non-Automobile Transportation.

St. Helena is committed to promoting community design that is human-scaled, comfortable, safe and convenient for pedestrian, bicyclist and transit use.

Strengthen the City's Neighborhoods to Retain Desirable Characteristics While Allowing for Smart Change and Evolution.

St. Helena recognizes the unique characteristics of individual neighborhoods and the potential for appropriate change within the context of a well-planned City. The City is committed to solving specific neighborhood problems and implementing neighborhood priorities to value enhance livability.

7.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

- ~~1. High-Quality and Sustainable Design;~~
- ~~2. Commercial and Industrial Areas;~~
1. Residential Neighborhoods;
2. Open Space;
3. Gateways, Edges and Views; and
4. Street Pattern and Layout.
5. High-Quality and Sustainable Design;
6. Commercial and Industrial Areas;

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

High-quality and sustainable design is an important component of the overall community design for St. Helena. Incorporating sustainable design practices into site layout, building design, landscaping and public infrastructure is key to supporting projects that use less energy, water and ~~has~~ have a smaller environmental impact. In addition, high-quality design contributes significantly to overall community design. Supporting sound construction practices and the use of high-quality materials will ensure long-lasting, well-built structures.

As the City changes and evolves, the following policies and actions will help guide new public infrastructure and private development in achieving sustainable, high-quality design.

Policies

CD1.1 Ensure high-quality design and construction through a robust design review process.

CD1.2 Ensure the construction of sustainable buildings and landscaping in all public and private development projects.

CD1.3 Require construction and development practices that reduce energy demand through conservation and efficiency, such as the use of green building materials, site design to maximize passive heating and cooling and energy generation on site water reuse, water efficient landscaping and use of low-flow appliances, among others. (Also see the Climate Change Element, Topic Area 2)

CD1.4 Strengthen water conservation measures for development or construction that result in significant reductions in local water use and the protection of local water resources.

~~Conservation measures may include on site water reuse, water efficient landscaping and use of low flow appliances, among others. (Also see the Climate Change Element, Topic Area 4)~~

CD1.5 Require stormwater management techniques that minimize surface water runoff in public and private developments. Utilize low impact development techniques such as bioswales and other best management practices to manage stormwater. (Also see the Open Space and Conservation Element, Topic Area 3)

CD1.6 Encourage the adaptive reuse, rehabilitation and retrofitting of historic buildings in which the original use is no longer feasible. (Also see the Historic Resources Element, Topic Area 1)

CD1.7 Promote the application of sustainable building practices to the preservation of historic resources. (Also see the Historic Resources Element, Topic Area 1)

CD1.8 Require, to the extent feasible, that all new development include underground utilities to minimize their negative visual impact.

Implementing Actions

CD1.A Explore the possibility of establishing a design review process for new development and remodels throughout the City. Create adequate tools, including design guidelines and/or form-based codes, to inform decision-making and ensure high-quality, sustainable design that is compatible with and enhances community character. Consider formation of historic design review committee and/or policies.

CD1.B Adopt a Green Building and Landscaping Ordinance that establishes green building and landscaping site design standards customized to meet the unique climatic context of the community. Partner with third party agencies, such as PG&E, to encourage the inclusion of energy-efficient systems in remodels and retrofits of existing buildings and residences. Offer incentives for improving energy-efficiency in existing buildings. Landscaping standards should limit impervious paving and identify standards and incentives that encourage the use of locally-propagated native, low-water, drought-tolerant planting and integrated pest management practices.

Topic Area 2: Commercial and Industrial Areas

~~The Land Use and Growth Management Element identifies locations for different uses throughout St. Helena. Commercial and industrial areas are located along Main Street and adjacent streets.~~ The policies and actions detailed below provide guidance for the character of commercial and industrial uses. Commercial and industrial areas are located along Main Street and adjacent streets.

The Central Business District serves as the City's downtown and provides a variety of uses for residents and visitors. The district is characterized by historic buildings, an active pedestrian environment, street trees and other key defining streetscape elements, such as historic streetlights and special sidewalk treatments.

Other commercial and industrial areas are located along Adams Street, Main Street south of Sulphur Springs Creek and the areas surrounding Dowdell Lane and Vintage Avenue. In these service areas commercial, office and industrial land uses are less intense and often include on-site parking. Streets are typically two-lane and have minimal streetscape amenities.

As St. Helena's commercial and industrial areas continue to evolve, the following policies and actions will help create sustainable, pedestrian and bicycle-friendly environments that respect the historic character of these areas.

Policies

CD2.1 Maintain the character and identity of the downtown by emphasizing strong street definition, creating active front setbacks with outdoor seating, locating parking on the side and behind buildings and maximizing entrances and transparency on building façades.

CD2.2 Within industrial and commercial areas outside downtown, allow flexible front setbacks while encouraging transparent and accessible front façades and parking on the sides and backs of buildings.

CD2.3 Encourage distinction within and between buildings by varying roof lines and articulating building façades.

CD2.4 Ensure active and complete streets within commercial districts by providing sidewalk amenities, such as landscape buffers, berms, street trees, street furniture, outdoor dining, public art, signage and wayfinding.

CD2.5 Encourage property owners to improve façades and landscaping surrounding existing buildings through the implementation of beautification programs.

Implementing Actions

CD2.A Develop and implement design guidelines and/or form-based codes, to provide oversight

and guidance for new buildings and renovations. (Also see the following elements: Land Use and Growth Management, Topic Area 3; and Economic Sustainability, Topic Area 3)

CD2.B Require street tree plantings along the commercial streets east of Main Street to reflect Main Street's existing planting pattern, in order to provide visual continuity and to create a pleasant pedestrian environment.

CD2.C Install attractive and well-designed community amenities such as public restrooms, drinking fountains, benches, bicycle racks and trash and recycling containers in commercial districts. Ensure that community amenities are designed and installed to complement surrounding businesses and support the pedestrian-orientation of the street.

CD2.D Require businesses and structures to be of a **small** scale commensurate with existing older buildings in the CB and SC land use areas.

CD2.E Adopt and implement façade and landscape beautification programs to provide assistance to owners of existing properties. Explore potential programs, such as commercial façade improvement programs and [traffic calming](#) incentive programs.

Topic Area 3: Residential Neighborhoods

St. Helena contains several types of residential uses, including: single family units on large, rural lots; single family units on typical neighborhood lots; and attached medium-density units, including townhouses, condominiums and apartments. Various residential architectural styles can be found throughout the City that include favorable design components, such as front porches, abundant landscaping and façade articulation.

Streets within residential neighborhoods are often narrow, tree-lined and comfortable for pedestrians and bicycles. However, some streets, such as Starr Avenue, would benefit from a ~~narrower curb to curb width and~~ [median, planting berm or dedicated bike paths or](#) other traffic calming strategies.

The following policies and actions seek to ensure that as new residential development occurs, the City's neighborhoods will remain pedestrian and bicycle-friendly and will respect the historic [and agricultural](#) character of existing neighborhoods [and the other surrounding area](#).

Policies

CD3.1 Limit building envelope sizes and require adequate side and rear setbacks to preserve the character of existing residential areas and to avoid overbuilt lots. **Require future development to conform to the pattern and density of older, neighboring areas of town in order to complement existing town character and ~~ensure that densities are high enough to~~ protect against unnecessary incursion into vineyard agricultural areas.**

CD3.2 Ensure that new residential designs contribute positively to existing neighborhoods by complementing character and incorporating design features, such as front porches, façade

articulation and setbacks.

CD3.3 Encourage the use of landscaping and tree plantings as buffers between sidewalks and residential uses. Discourage the removal of existing trees. Support the adoption of a more comprehensive tree ordinance.

CD3.4 Ensure safe bicycle and pedestrian-friendly character on all residential streets. Consider retrofitting existing wide residential streets, such as Starr Avenue, with landscaped medians, wide sidewalks and adjacent Class I pedestrian and bicycle trails.

Implementing Actions

CD3.A Develop and implement residential design guidelines and/or form-based codes, to provide oversight and guidance for new buildings and renovations. (Also see the Land Use and Growth Management Element, Topic Area 2)

CD3.B Revise the ordinance language to limit lot coverage according to parcel size in residential areas in order to preserve neighborhood character, reduce adverse view and shade impacts on existing homes, improve groundwater infiltration, and avoid overbuilt conditions. At the same time, care needs to be taken that any ordinance revision does not impair the ability to build second units on existing lots where appropriate.

CD3.C Encourage the design and location of parking to minimize its appearance on front façades, locating it to the side or rear of the building, where feasible.

CD3.D Encourage property owners to install landscaping and tree plantings in front setbacks as a buffer between the sidewalk and residential uses.

CD3.E Require new development to include landscaping and street trees.

CD3.F Establish residential street guidelines that ensure a safe environment for families and children. Encourage traffic calming, street trees, wide sidewalks, and Class I or II bike lanes.

CD3.G Explore a reduction in parking requirements for residential uses.

Open space is a defining characteristic of St. Helena. Parks, greenways, vineyards and other spaces surround the City and are interspersed throughout its neighborhoods. Open space incorporates several uses including parks for recreation and passive activities, natural areas, plazas and agriculture. The City's open space layout provides a distinct connection to the City's agricultural heritage.

Within the Urban Limit Line, parks, natural areas, plazas, community gardens and agriculture should be maintained and expanded to preserve the community's sense of rural character. Outside the Urban Limit Line, development is restricted to protect open space, especially agricultural and natural areas.

In addition to the policies and implementing actions listed below, the Parks and Recreation and Open Space and Conservation elements provide additional goals, policies and actions related to open space.

Policies

CD4.1 Encourage the development of public spaces for formal and informal gatherings, such as plazas, seating and small performance areas.

CD4.2 Integrate open space, including parks, community gardens, natural areas and agriculture into the community to strengthen the connection to St. Helena's agricultural heritage and provide a sense of openness.

CD4.3 Support agricultural and low-intensity uses beyond the Urban Limit Line. (Also see the Land Use and Growth Management Element, Topic Area 1)

CD4.4 Integrate bicycle and pedestrian trails adjacent to open spaces to enhance connectivity throughout the City and the region. (Also see the Parks and Recreation Element, Topic Area 6)

Implementing Actions

CD4.A Require private development to incorporate appropriate public open space into site designs.

Gateways, edges and views throughout St. Helena create a sense of the City's rural character. Public views of the surrounding hillsides, Mount St. Helena, vineyards and older agricultural buildings provide valuable visual connections that strengthen the community's identity. Views are especially significant where agriculture is located along street edges.

Similarly, entries into the City provide important gateways that help establish St. Helena's sense of place. These gateways not only announce entry into the City, but also lend significance to the area. The northern gateway to the City from State Route 29, referred to as the "Tunnel of Elms," is attractive, with large, landmark trees lining the road. Historic winery structures and residences add character to this important City gateway. The southern entry is less pronounced, with service commercial uses, parking and limited landscaping adjacent to the highway.

The following policies and actions describe the importance and preferred character of gateways, edges and views within the City.

Policies

CD5.1 Preserve the visual and physical connection to agriculture by protecting views from streets, parks and open spaces to vineyards, agriculture and hillsides. Where new streets are extended adjacent to agriculture, encourage hillside and vineyard views by maintaining

agricultural activities at the road edge. Existing east and west entries should be maintained in their current appearance, protecting and improving views of vineyards and the surrounding hillsides wherever possible.

CD5.2 Use public streets or pathways to form the edge of developed areas, allowing views of open space from streets.

CD5.3 Ensure that key gateways into the City receive special, character-defining treatments and landscaping. Consider establishing landmark trees along the roads that serve as gateways to the City. New commercial development on Main Street south of the Sulphur Creek Bridge should be carefully designed to provide an appropriate gateway in to the downtown area.

CD5.4 Preserve and enhance the City's nighttime environment and quiet rural sounds of the night for residents and wildlife by limiting the negative effects of artificial lighting.

Implementing Actions

CD5.A Design and install a landscaping treatment for the northbound (State Route 29 from Chaix Lane north to Sulphur Creek) and westbound (from Silverado Trail west along Pope, and any future roadway segment from the Trail to downtown) gateways into the City. Consider a tunnel of trees similar to those located at the northern gateway.

CD5.B Adopt a dark sky ordinance to preserve the City's rural character by limiting the negative effects of light pollution on wildlife and community aesthetics. Develop lighting design guidelines for new development that mitigate light pollution while ensuring adequate nighttime security.

CD5.C New development shall not result in significant light, ~~and~~ glare and noise that could affect residents, visitors, and wildlife. Lighting shall be shielded to reduce glare and shall be cast downwards. Outdoor new lighting shall occur primarily for the purpose of security and safety. Upcast lighting shall be discouraged to minimize impacts on wildlife and to retain the agricultural ambience of St. Helena. All lighting shall conform to the Lighting Zone 2 requirements of Title 24 of the California Building Code.

CD5.D The City shall encourage the undergrounding of any new electrical lines required to serve new development. In addition, funding sources to underground existing electrical lines shall be sought so that undergrounding of existing overhead electrical lines can occur over time

CD5.E The City shall investigate the possibility of designating all or a portion of State Route 29 that passes through the City of St. Helena as a scenic highway under the State's scenic highway program.

Similar to many western cities, St. Helena's historic street pattern and layout is characterized by a traditional grid pattern, with variances that result from the intersection of railroad lines, creeks and regional roadways. As St. Helena grew during the latter part of the 20th century, a modified street pattern developed with wide curvilinear streets, cul-de-sacs, and fewer bicycle and

pedestrian connections. Future development presents an opportunity to enhance street, bicycle and pedestrian connectivity, in part by using the City’s historic grid street pattern.

In addition to the policies and actions listed below, the Circulation Element identifies goals, policies and actions related to street connectivity.

Policies

CD6.1 Ensure a connected ~~street~~ circulation system that maximizes pedestrian and bicycle connectivity.

CD6.2 Promote the inclusion of bicycle and pedestrian trails and bicycle lanes throughout the City, as well as connections to regional trail systems, such as the Napa Valley Vine Trail. (Also see the Parks and Recreation and Circulation elements for additional policies and implementing actions relating to bicycle and pedestrian trails and amenities.)

CD6.3 Require streetscape design that maximizes bicycle and pedestrian usage by providing safe and appropriately well-lit streets.

Implementing Actions

CD6.A ~~Use the City’s grid street pattern as the template for any future developing areas. Ensure that new streets logically extend existing street and infrastructure; facilitate~~ Facilitate the safe and efficient flow of pedestrian, bicycle and vehicular traffic. ~~enhance~~ Enhance and frame views of the hills and surrounding agricultural lands; and incorporate appropriate traffic calming features to support and complement the neighborhood environment.

Open Space & Conservation

8.1 Purpose of the Element

The Open Space and Conservation Element presents a framework for governing future decisions about how St. Helena will sustain ~~a healthy network of~~ open space and natural resources for today's residents, as well as future generations. It aims to protect, maintain and enhance St. Helena's natural resources and open spaces, while balancing ~~current~~ community ~~resource~~ needs with conservation ~~initiatives~~ to benefit the common good.

The Open Space and Conservation Element includes the following sections.

8.2 Open Space and Conservation in St. Helena. Identifies key open space and conservation ~~issues~~ areas and resources in St. Helena (p. 8-3).

8.3 Key Findings and Recommendations. Identify key findings and recommendations based on an existing conditions analysis and extensive community outreach (p. 8-16).

8.4 Goals. Defines overarching goals to guide policies and implementing actions (p. 8-19).

8.5 Policies and Implementing Actions. Identifies policies and implementing actions to protect the City's natural areas and resources and expand and maintain a comprehensive open space, and parks ~~and recreation~~ system (p. 8-20).

As a complement to the City's Open Space and Conservation Element, the Parks and Recreation Element includes detailed descriptions of existing parks and recreational facilities, as well as policies and implementing actions related to their programming and improvement.

8.2 Open Space and Conservation in St. Helena

St. Helena boasts many natural resources and environments that contribute greatly to its biological health and the high quality of life enjoyed by its residents. Within its City limits, St. Helena encompasses a mix of agricultural uses, urban development and wooded hillsides. It incorporates a diverse array of vegetation communities, including aquatic, grassland, chaparral, oak woodland, riparian woodland, coniferous forest, agricultural croplands and developed lands.

The Napa River defines much of the City's northern and eastern boundary, and its surrounding riparian corridor provides critical habitat for many plant and wildlife species. Two creeks, York Creek and Sulphur Creek, join the Napa River within the City limits to form an interconnected aquatic ecosystem.

St. Helena's diverse natural communities host a number of sensitive ecological and biological resources, including eight plant species and 32 wildlife deemed "special-status" species by the state and federal government. Special-status species are defined as plants and animals that are legally protected under the Endangered Species Act (ESA), California Endangered Species Act

(CESA), or other regulations, and species that are considered sufficiently rare by the scientific community to qualify for such listing.

Key special-status wildlife species known to occur within a five-mile radius of St. Helena include ~~the northern spotted owl (*Strix occidentalis caurina*), the bald eagle (*Haliaeetus leucocephalus*), and the northwestern pond turtle (*Clemmys marmorata marmorata*), as well as the central California Central Valley steelhead (*Oncorhynchus mykiss*) and the California freshwater shrimp (*Syncaris pacifica*).~~

- [The northern spotted owl \(*Strix occidentalis caurina*\);](#)
- [The bald eagle \(*Haliaeetus leucocephalus*\);](#)
- [The northwestern pond turtle \(*Clemmys marmorata marmorata*\);](#)
- [The central California Central Valley steelhead \(*Oncorhynchus mykiss*\);](#)
- [The California freshwater shrimp \(*Syncaris pacifica*\).](#)

In addition, the California Native Plant Society has identified a number of special status native plant species in the St. Helena area, including ~~the Napa false indigo (*Amorpha californica* var. *napensis*), the holly leaf ceanothus (*Ceanothus purpureus*) and the colusa layia (*Layia septentrionalis*). Clara Hunt's milk vetch (*Astragalus claranus*), a federally and state listed threatened plant species, is found in a limited number of locations just outside the City limits. Figure 8.3 outlines where special status species are known to exist in St. Helena. Tables 8.2 and 8.3 provide a list of special status plant and wildlife species known to occur or potentially occur in St. Helena.~~

- [The Napa false indigo \(*Amorpha californica* var. *napensis*\);](#)
- [The holly-leaf ceanothus \(*Ceanothus purpureus*\);](#)
- [The colusa layia \(*Layia septentrionalis*\);](#)
- [Clara Hunt's milk-vetch \(*Astragalus claranus*\), a federally and state-listed threatened plant species, is found in a limited number of locations just outside the City limits](#)

Conservation of Natural Resources

Creating effective policies to guide land use and open space planning is essential to conserving St. Helena's important natural resources. For instance, establishing policies and actions to protect wildlife corridors can help mitigate constraints to wildlife movement and migration posed by development, such as the loss of cover, fencing barriers, increased noise and the presence of domestic animals. Proactively addressing the need to protect wildlife habitat and migration corridors can have a broad impact on the area's biological diversity and the viability of local species. Moreover, ensuring that the Napa River and its tributaries flow continuously and function as a cohesive ecosystem will support the health of the City's aquatic species and riparian corridors, while providing additional support for local wildlife and contributing positively to the San Francisco Bay watershed.

Open Space for Outdoor Recreation

St. Helena seeks to make full use of its open space resources to support public recreation while protecting the integrity of its natural habitats. The City envisions developing a comprehensive, integrated open space system that includes parks, trails and open spaces to serve the needs of residents and visitors. In particular, it also seeks to improve circulation and create opportunities for residents to walk and bicycle safely throughout the City by locating multi-modal trails along [river](#), stream [and other water](#) corridors. These corridors are important open space amenities that can provide additional opportunities for public access and recreation.

Developing a multi-modal trail network along stream corridors can enable the City to increase the amount of open space acreage available to residents for outdoor recreation use. It can also provide opportunities to draw attention to the important role that the Napa River and its tributaries play in maintaining a high quality of life in the City. However, ensuring that these are designed and developed to protect critical riparian habitats and species is essential for the City to meet its long-term conservation goals.

The Open Space and Conservation Element contains goals, policies and implementing actions that seek to balance the City's commitment to protecting its natural resources with its desire to expand residents' access to open space amenities. As a complement to the City's open space and conservation policy framework, the Parks and Recreation Element includes detailed descriptions of existing parks and recreational facilities, as well as policies and implementing actions related to their enhancement moving forward.

Open Space, Conservation and Healthy Environments

Additional opportunities to both utilize and protect open space resources can be found in St. Helena's developed commercial and residential areas. For instance, street trees and urban forests, though not located in designated open space areas, increase habitat for local and migratory birds, contribute to improved air quality and provide shade. Expanding efforts to maintain and increase street trees can support the City's broader conservation goals.

~~Further water~~ [Water](#) conservation and habitat protection concerns result from soil contamination generated by industrial, agricultural, [commercial, residential](#) or other uses that produce or utilize hazardous substances. Incorrect handling or disposal of these substances can compromise St. Helena's water quality, particularly when stormwater runoff occurs on contaminated sites. By promoting the clean-up of contaminated sites, [ensuring new projects have environmentally responsible stormwater runoff systems, development practices](#) and strengthening outreach efforts to educate the public about proper use and disposal of hazardous materials, the City can bolster its citywide conservation efforts and meet its long-term goals.

8.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to open space and conservation. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

- St. Helena enjoys a wealth of open space resources, ranging from wooded hillsides and cultivated agricultural areas to stream corridors.
- ~~Many years of intensive use have adversely affected some of the City's natural resources.~~ Recent efforts by local wineries to institute sustainable agricultural practices have contributed to the improvement of these resources. Through continued cooperation with the local farming and winemaking communities, St. Helena can ensure that its abundant natural resources are sustained, the quality of life in the City is improved, and it can meet its long-term sustainability goals.
- St. Helena's natural areas provide important wildlife habitat for 18 special-status plant species and 19 special-status wildlife species. Urban encroachment and development have resulted in habitat loss and fragmentation. ~~Opportunities exist to~~ Protecting these lands can safeguard the City's and the region's natural rural heritage for future generations. As a City surrounded by mountains, streams, fields and agricultural lands, opportunities still exist to protect, restore and enhance the quality of these areas and ensure that they continue to support the area's extensive wildlife and native vegetation, particularly in the City's riparian corridors. ~~Protecting these lands can safeguard the City's and the region's natural heritage for future generations.~~
- The Napa River and its tributaries are key components of the City's open space network. The corridors surrounding these waterways provide important wildlife habitat and play an integral role in the City's natural flood protection ~~system~~. Preserving and protecting the Napa River, its tributaries and surrounding corridors is essential to maintaining these resources as healthy ecosystems, critical habitats and valuable open spaces.
- Agriculture is an essential part of St. Helena's history and identity. Agricultural lands comprise 42 percent of the City's incorporated area, with most acreage actively cultivated with vineyards. Preserving agricultural uses and protecting agricultural lands from urban encroachment are important steps to maintaining these highly productive and valuable open space resources.
- Creating a system of integrated parks and open space areas that serve the recreation needs of residents and visitors ~~will contribute positively~~ is essential to community well-being.
- Trees are an important part of St. Helena's ~~open space and~~ natural character. Trees ~~can~~ cool streets and public spaces, help control erosion, improve air quality and add to the aesthetics of the community. ~~Planting trees and preserving~~ Preserving the City's tree resources ~~can~~ while planting new trees will enhance the high quality of life enjoyed by residents.
- Heritage trees – encourage preservation – Tree City.

8.4 Goals

The goals of the Open Space and Conservation Element are:

Preserve, Enhance and Restore Natural Resources.

St. Helena is committed to preserving, enhancing and restoring its abundance of natural habitat, wildlife and open space resources.

Ensure Stewardship of Water Resources.

St. Helena is dedicated to promoting water conservation and ensuring its natural supply of water is properly managed and securely maintained, improving water quality.

Expand Sustainable Agricultural Practices.

St. Helena is committed to continuing and enhancing its agricultural traditions by encouraging promoting and reinforcing sustainable agricultural practices.

Create access opportunities to enjoy natural resources responsibly.

8.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. Natural Habitat and Biodiversity;
2. Open Space;
3. Water Quality Resource Protection and Conservation; and
4. A Healthy Living Environment.

The policies ~~mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together they~~ serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

Topic Area 1: Natural Habitat and Biodiversity

Policies

OS1.1 Preserve and enhance St. Helena's riparian corridors for their value in providing wildlife habitat, biodiversity, natural drainage and visual amenity.

OS1.2 Prohibit development, alteration and/or removal of native vegetation from riparian areas. Disallow invasive species that degrade habitat quality.

OS1.3 Protect and enhance contiguous corridors of riparian vegetation along the Napa River and its tributaries in order to support regional wildlife movement and enhance aquatic habitat.

OS1.4 Protect natural habitats that have the potential to support rare, endangered or special-status wildlife and plant species. Control invasive species that degrade habitat quality.

OS1.5 Restrict development of hillside areas in order to protect wildlife, vegetation, viewsheds and open space characteristics.

OS1.6 ~~Discourage~~ Manage invasive species that degrade habitat quality, especially along the Napa River and its tributaries.

OS1.7 Promote, encourage and require sustainable agricultural practices that are sensitive to natural habitat and do not harm wildlife.

Implementing Actions

OS1.A Develop and adopt an ordinance for the protection, restoration and enhancement of creek corridors. The ordinance should consider the following:

- ~~Establish setbacks to allow for all new development projects and replanted agricultural land to protect stream function and riparian habitat, while allowing for limited recreational uses, and access of the stream corridor for maintenance and flood control;~~
- ~~Restrict~~ Limit use of herbicides and insecticides associated with aquatic toxicity in areas near and adjacent to creeks, and ensure best environmental management practices for all developments and industries;
- Provide access for creek maintenance and public use through easements and cooperative agreements with landowners;
- Establish sufficient buffer width adjacent to waterways to allow for wildlife habitats, trails and greenbelts;
- Adhere to Living River Principles that allow the river to meander, ~~reconnect to~~ maintain its historic natural floodplain and retain natural channel features to support continuous fish migration and the health of riparian corridors;
- Encourage the use of bioswales, off-stream detention ponds and other green best practices for stormwater management-;
- Implement an Integrated Pest Management ordinance that includes provisions to minimize the reliance on pesticides that threaten water quality and to require the use of integrated pest management in municipal operations; and
- Incorporate relevant actions and performance standards in TMDL implementation strategies for the Napa River to control discharges of pathogens and sediment.

OS1.B Restrict development on open space-designated parcels along Sulphur Springs Creek west of the Crane Avenue Bridge. All development must be outside the stream corridor and structures must be set back from the creek's edge, consistent with California Department of Fish and Game standards. OS1.C Coordinate with the California Department of Fish and Game, the Living

Rivers Council, the Regional Water Quality Control Board and other federal, state and local regional agencies with regulatory authority for water quality, protected plant and animal species, and streams and wetlands to ~~develop standards and implement a program to~~ restore and maintain creek corridors.

~~OS1.D~~ OS1.C Coordinate with the California Department of Fish and Game, the Living Rivers Council, ~~and other regional agencies to develop standards and implement a program~~ the Regional Water Quality Control Board and other federal, state and local regional agencies with regulatory authority for water quality, protected plant and animal species, and streams and wetlands to restore and maintain creek corridors.

~~OS1.E~~ OS1.D Coordinate with the County, the California Department of Fish and Game and other regional agencies to augment water flow in the Napa River and its tributaries in order to enhance year-round fish habitat and minimize stagnation and pollution.

~~OS1.F~~ OS1.E Create a work plan for restoring sensitive habitat that has been degraded by agriculture or other past practices. Where applicable, encourage agricultural enterprises to participate in restoration efforts and in efforts to prevent further degradation.

~~OS1.G~~ OS1.F Create a set of guidelines for the protection of special-status species and sensitive natural communities. Guidelines can include appropriate survey methods consistent with the California Department of Fish and Game, the U.S. Fish and Wildlife Service, NOAA Fisheries and CEQA requirements.

~~OS1.H~~ OS1.G Require a biological assessment of any proposed project site where species or the habitat defined as sensitive or special-status by the California Department of Fish and Game, NOAA Fisheries or the U.S. Fish and Wildlife Service might be ~~present. Avoid present. To eliminate~~ potential impacts on sensitive resources as part of new development. ~~to the maximum extent feasible. Where complete avoidance is not possible, the project applicant must secure any required authorizations from jurisdictional agencies and provide adequate replacement mitigation to ensure there is no net loss in habitat acreage or values.~~

~~OS1.I~~ OS1.H Require all proposed projects adjacent to a creek corridor or located in the City's hillside areas to submit a management plan for protecting natural habitats, including provisions to:

- Employ supplemental planting and maintenance of grasses, shrubs and trees of similar quality and quantity to provide adequate vegetation cover to keep the watersheds on steep slopes and along streams in good condition, and to provide shelter and food for wildlife;
- Provide protection for wildlife habitat
- ~~Provide replacement habitat of like quantity and quality.~~

~~OS1.J~~ OS1.I Require new development to be sited to maximize the protection of native tree species, riparian vegetation, important concentrations of natural plants and sensitive wildlife habitat.

~~OS1.K Minimize~~ OS1.J Discourage and minimize the installation of deer fencing to maintain wildlife corridors and support regional wildlife movement.

~~OS1.L OS1.K~~ Require environmental review of new agricultural uses, including, but not limited to, farming, horticulture, floriculture and viticulture, animal husbandry and livestock farming. The environmental review shall ensure that no sensitive biological resources would be adversely affected. Viticulture review must include the replanting of existing vineyards in accordance with County regulations. ~~Establish a review process for vineyard replanting that is consistent with County regulations. The process should exempt projects with less than 5% slope, allow for ministerial review of projects with slopes between 5-15% and require a discretionary process for projects with slopes greater than 15%.~~

~~OS1.M OS1.L~~ Discourage removal of trees for agricultural or other development in hillside areas. Ensure Woodlands and Watershed restrictions are followed.

~~OS1.N OS1.M~~ Encourage local farmers to employ sustainable agricultural practices wherever possible. ~~Ensure that implementation measures contribute positively to the preservation of the creek and its corridor, potential effects on anadromous fish such as steelhead and Chinook salmon are fully addressed, adequate mitigation is provided for any potentially significant impacts, and that any required authorizations from resource agencies is secured prior to any in-channel disturbance.~~ Support agricultural activities that incorporate best sustainable agricultural management practices ~~related to sustainable agriculture~~, including participation in local programs such as the Napa Valley Vintners - Napa Green Program and the California Certified Organic Farmers certification program.

~~OS1.O Conduct a study to determine the most appropriate method for managing and mitigating the build-up of gravel in Sulphur Springs Creek to avoid the risk of flooding. Ensure that implementation measures contribute positively to the preservation of the creek and its corridor.~~

OS1.N Conduct a study to determine if the natural build-up of gravel in Sulphur Springs Creek will result in a high risk of flooding. Limit development to non-flood risk areas using FEMA's 200 year flood zone at minimum, and help educate existing development to be aware of flood risks and available State and Federal insurance opportunities.

~~OS1.P OS1.O~~ As part of new development, avoid disturbance to and loss of bird nests in active use by scheduling vegetation removal and new construction during the non-nesting season (September through January) or by conducting a preconstruction survey by a qualified biologist if vegetation removal and construction is initiated during the nesting season (February through August). Surveys for nesting birds will be conducted no earlier than 14 days prior to tree removal and/or breaking ground, 2) in the event that nesting birds are found, the project applicant will consult with CDFG and obtain approval for nest-protection buffers prior to tree removal and/or ground-breeding activities, and 3) nest protection buffers will remain in effect until the young have fledged.

OS1.Q OS1.P Avoid potential impacts on jurisdictional wetlands and other waters as part of new development to the maximum extent feasible. ~~Where complete avoidance is not possible, the project applicant must secure any required authorizations from jurisdictional agencies and provide adequate replacement mitigation to ensure there is no net loss in habitat acreage or values.~~

OS1.R OS1.Q Carry out as a sponsor agency, in partnership with the Army Corps of Engineers, the removal of the Upper Dam on York Creek sufficient to allow the passage of fish, especially Central California steelhead, a threatened species, and complete the restoration of historical fish habitat above the dam.

Topic Area 2: Open Space

Policies

OS2.1 Maintain agriculture as the mainstay of the local economy by preserving ~~agriculturally-designated~~ agricultural lands as an invaluable and irreplaceable open space resource. (Also see the Land Use and Growth Management Element for additional policies and implementing actions relating to agriculture.)

OS2.2 Preserve open space for mineral resources. Ensure compliance with State requirements in the preservation of known locations of mineral resources.

OS2.3 Preserve open space for recreational uses, including a bicycle and pedestrian trail system along creek corridors when compatible with riparian vegetation and wildlife habitat. Where possible, integrate stream corridors with trails and other recreational open space, provided that the vegetation, habitat value and water quality is not significantly impacted.

OS2.4 Ensure convenient public access between developed areas and stream corridors by providing access at frequent intervals.

OS2.5 Limit public access to habitat areas when public access will significantly impact the ~~value~~ sensitivity of the habitat area.

OS2.6 Support floodplain management strategies that ensure adequate open space for flood management consistent with Living River Principles, FEMA and State requirements at a minimum. (Also see the Public Health, Safety and Noise Element for additional policies and implementing actions relating to flood management.)

Implementing Actions

OS2.A Develop a bicycle and pedestrian master plan to establish alignments for proposed trails, design standards, amenities and phasing. Determine and pursue the appropriate funding mechanisms for initial improvements and the long-term maintenance of the trail system, such as a landscape assessment district, real estate transfer tax, transient-occupancy tax or bond measure.

(Also see the following elements: Circulation, Topic Area 2; and Parks and Recreation, Topic Area 6)

OS2.B Adopt a land dedication ordinance that requires developers to provide land and improvements, such as trails and re-vegetation, along both sides of ~~creek~~ water corridors as a condition of subdivision approval for areas adjacent or in the vicinity of St Helena waterways. The width of dedicated corridors should be established in consultation with the California Department of Fish and Game.

OS2.C Pursue easements to open space areas that do not have adequate access for maintenance and management purposes.

OS2.D Provide for open space opportunities by including passive and active public recreation areas within projects as they develop.

OS2.E Explore the possibility of public use or agricultural option of the wastewater treatment plant spray field in the form of trails and passive open space or other agricultural option.

Topic Area 3: Water Quality and Conservation

Policies

OS3.1 Promote stormwater management techniques that minimize surface water runoff in public and private developments. Utilize low impact development techniques to best manage stormwater through conservation, on-site filtration and water recycling, and ensure compliance with the National Pollution Discharge Elimination System (NPDES) permit.

OS3.2 Reduce stormwater runoff in developed areas to protect water quality in creeks. Incorporate sustainable low impact design features in the design of infrastructure.

OS3.3 Promote water conservation through the policies and implementing actions in Element 4 – Public Facilities.

Implementing Actions

OS3.A Manage stormwater runoff in compliance with the City’s Stormwater and Runoff Pollution Control Ordinance, Stormwater Management Standards for Construction and Post-Construction, and the Development Manual Stormwater Standards, to ensure compliance with the City’s NPDES permit. Implement a surface water quality monitoring program to evaluate the effectiveness of stormwater management program activities in reducing the discharge of pollutants to receiving waters to the maximum extent practicable.

OS3.B Prevent water pollution from point and non-point sources, including runoff from agriculture, through implementation of ~~required Best Management Practices~~ City adapted best management practices in applicable permits, ~~TMDLs~~ Total Maximum Daily Load (TMDL), and

the Plan for California's Nonpoint Source Pollution Control Program. Continue to adopt new and more effective and efficient best practices and programs.

OS3.C Minimize stormwater runoff and pollution by encouraging low impact design features, such as pervious parking surfaces, bioswales and filter strips in new development projects. The City should be a model for incorporating low impact design elements as it implements streetscape and landscape improvements. In addition, The City should retrofit the existing public landscape with natural vegetative coverings or drainage systems that promote infiltration into the ground that can help detain stormwater and reduce pollution attributable to runoff. (Also see the Community Design Element, Topic Area 1)

OS3.D ~~Create~~ Maintain the City's water management program a program for implementing water conservation efforts for households, businesses, industries, public infrastructure and agricultural activities. This program ~~should~~ could include the following measures:

- Identify building, plumbing and landscaping standards and technologies that conserve water during water shortages;
- ~~Restrict water usage through metering or establishing designated watering days for the City's residences and businesses;~~
- Implement standards that require low-flow appliances and fixtures in all new developments; and
- Encourage and model the use of drought tolerant and native vegetation in landscaping.

OS3.E Promote ~~household and business participation in the City's efforts to increase~~ the installation of drought tolerant and native plants in landscaping throughout the City. Potential measures include:

- ~~Launching a citywide publicity~~ An education program that details water conservation measures for use in local landscaping;
- ~~Creating a City-sponsored demonstration garden that highlights water-wise landscaping and plant selections and sustainable gardening practices; and~~
- Working with local nurseries to encourage education, demonstration and sales of drought tolerant and native plants, and water-wise irrigation systems. (Also see the Public Facilities and Services Element for additional policies and implementing actions relating to water conservation);
- Require City parks and properties to be landscaped with drought tolerant native plants that allow for high shade capacity wherever possible, and use water-wise irrigation systems as a model for residents and businesses.

OS3.F Provide appropriate permitting documents for project applicants requiring coverage under the Statewide National Pollutant Discharge Elimination System (NPDES) General Construction and Industrial Permits.

Topic Area 4: A Healthy Living Environment

Policies

OS4.1 Protect and enhance tree resources in developed and undeveloped areas. Efforts ~~may~~ should include: adequate maintenance of street trees; requiring replacement trees where existing significant trees cannot be saved; and requiring street trees as a condition of new development.

OS4.2 ~~Promote~~ Encourage the clean-up of contaminated sites to protect the environment and public well-being.

OS4.3 Promote best management practices¹ ~~to protect~~ that encourage protection of soil, groundwater and surface water resources from industrial, agricultural and other uses that produce or dispose of hazardous or toxic substances.

Implementing Actions

OS4.A Establish an urban forestry program to ensure a coordinated and comprehensive approach to maintaining and increasing the City's trees. ~~Monitor and enforce compliance with program guidelines.~~ Key program aspects will include the following:

- A master tree list to guide the choice of tree varieties;
- A tree planting program to ensure that new trees are planted regularly;
- A tree maintenance program to ensure that existing trees are healthy and pruned;
- A tree inventory to create a comprehensive listing of the City's trees and tree-related needs;
- A Tree Committee to oversee the implementation of the urban forestry program and approval of tree removals;
- A landmark tree list that identifies trees that require additional protection from damage and/or removal; and
- Appropriate Heritage tree deed restrictions

OS4.B Until implementation of the City-sponsored urban forestry program occurs, continue to use the Master Street Tree List as a guideline for all street tree plantings.

OS4.C Develop and adopt a Tree Ordinance for the purpose of protecting trees and identifying replacement trees. In coordination with an urban forestry program, existing, significant trees should be integrated into future development. In cases where existing trees cannot be saved,

¹ Best Management Practices (BMP) is a term used in the United States and Canada to describe a type of water pollution control. Historically the term has referred to auxiliary pollution controls in the fields of industrial wastewater control and municipal sewage control, while in stormwater management (both urban and rural) and wetland management, BMPs may refer to a principal control or treatment technique as well.

require the planting of replacement trees consistent with guidelines included in the Master Tree List.

OS4.D Create City nursery program to enhance native species for preparation and planting throughout the city.

OS4.E Create a ~~citywide program~~ city wide education opportunity for residents, businesses, industries and agricultural uses ~~that provides to obtain~~ information on pollution prevention, disposal of hazardous waste and chemicals, liability and clean-up.

OS4.F Create a remediation plan ~~to identify the location and extent of contaminated sites in St. Helena and develop a strategy to encourage property owners to address any necessary clean up.~~ The plan which will include a comprehensive site identification, inventory and prioritization schedule, as well as a strategy for coordinating with State and Federal agencies, as necessary to identify the location and extent of contaminated sites in St. Helena.

Public Health, Safety and Noise

9.1 Purpose of the Element

The Public Health, Safety and Noise Element presents a framework for minimizing risks posed by environmental and human-caused hazards that may impact St. Helena residents' health and welfare. The Public Health, Safety and Noise Element aims to ensure that St. Helena's residents, workers and visitors are protected from negative exposure to flooding, fires, hazardous materials, air pollution and geologic and seismic hazards.

The Public Health, Safety and Noise Element includes the following sections.

9.2 Public Health, Safety and Noise in St. Helena. Summarizes key issues related to the public health and safety of St. Helena residents (p. 9-3).

9.3 Key Findings and Recommendations. Identifies key findings and recommendations based on an existing conditions analysis (p. 9-19).

9.4 Goals (p. 9-24). Defines overarching goals to guide policies and implementing actions.

9.5 Policies and Implementing Actions. Identifies policies and implementing actions to minimize hazards and risks to life and property (p. 9-25).

9.2 Public Health, Safety and Noise in St. Helena

St. Helena is surrounded by natural beauty, hillsides, vineyards and waterways. While they are great assets, these natural features can present risks due to flood, fire, geologic and seismic hazards. In addition, human-caused risks, such as hazardous materials, air pollution and unhealthy noise levels can also pose risks to community health and safety. Effective planning to prepare for and mitigate the adverse effects of these natural and human-caused risks can help ensure that St. Helena maintains a high level of safety for its residents. Following is a discussion of the various risks facing St. Helena, and ways for the City to anticipate and manage their potential impacts.

FLOODING

The Napa Valley near the Napa River and along some of its tributaries is prone to flooding. The Napa River flows are largely influenced by precipitation. The peak flows generally occur in January and February. Some of the worst flooding in the immediate area of St. Helena has occurred in December and April, especially in and around Vineyard Valley, which is near the confluence of Sulphur Creek and the Napa River.

Flood hazards also exist in the York Creek and Sulphur Creek Watersheds in St. Helena. During the 2005 New Year's Eve storm event, flooding from York Creek significantly impacted residential and industrial properties, including buildings located on the properties of Beringer Winery and the Culinary Institute. The Beringer water treatment plant flooded and ponds

overflowed into the creek. In addition, the creek flooded vineyards on both sides of its corridor, downstream of State Route 29 to the Napa River.

Flood hazards in the Sulphur Creek watershed are due primarily to channel bed aggradation in the lower reach where gravel mining was historically conducted. Sulphur Creek continues to supply and deposit substantial amounts of sediment in this reach. Consequently, the increased volume of sediment currently stored in the channel decreases the volume available for floodwater, potentially causing an increased flood hazard locally and within the City of St. Helena. Further study needs to be done of the Sulphur Creek area in order to prevent future flooding and to protect habitat for steelhead and salmon.

Recently, the City collaborated with the Napa County Board of Supervisors and the Napa County Flood Control District to study the Napa River's hydraulics between Deer Park Road and Pope Street. The resulting study identified the need for an extension of the 100-year floodplain beyond the areas previously identified by the Federal Emergency Management Agency (FEMA). Figure 9.1 identifies areas that fall within the City's 100-year (one percent) and 500-year (0.2 percent) floodplain; as identified by the Federal Emergency Management Agency (FEMA) in 2009. Figure 9.2 includes areas in and around St. Helena that would be inundated in the case of dam failure.

Comprehensive Flood Control and River Restoration Project

The City is nearing completion of a Comprehensive Flood Control and River Restoration Project north of the Pope Street bridge and on the west side of the Napa River. The purposes of this project is to protect residential property in the floodplain from the 100-year storm events and restoring the Napa River and its surrounding habitat. It is anticipated that the project will be completed in late 2010.

The project is designed to protect approximately 470 homes, including the Vineyard Valley Mobile Home Park and the Hunt's Grove Apartment Complex, that are located in a FEMA-designated flood zone. The project site is about 36 acres. The project planning began in 2000, with actual construction starting in May 2009. Phase I of the project consisted of construction of a levee, along with a storm drain bypass and other related infrastructure improvements. Phase II, the final phase of the project, includes construction of a floodwall that is roughly eight feet high where it is anchored to the levee. The floodwall gradually reduces in height as it continues south along the Napa River to the confluence of the river and Sulphur Creek. It then turns to the west and continues along Sulphur Creek, terminating at Paseo Grand Avenue. The wall is about three and a half feet high at its terminus. The total project cost is about \$32 M, with the cost of construction at about \$7.5 M.

To balance the removal of land from the floodplain, the area known as "lower terrace B" has been cut down significantly and widened to accommodate the large flood flows. In Phase II, this terrace will be cut down to the level of the Napa River and will be able to carry significant amounts of flood water, should it become necessary.

The second half of this \$7.5 M project is the continuation of the flood wall around Vineyard

Valley and habitat restoration in the “upper terrace B”. The proposed habitat restoration is a critical element of the overall plan, and will include the installation 40,000 plantings and anchoring of fallen trees into the terrace. This project also includes maintenance conducted according to a maintenance plan, irrigation and development of a pedestrian interpretive trail.

GEOLOGIC AND SEISMIC HAZARDS

Although St. Helena is located in a seismically active region, there are no known active faults located in the City (see Figure 9.3). Thus, the primary geologic hazards of concern are those that could result from excessive shaking effects stemming from earthquakes elsewhere in the region. For instance, a large event in the area could result in liquefaction in the City’s low-lying areas, and its sloped hillsides may be prone to landslides and debris flow (see Figure 9.4). Landslide concerns have arisen in response to development pressures in the City’s upland areas, which have often required the removal of trees and vegetation, and have left some hillsides susceptible to erosion and landslides during heavy rains. In order to minimize the risks of injury and property damage due to landslides and erosion, St. Helena can implement policies to restrict development in the hillside areas and require prompt re-vegetation on slopes prone to instability. The use of best management practices during construction can also limit erosion and the risk of landslides.

AIR POLLUTION AND HAZARDOUS MATERIALS

Mitigating the public health and safety risks caused by air pollution and hazardous materials requires changing human behavior. Air pollution resulting from auto exhaust, tobacco smoke and dust creates unhealthy air conditions for residents and can pose particular threat to sensitive populations, such as children and older adults. Implementing measures to reduce auto trips, tobacco smoke exposure and construction-related dust can help St. Helena reduce residents’ contact with air pollution. Mixed-use development patterns, facilities to encourage bicycle and pedestrian commuters, incentives to install solar panels are just a handful of ways that St. Helena can help improve regional air quality.

The Bay Area Air Quality Management District (BAAQMD) is the public agency responsible for regulating stationary sources of air pollution in Napa County and the other eight counties surrounding San Francisco Bay. BAAQMD monitors air quality in the nine-county area and reports annually on County pollutant concentrations for comparison to state and national health-based ambient air standards.

The transportation sector, and primarily mobile sources, are the most significant source of air pollution in California. Senate Bill (SB) 375, approved by the Governor on September 30, 2008, seeks to reduce greenhouse gas emissions—and, consequently, other pollutants—from mobile sources by integrating land use and transportation planning at the regional level. (For a more detailed discussion of SB 375 and related opportunities see the Climate Change Element.)

Similarly, hazardous materials used by local businesses are often transported on the City’s roadways and found present in smaller quantities in private homes in the form of solvents, cleaning fluids and other substances. Implementing policies to improve the safe use, transport

and disposal of these materials can be instrumental in avoiding environmental contamination and human health impacts.

NOISE

Noise is a sound which is unhealthful or unwanted. It can be a man-caused public health hazard which includes excessive, intrusive or objectionable noises that disrupt daily life. Noise has been tied to physiological effects ranging from hearing loss, high blood pressure, and sleep disturbance, to communication interference, and general interruption and annoyance of normal daily activities. Definitions of acoustical terms used in this discussion are listed in Table 9.3.

Land uses have different levels of compatibility relative to noise, and the State of California mandates that general plans include noise level compatibility standards for the development of land as a function of a range of noise exposure values (see Table 9.1).

The ambient noise environment in the City of St. Helena is notable for being extremely quiet, especially in the evenings and at nighttime. With the exception of Main Street (State Route 29) and major collector roadways, the noise environment can be characterized as being that of a quiet rural setting. During the night the entire community is extremely quiet. Residential areas, away from collector streets are shielded from highway and collector noise and register very low background sound levels typically in the range of 20 to 25 dBA.

Sleep disturbance and the annoyance of sound not only depend on the absolute sound level of a noise source but are related to the magnitude of the noise above that background sound levels present. This means that in particularly quiet rural environments, the control of extraneous, intrusive and annoying noise sources is important to maintaining the public health and a quality living sound environment expected in a rural area.

The land use compatibility standards of Table 9.1 relate transportation noise impact to development of different property uses. The major transportation noise source is Highway 29 and a few collector streets within the city. Figure 9.5 references the location and results of noise measurements conducted as part of the General Plan environmental review process.

Other sources which are intermittent and generally inconsequential to the noise environment are over-flying commercial aircraft at high altitudes, and small general aviation and helicopter flyovers. The Wine Train has an average of two trips to St. Helena per day, and emits a loud horn at crossings along with the low frequency rumble of the diesel engines. Maximum interior intermittent noise level criteria for public-use facility receptors are given in Table 9.3.

In an effort to protect residential areas from intrusive and annoying noise in excess of the low background sound levels which exist in these areas a standard is provided in Table 9.4 which defines the impact of intrusive noise for residential receptors. This standard is specific to the residential areas within St. Helena and regulates the amount of noise a specific sound source can emit relative to the typically low residential background sound levels.

Stationary noise sources which are typical in St. Helena relate to its agricultural activities, street

sweeping and garbage/recycling pickup in the early morning, and the gravel processing operations at Harold Smith and Son, Inc. along Sulphur Creek. Noise impacts related to agricultural activities include noise from wind machines, tractors and sulphur blowers which are employed in the spring in the early hours of the morning. Finally, the City has sirens at two locations associated with the Fire Department. These sound on an average of two to three times per day, with approximately half of them occurring during nighttime hours.

Noise concerns in St. Helena include enforcement and regulating new development, particularly commercial, to limit noise impacts on noise-sensitive uses such as residential areas. Of particular concern is the need to accommodate noises related to agricultural production under the city's right-to-farm provisions. The City can apply good neighbor policies through promoting communication between agricultural and winery activities and nearby residential locations.

FIRE

Lastly, key human-caused public health and safety hazards affecting St. Helena include structural fires, wildfires and other disasters that require advanced planning. Fires occurring in the heavily-wooded hillside areas can be difficult for firefighters to address due to traffic congestion on City streets, particularly when emergency vehicles must travel on or across State Route 29. Furthermore, traffic congestion can pose important challenges to St. Helena's collaboration with neighboring municipalities and agencies seeking to establish and implement regionally coordinated disaster planning for police, fire and emergency medical services. The City can work with local, regional and state agencies to address key traffic-related concerns on State Route 29 and County roads to ensure that adequate levels of fire protection are maintained, particularly on hillsides and in fire-prone areas, and to support regional collaboration for disaster preparedness.

9.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to public health, safety and noise. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

Flooding

- Flooding in Napa County generally occurs within the low-lying Napa Valley floor. Between 1961 and 1997, flooding resulted in approximately \$540 million in property damages. St. Helena experienced three major flood events in 1986, 1995 and 2005 that caused an estimated combined total of \$~~54~~ 95.6 million in damages in the City.
- The flood history of York Creek suggests that it is not of adequate size to convey larger storm events. During the 2005 New Year's Eve storm event, flooding from York Creek significantly impacted residential and industrial properties. The Beringer water treatment plant flooded and ponds overflowed into the creek. In addition, the creek flooded vineyards on both sides of its corridor, downstream of State Route 29 to the Napa River.
- Until 2002, an aggregate mining operation, now discontinued, removed approximately 40,000

to 50,000 cubic yards of material from Sulphur Creek annually. Further study is needed to determine how aggregate buildup at Sulphur Creek may affect flooding issues in the area.

- In response to historic flood dangers, the City joined regional flood hazard planning efforts to study the Napa River's hydraulics and the potential need to designate additional lands as part of the 100-year floodplain. This also prompted a Flood Protection Project in the City to address additional flood-related concerns and mitigation measures, including floodwall and levee construction, terracing of the Napa River to accommodate greater flow, habitat restoration and development of an interpretive nature trail.
- Portions of St. Helena's residential, commercial and winery industrial areas are located within or near the 100-year floodplain. Implementing infrastructure and drainage plans to protect these areas, in compliance with state and federal requirements, is essential to ensuring the safety of residents and businesses. Moreover, restricting new development within the floodplain and prohibiting development in the floodway can minimize additional flood hazards and the need for further mitigation measures.

Seismic and Geologic Activity

- St. Helena is located in a seismically-active region, with seismic activity primarily related to movements in the San Andreas Fault Zone (SAFZ). Although there are a number of active faults in the region, there are no known active faults in St. Helena.
- Local earthquake hazard mapping suggests that a magnitude 7.9 or greater earthquake on the San Andreas Fault, or a 6.5 magnitude event on the West Napa Fault, could result in strong shaking in the City. As a result, St. Helena's susceptibility to liquefaction ranges from low in the upland areas west of downtown, to very high along the Napa River. United States Geological Survey (USGS) maps indicate that slope stability and landslide issues exist in St. Helena's upland areas, and a major earthquake event could result in significant debris flow.
- By limiting the type and scale of new development in hillside areas, the City can limit the potential for property damage and loss of life as a result of major seismic activity. In addition, complying with the Universal Building Code (UBC) and adopting other standards for building safety along with emergency response disaster planning will help minimize the impacts of seismic and geologic disasters.

Air Pollution and Hazardous Materials

- The transportation sector is the largest generator of air pollution emissions in the County, with mobile sources – automobiles and trucks – providing the greatest level of emissions. A 2006 Bay Area Air Quality Management District (BAAQMD) report indicated that approximately 55 percent of GHG emissions in Napa County resulted from mobile source emissions. Mobile emissions are a significant source of other pollutants, as well, including carbon monoxide and particulate matter.
- The development of a Climate Change Element for the St. Helena General Plan is an

important step forward in contributing to the effort to improve regional and local air quality. Napa County's Communitywide Climate Action Plan and the Climate Change Element provide a strategic policy framework to reduce greenhouse gas emissions and reduce air pollution derived from its multiple sources.

Noise

- The primary source of noise in the community stems from motor vehicle traffic and commercial activity, particularly in areas near major roads, such as State Route 29. Mitigating traffic noise can be difficult, particularly the noise generated along State Route 29 throughout the day. However, the City can adopt noise standards to address more infrequent noise sources, such as those related to off-hours delivery, commercial loading and unloading, and leaf blowing devices.
- Intrusive noises, such as those generated by passing trains and aircraft, periodically occur in St. Helena. There are few industrial noise sources in St. Helena. Agricultural operations generate noise on a seasonal basis, but should be considered acceptable according to local right-to-farm policies.
- Encouraging the regular communication of planned agricultural activities to surrounding residents can help address potential conflicts relating to noise compatibility. In addition, adopting noise compatibility standards for land uses will minimize the impacts of intrusive noise sources.

Fire and Emergency Response

- St. Helena's volunteer fire department provides fire protection services for wildland and structural fires within the City limits and in nearby unincorporated areas of Napa County. Although service levels within the City are generally adequate, the heavily-wooded and frequently dry hillside areas could create significant challenges for firefighters.
- By limiting the type and scale of new development in hillside areas, and requiring sufficient road widths and turning radii to accommodate emergency response vehicles, the City can limit the potential for property damage and loss of life due to fires.
- Traffic congestion can adversely impact emergency response time in St. Helena, particularly when emergency vehicles must cross State Route 29. The City can work with emergency response providers to create solutions that address traffic-related emergency response challenges.

9.4 Goals

The goals of the Public Health, Safety and Noise Element are:

Maintain High Levels of Health and Safety.

St. Helena is committed to maintaining high standards of environmental health and safety through anticipation and preparation for potential natural and human-caused hazards.

Effectively Coordinate Responses to Emergencies and Natural Disasters.

St. Helena is dedicated to protecting residents, businesses and the environment through efficient local emergency response efforts and effective coordination with regional, state and federal agencies.

9.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. Air Quality;
2. Noise;
3. Seismic and Geologic Hazards;
4. Fire and Hazardous Materials;
5. Flood Hazards; and
6. Disaster Planning

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together, they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

Topic Area 1: Air Quality

Policies

PS1.1 Achieve and maintain clean, healthy air for the residents of St. Helena to preserve environmental quality and community health.

PS1.2 Support regional efforts to achieve and maintain state ambient concentration standards to protect public health, reduce adverse industrial plant effects and enhance the visual environment. In particular, provide local support for implementation of policies and measures set forth in the Napa County Congestion Management Program.

PS1.3 Encourage effective regulation of those sources of air pollution, both inside and outside of St. Helena, which affect air quality, by implementing as many of the recommendations of the Napa County Congestion Management Plan as is feasible.

PS1.4 Promote balanced land use development that minimizes cumulative air quality impacts from proposed developments.

Implementing Actions

PS1.A Minimize local adverse air quality impacts related to construction by requiring dust abatement procedures for local projects.

PS1.B Develop an area bicycle plan and bicycle and pedestrian-related facilities (including bicycle storage racks). To create a meaningful alternative to automobile usage for short trips, bicycle paths should connect home-to-work or home-to-local shopping locations. Link neighborhoods and commercial areas on a bike path system and encourage bicycle travel.

PS1.C Encourage the use of EPA-approved wood stoves or fireplace inserts, rather than fireplaces, as a means of reducing emissions into the air.

PS1.D Review project proposals for their potential to generate hazardous air pollutants.

PS1.E Develop guidelines for locating new sensitive uses, including residences, schools and childcare facilities, away from air pollutant sources. The guidelines can include measures to mitigate air emissions from existing sources, as well as to design buildings to prevent exposure.

PS1.F Encourage and support regional efforts to use alternative modes of transportation.

PS1.G Develop a citywide network to help commuters arrange carpools, including online coordination capabilities and designated areas for parking and pick-up.

PS1.H Adopt the thresholds of significance contained in the Bay Area Air Quality Management District's (BAAQMD) Guidelines for Assessing the Impacts of Projects and Plans for determining the significance of project impacts under the California Environmental Quality Act.

PS1.I Develop an ordinance to restrict exposure to environmental tobacco smoke in new and existing multi-unit dwellings, public events and outdoor areas, such as parks and playgrounds.

PS1.J Adopt a voluntary, employer-based transportation demand management (TDM) program for St. Helena businesses in compliance with the BAAQMD's 2000 Clean Air Program (CAP). Components of a TDM program should include measures to reduce the use of single-occupancy vehicles for work-related commuting, such as carpool/vanpool matching services and employer-sponsored transit passes.

Topic Area 2: Noise

Policies

PS2.1 Preserve the current low levels of noise in St. Helena to maintain the City's rural atmosphere.

PS2.2 Maintain a citywide environment that balances various City objectives while minimizing the impact of highway, railroad and industrial noise. The City should manage both indoor and outdoor noise levels to protect health and safety. A combination of noise standards and existing noise levels should be used to determine impacts and mitigation measures.

PS2.3 Minimize potential noise impact conflicts between land uses by regulating incompatible

land uses. Encourage noise-generating uses to reduce their impacts while promoting land use patterns that avoid conflicts. Employ compatibility guidelines, interior noise level criteria, the City's noise standards and noise contour maps to determine the compatibility of land uses.

PS2.4 Require a reduction and/or control of the use of machinery, mechanical systems and other noise-making equipment and sources in and near residential areas where the noise impacts would be considered intrusive to adjacent residential property, unless consistent with the right-to-farm.

Implementing Actions

PS2.A Consider the environmental impact of transportation-related noise and other noise sources in the review of any new projects and approval of subdivision plans and requests for changes in the zoning ordinance.

PS2.B Enforce the Land Use Compatibility Standards presented in the State of California's General Plan guidelines when siting new uses. These standards identify the acceptability of a project based on levels of noise exposure.

PS2.C Enforce Title 24 Standards for all new residential construction.

- An interior maximum noise level of LAdn-45 dBA in all habitable rooms for all dwelling units;
- A maximum allowable interior noise level for bedrooms of an hourly LAeq-35 dBA;
- A maximum noise level of LAdn-60 dBA for residential exterior activity areas;
- If interior noise standards are met by requiring windows to be closed, cooling and outside air exchange must also be provided in the building's design.

PS2.D Require an acoustical study, prepared by a qualified acoustical consultant for:

- All proposed projects that are likely to be exposed to noise levels greater than the standards;
- All proposed projects that would generate noise where impacts on other uses would be greater than the standards;
- Any project exposed to outdoor noise at or above a day-night average sound level (Ldn) of 60 or for any noise source that could create such outdoor noise levels for adjacent uses; and
- Any project exposed to or that creates noise which may exceed the adopted City standards.

PS2.E Require new developments to implement noise mitigation measures when built in close proximity to noise sources, such as State Route 29 and the railroad tracks. These developments should consider the exterior and interior noise environment.

PS2.F Require construction operations to use noise suppression devices and techniques and limit noisy construction activities that can be heard at the property line to the least noise-sensitive times, as per the City's noise ordinance.

PS2.G Include appropriate noise attenuation techniques in the design of all new arterial streets. Such techniques would include the use of site planning, building orientation, buffer distances and the use of correctly-engineered acoustical barriers and berms where necessary. Adopt the noise standard for intrusive noise at residences given in Tale 9.5.

PS2.H Amend the City's noise ordinance to regulate intrusive noise sources, such as the use of machinery and equipment, leaf blowers and other landscaping and property maintenance devices, animals, vehicles and motorcycles, and idling buses or trucks in or near uses sensitive to noise.

PS2.I Incorporate right-to-farm legal provisions relative to noise in all newly-created deeds where agricultural activities may pose noise impacts in the future. Require similar verbiage in deeds for properties similarly impacted by the Harold Smith & Son gravel plant operations.

Topic Area 3: Seismic and Geologic Hazards

Policies

PS3.1 Minimize risk of injury, loss of life and property damage from seismically-induced and other known geologic hazards.

PS3.2 Restrict the intensity of development and the level of landform alteration in the hillside areas in order to minimize the potential for slope failure.

PS3.3 The required soils and geologic reports for new development shall include geotechnical analysis for construction in areas with potential geological hazards and/or for purposes of environmental analysis. The analysis shall investigate all potential geo-hazard issues for the site where there is substantial evidence of a potential risk.

PS3.4 Geologic reports for new development shall describe hazards and include mitigation measures to reduce risks to acceptable levels. Where appropriate, an engineer's or geologist's certification shall be required stating that risks have been mitigated to an acceptable level.

Implementing Actions

PS3.A Require a soils and geologic report to be submitted for new construction prior to the issuance of grading and building permits and the submission of final maps.

PS3.B Prohibit any development—including any land alteration, grading for roads and structural development—in areas of slope instability or other geologic concerns until mitigating measures are taken to limit potential damage to levels of acceptable risk.

PS3.C Require prompt re-vegetation of development areas on slopes prone to instability. Use native and drought-tolerant plant species for landscaping on slopes where excess watering might induce landslides and/or erosion.

PS3.D The City shall rely upon the most current and comprehensive geological hazard mapping available in the evaluation of potential seismic hazards associated with proposed new development.

PS3.E All development and construction proposals shall be reviewed by the City to ensure conformance to applicable building standards. Recommendations of the geotechnical analysis shall be implemented.

Topic Area 4: Fire and Hazardous Materials

Policies

PS4.1 Maintain a transitional zone around industrial areas to protect the health and safety of residential neighborhoods.

PS4.2 Limit development in hillside areas where wildfire hazard is high to very low-intensity, or maintain them as open space in order to prevent the loss of lives, injuries and property damage due to wildfires.

PS4.3 Protect St. Helena residents from health and safety impacts related to the use, storage, manufacture and transport of hazardous materials.

PS4.4 Discourage new uses that rely extensively on the use of hazardous materials.

PS4.5 Facilitate communication and education about fire safety, non-point source pollution, household hazardous waste disposal and recycling opportunities.

PS4.6 Ensure that all streets and roads are adequate in terms of width, turning radius and grade in order to facilitate access by City firefighting apparatus, and to provide alternative emergency routes of ingress and egress.

Implementing Actions

PS4.A Designate areas in St. Helena that are prone to fire hazards and make this information available to the community.

PS4.B Develop an ordinance to regulate development and building methods and materials used in fire-prone areas. Integrate best practices in fire resistance for all new and remodeled structures. Continue to require fire-resistant building materials and automatic sprinkler systems to be used in all new structures located in these areas.

PS4.C Require all structures in high wildfire hazard areas to maintain a clearance of flammable vegetation away from structures, and to use fire-resistant ground covers. The minimum clearance distance should be 30 feet.

PS4.D Require all new development to meet the minimum fire flow rates specified by the City's Fire Code.

PS4.E Require all new development plans to be approved by the Fire Department prior to the issuance of building permits, grading permits or final map approval.

PS4.F Develop a program to inform and educate the community about potential risks, resources and roles and responsibilities for addressing fire safety in St. Helena. Inform residents of homes adjacent to public lands of their responsibility to provide fire breaks adjacent to their homes.

PS4.G Review all new development proposals for their potential to introduce the production, use, storage and/or transport of hazardous materials, and require reasonable controls on such materials.

PS4.H Develop a Hazardous Materials Response Plan that includes guidelines, protocols and strategies to respond to a local hazardous materials spill.

PS4.I Strengthen regulations for the safe production, transport, handling, use and disposal of hazardous materials that may cause air, water or soil contamination. Require buffers for operations which handle substantial amounts of hazardous materials. When siting new facilities or expanding existing facilities, require buffer zones between hazardous materials facilities and residential uses, parkland, trails and open space facilities.

PS4.J Develop and launch a citywide education campaign to encourage the use of green products in order to reduce non-point source pollution. Target efforts towards the reduction of household chemical use and hazardous waste disposal.

PS4.K Require environmental assessments during the planning for development in areas previously used for agricultural, commercial, or industrial uses. Remediation of identified contamination that may result in health risks to construction workers and future owners and users shall be required prior to approval of construction, demolition, and grading permits for development.

Topic Area 5: Flood Hazards

Policies

PS5.1 Minimize the risk to people, property and the environment caused by flooding hazards. Ensure that new development is sited to minimize potential damage from a 100-year flood. Continue to require that any new development that is allowed within the floodplain is constructed so that the lowest floor elevation adheres to current FEMA standards. Prohibit the siting of uses within Flood Hazard Areas that could result in health and safety hazards due to the release of chemicals or other substances as a result of inundation or erosion.

PS5.2 Ensure that new development within the 100-year floodplain is properly graded to mitigate flood effects and does not cause increases or expansion of the flood area.

PS5.3 Within the 100-year floodplain, encourage open space uses, such as parks or natural areas.

PS5.4 Ensure that construction of flood barriers does not adversely affect natural floodplains, stream channels and natural barriers that help accommodate or channel flood waters.

PS5.5 Prohibit new development within areas designated as Floodway in the current FEMA Flood Insurance Study (FIS) and Flood Insurance Rate Map (FIRM). (Also see the Public Facilities and Services Element, Topic Area 3)

Implementing Actions

PS5.A Coordinate with the County Flood Control District to ensure that stream channels are routinely cleared of vegetation and debris which could impede stormwater flows, while protecting riparian habitat.

PS5.B Require developers with land adjacent to the Napa River to construct or contribute a fair share toward the construction of necessary flood control improvements.

PS5.C Strengthen and enforce regulations that prohibit the dumping of litter, fill and waste materials into creeks and waterways. Educate the public about flooding and health hazards associated with these activities.

PS5.D Require that sewer and water lines in areas subject to flooding are sited to avoid contamination and flooding when pipelines break.

PS5.E Prohibit the introduction of intensive urban development in designated Flood Hazard Areas.

PS5.F Review Municipal Code Chapter 15.52, Flood Damage Prevention, to ensure that regulations reflect best practices. Periodically update the City's flood hazard regulations in accordance with FEMA/NFIP regulations.

- Implement the requirements of FEMA relating to construction in Special Flood Hazards Areas as illustrated on Flood Insurance Rate Maps.
- Implement low impact development practices for new development and redevelopment projects to reduce stormwater peak flow rates and volumes from smaller, more frequently occurring storm events.

Topic Area 6: Disaster Planning

Policies

PS6.1 Ensure that City emergency procedures are adequate in the event of potential natural or man-made disasters.

Implementing Actions

PS6.A Maintain and periodically update the City's Emergency Response Plan.

PS6.B Conduct periodic emergency response exercises to test the effectiveness of City emergency response procedures.

PS6.C Continue to collaborate with regional agencies and neighboring jurisdictions to develop and implement a regional emergency coordination plan and agreement for police, fire and emergency medical services.

Climate Change

10.1 Purpose of the Element

The Climate Change Element presents a framework to help the City respond to and plan for climate change. It aims to effectively address the City's energy conservation concerns, renewable energy production and use, transportation issues, sustainable business development, and the responsible evolution of the City to reduce climate change impacts in St. Helena. The policies and actions included in this element seek to align with Napa County's [Community Climate Action Program Plan Framework](#) and to chart a course that meets St. Helena's specific needs. The Climate Change Element:

10.2 Combating Mitigating and Adapting to Climate Change in St. Helena. Describes key climate change issues in St. Helena (p. 10-3).

10.3 Key Findings and Recommendations. Identifies key findings and recommendations based on ~~an-existing~~ [the latest](#) conditions analysis and extensive community outreach (p. 10-8).

10.4 Goal. Defines overarching goals to guide policies and implementing action (p. 10-10).

10.5 Policies and Implementing Actions. Identifies policies and implementing actions to accomplish St. Helena's climate change objectives (p. 10-11).

10.2 Combating Mitigating and Adapting to Climate Change in St. Helena

Climate change, also known as global warming, refers to the increase in the Earth's average temperature that has occurred since the middle of the 20th century. This increase in temperature is widely attributed to a buildup of greenhouse gas (GHG) emissions from human-made sources that have proliferated and accelerated since the age of Industrialization. Many scientists project that global temperatures will likely increase in the future, raising broad concern about the effects of temperature change on the Earth's climate. Potential risks include rising sea levels, changing precipitation patterns, expanding desertification and increasing greenhouse gas emissions. Although debate continues about how the United States should engage in the global climate change discussion, many state and local governments have adopted policies to address climate change concerns. By adopting this Climate Change Element, St. Helena can take steps to forward the global climate change agenda at the local level. Moreover, as climactic conditions shift in the coming decades potentially requiring policy responses unknown today St. Helena will be to adapt to and accommodate new federal, state and regional planning requirements as they arise.

St. Helena ~~has~~ joined the International Council for Local Environmental Initiatives (ICLEI) ~~and is currently implementing an ICLEI-sponsored program to reduce greenhouse gas (GHG) emissions from City-controlled sources, with a goal of reducing the City's emissions by over 20 percent in the coming years. The program includes a thorough analysis of the City's GHG inventory, a targeted emission reduction strategy, and an implementation and monitoring process to provide a framework for ongoing reduction efforts in 2008.~~ In coordination with the ICLEI program and the Climate Protection Campaign, the City developed the 2009 City of St. Helena

Greenhouse Gas Emissions Reduction Action Plan Analysis Final Report.¹ ~~This report includes~~ In 2012, the City completed a GHG emissions inventory of City-controlled operations and activities. Available data indicate that, in ~~2000~~ 2010, the City of St. Helena municipal operations emitted ~~1,007~~ 3,506 metric tons of equivalent carbon dioxide (CO₂e). Municipal GHG emissions varied by end-use sector, with water and wastewater operations and employee commutes generating the largest proportions of total emissions. The remainder of the City's GHG emissions included City buildings, ~~and streetlights~~ vehicle fleet, streetlights, water transport facilities, and government-generated solid waste disposal.²

In 2009, St. Helena joined with other Napa County jurisdictions to prepare the Napa Countywide Community Climate Action Framework. The draft, completed in December 2009, provides a consensus-based context for further more detailed planning efforts. It outlines a package of 53 actions that, when translated into locally specific programs and projects countywide, will help meet climate protection targets.

Table 10.1 presents 2005 and 2010 GHG emissions data for the St. Helena community. In 2005, emissions community-wide emissions totaled 43,831 metric tons CO₂e; in 2010 emissions totaled, 44,008 metric tons CO₂e, a small increase of 0.4 percent. Table 10.1 shows the breakdown of emissions by sector. The largest source of emissions is from the commercial/industrial sector, which contributed 35 percent of total community-wide emissions in 2010, followed by the transportation sector (29 percent), residential sector (25 percent), off-road vehicles and equipment (5 percent), agriculture (3 percent) and waste (2 percent). Emissions were reduced in all sectors except the transportation sector, which increased 36 percent. Emissions from the transportation sector are generated by automobiles and trucks travelling on local roads and include pass-through traffic.³

In 2012, the City adopted a GHG reduction target of 20 percent below 2005 levels by the year 2020. This target is consistent with the State's goal to reduce California emissions to 1990 levels by the year 2020. Through Assembly Bill 32 and other legislation, the State is implementing measures that will reduce emissions by improving fuel efficiency in vehicles, reducing the carbon intensity of transportation fuels, increasing the use of renewable power, and other actions. However, local action is needed to ensure St. Helena meets its reduction target.

Targeting climate change policies to reduce ~~individual and household emissions~~ vehicle miles traveled on local roads is essential to achieving the City's long-term GHG reduction goals. Moreover, strengthening policies to improve commercial and ~~industrial~~ residential building efficiency, ~~encourage vehicle fleet replacement and reduce employee vehicle miles traveled (VMT)~~ conserve energy, and eliminate organic waste from landfills can reduce community emissions. Within government operations, improving building efficiency, utilizing renewable

¹ Tellus Applied Sciences, Inc. "The City of St. Helena Greenhouse Gas Emissions Reduction Action Plan Analysis Final Report. 2009"

² Association of Bay Area Governments and ICLEI-Local Governments for Sustainability USA, City of St. Helena 2010 Government Operations Greenhouse Gas Emissions Inventory, October 9, 2012.

³ Association of Bay Area Governments and ICLEI-Local Governments for Sustainability USA, City of St. Helena 2005 and 2010 Community-Wide Greenhouse Gas Emissions Inventory, 2012.

energy, and replacing vehicles with more fuel-efficient models can significantly reduce GHG emissions. ~~in the City.~~

In 2009, St. Helena joined with other Napa County jurisdictions to prepare the Napa Countywide Community Climate Action Framework. The Framework, adopted by the Napa County Transportation and Planning Agency in 2010, provides a consensus-based context for further planning efforts by the individual cities and towns. It outlines a suite of actions that, when translated into locally specific programs and projects countywide, will help meet climate protection targets. Many of the implementing actions contained in this Climate Change Element are based on the actions identified in the Framework.

10.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to climate change. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

- St. Helena is currently implementing a program to reduce greenhouse gas (GHG) emissions from City ~~controlled sources, sponsored by the International Council for Local Environmental Initiatives (ICLEI)~~ facilities based on findings in the City of St. Helena Greenhouse Gas Emissions Reduction Action Plan Analysis (Final Report April 22, 2009). The City's goal is to reduce citywide emissions by over 20 percent in the coming years by 15% below 2005 levels by the year 2020.
- The City of St. Helena municipal operations emitted ~~1,007~~ 3,506 metric tons of equivalent carbon dioxide (CO₂e) during the year ~~2000~~ 2010. Water and wastewater operations and employee commutes generated the largest proportions of total emissions (~~43~~ 74 percent and ~~28~~ 9 percent, respectively). ~~City buildings~~ Water transport facilities accounted for ~~21~~ 6 percent of emissions, ~~and followed by City buildings (5 percent)~~ street lights contributed 8 percent of total City-controlled emissions (1 percent) and government-generated waste (less than 1 percent). By implementing measures for future action relating to building and equipment energy efficiency, fuel efficiency, alternative fuel options and alternative energy generation, the City can make strides to meet its GHG reduction goals and be a model for other businesses and institutions seeking to reduce long-term emissions levels.
- ~~In 2005, St. Helena's estimated per capita GHG emissions were 1.77 metric tons of CO₂e, and totaled five percent of Napa County's total CO₂e emissions. This figure is higher than any other residential per capita emissions in the County, and also higher than the County average of 1.46 metric tons. In the County, St. Helena residential emissions account for the highest proportion of greenhouse gases per household, and industrial and commercial emissions account represent the highest proportion per job.~~
- The City is in the process of adopting the Napa Countywide Community Climate Action Framework (Draft December 2009) which included an inventory of city-wide emissions from various sources for each of the five cities and the unincorporated area of Napa

County. The framework contains 53 consensus-based actions that will guide the collective county to meeting GHG reduction goals. The collaborative process was managed by the Napa County Transportation and Planning Agency.

- The Napa Countywide Community Climate Action Framework will be used as a springboard for preparation and adoption of the City of St. Helena Climate Action Plan which will present city specific goals and actions.
- In 2010, St. Helena's estimated community-wide GHG emissions totaled 44,008 metric tons CO₂e, and per capita emissions were 7.57 metric tons CO₂e. Emissions rose 0.4% from 2005 levels. While commercial and industrial sources represented the greatest share of community-wide emissions in 2010, emissions from these sources decreased 7 percent between 2005 and 2010. On the other hand, transportation emissions, which accounted for the second largest source of emissions in 2010, increased 36 percent. Emissions from residential buildings, off-road vehicles and equipment, agricultural operations, and waste disposal all decreased between 2005 and 2010. These reductions, however, were only enough to compensate for the significant rise in transportation emissions.
- A 2006 Bay Area Air Quality Management District (BAAQMD) report indicated that approximately 55 percent of GHG emissions in Napa County resulted from mobile source emissions. Approximately 29 percent of community-wide emissions in St. Helena result from on-road vehicles. Effective land use planning that reduces vehicle miles traveled and promotes alternate modes of transportation is essential to mitigating climate change. By focusing on improving bicycle and pedestrian connections across the City and reducing commute and truck trips, St. Helena can address auto-related emissions levels at both the local and regional levels.
- ~~St. Helena's current sources of water (surface water, groundwater and Napa water) all depend to a significant extent on rainfall. This dependence means that the City today is vulnerable to water shortages. It could become even more vulnerable if rainfall becomes more concentrated in fewer but larger storm events or declines in frequency with global warming.~~
- St. Helena relies primarily on surface water runoff and groundwater sources for its water supply. This dependence on rainfall could leave the City vulnerable to water shortages if rainfall frequency were to decrease due to climate change. Fully integrating water resource conservation policies and implementation measures into the City's Climate Change Element is essential to ensuring that St. Helena will have adequate water supplies to meet its future needs.
- Approximately 32 percent of St. Helena's economy relies on markets that may be adversely affected by climate change, most importantly agriculture and tourism. By considering the water supply in future climate change scenarios, and supporting measures to recycle and reuse water as much as possible in the near future, the City can begin to strengthen the viability of its industries, markets and employment into the future.

- St. Helena has commissioned a local Climate Protection Task Force (CPTF) to advise the City Council on steps St. Helena can take to reduce the negative impacts of global warming. ~~At the time of this printing, the CPTF is to create a Climate Action Plan for St. Helena that will complement and support the climate change efforts of neighboring jurisdictions.~~
- Currently, St. Helena does not have a comprehensive recycling program for City departments and facilities, nor has it established waste-reduction targets for waste generated in City operations. Creating a recycling program and setting waste-reduction targets for City operations can enable the City to lead by example in citywide waste-reduction efforts.
- The City has adopted a goal to reduce community-wide emissions by 15 percent below 2005 levels by the year 2020, provided that attainment of such a goal is economically feasible and an appropriate use of City resources.

10.4 Goals

The goals of the Climate Change element are:

Increase Citywide Transportation-Related Energy Efficiency.

The City seeks to reduce demand for fossil fuels by decreasing vehicle miles traveled, improving transit options and the fuel efficiency of vehicles, supporting the use of renewable energy-powered vehicles, and creating a bicycle and pedestrian-friendly environment.

Reduce Energy Demand Through Improved Building and Design.

St. Helena is dedicated to reducing energy demand by promoting development and construction that improve resource conservation and efficiency, and to improving the energy supply by switching from fossil fuels to renewables.

Reduce Consumption and Divert Waste.

The City is committed to achieving ~~overall~~ waste diversion of 75 percent to 90 percent by ~~the~~ year 2020.

Ensure the Sustainable Management of Agriculture, Natural Resources and Urban Forests.

St. Helena is dedicated to protecting and increasing the amount of vegetation and biomass in local soils, reducing emissions from agricultural sources, encouraging responsible and sustainable agricultural and landscaping practices, and significantly reducing water use to protect local water resources.

Increase Community Engagement and Advocacy.

The City seeks to increase participation in greenhouse gas reduction efforts through marketing programs and community outreach. In addition, they are committed to engaging and advocating for collaborative policy and legislative solutions at the local, regional, state, federal and global levels.

Improve the Efficiency of Local Government Operations.

St. Helena is dedicated to reducing fossil fuel consumption by local government operations, improving the energy efficiency and reduction of carbon emissions of City and County facilities and operations, and reducing solid waste attributable to City and County operations and facilities.

10.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. Transportation and Mobility;
2. Buildings and Energy;
3. Consumption and Solid Waste;
4. Agriculture, Natural Resources and Urban Forests;
5. Community Engagement; and
6. Local Government Operations

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. They draw directly from the Napa Countywide Community Climate Action Plan Framework, and reflect St. Helena's commitment to coordinating its climate change measures with countywide efforts to address climate change. Together they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

Topic Area 1: Transportation and Mobility ~~and Land Use~~

Policies

~~CC1.1 Promote the City's commitment to urban-centered growth, adopting zoning and design standards to develop mixed-use, "walkable" and "bike-able" neighborhoods. [Draft Napa Countywide Community Climate Action Plan Framework, Action T1]~~

~~CC1.2 Promote land use decisions that support the County's goals to maintain and improve the County's overall balance of jobs and housing, by locating jobs and housing in proximity to each other and improving the match between wages and housing cost. [Draft Napa Countywide Community Climate Action Plan Framework, Action T2]~~

CC1.1 Promote a "walkable" and "bikeable" city.

~~CC1.3~~ CC1.2 Support transportation planning efforts to optimize fuel efficiency [Draft Napa Countywide Community Climate Action Plan Framework, Action T7] and reduce vehicle miles travelled on local roads.

CC1.3 Seek initiatives that provide efficient modes of transportation for visitors and residents.

Implementing Actions

CC1.A Adopt and implement pedestrian and bicycle networks within St. Helena that may connect to a countywide multi-use trail that extends from Calistoga to American Canyon. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T3}~~

CC1.B If feasible maintain and enhance existing express bus, local bus and para-transit services. Provide shuttle service between the three upvalley towns. Support the establishment of a northbound express bus during peak commute hours. Ensure that these services provide opportunities to connect with proposed countywide service improvements, such as a centralized transit center in downtown Napa. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T4}~~

CC1.C Expand Park and Ride areas and other support facilities to encourage public transportation use, and car and van pooling. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T5}~~

CC1.D ~~Conduct an evaluation of~~ Evaluate truck and freight rail routes through the City. Based on these findings, develop policies and strategies to improve circulation and neighborhood compatibility issues. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T8}~~

CC1.E Adopt and implement transportation plans in accordance with the Napa County Transportation and Planning Agency's (NCTPA) Strategic Transportation Plan to increase transit service and ridership in St. Helena and connections with County transit services. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T9}~~

CC1.F Establish programs to reduce vehicle miles traveled by supporting local hiring, food production, farmers' markets and community-based "buy local" campaigns. For General Plan purposes, "local" includes St. Helena and its residents, as well as the residents and areas of the surrounding towns and unincorporated County that have traditionally been served by St. Helena's commercial and retail services. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T10}~~

CC1.G Evaluate parking standards to help reduce vehicle miles traveled by reducing vehicle idling. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T11}~~

CC1.H Increase walkability and bikeability to encourage a reduction in local auto trips. Strengthen outreach to increase awareness of pedestrian and bicycle amenities throughout the City.

CC1.I Require discretionary development projects to assess and mitigate the impacts of vehicle miles traveled using transportation demand management programs, including providing transit amenities. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T12}~~

CC1.J Initiate programs that encourage car-free tourism through incentives, outreach, awareness and creating a bicycle and pedestrian-friendly environment. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T13}~~

CC1.K Adopt and implement programs to assist businesses and organizations switch from fossil fuel-powered fleet vehicles to vehicles powered by clean, renewable energy sources. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T14}~~

CC1.L Develop parks and open spaces in support of efforts to create walkable, bikeable mixed-use neighborhoods, especially to complement higher-density land uses development and connect lower-density areas.

CC1.M Design and operate the public street system to optimize fuel efficiency. Consider fuel efficiency in the design of street extensions, connections and right-of-way controls at intersections, and monitor and adjust traffic signals. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action T7}~~

Topic Area 2: Buildings and Energy

Policies

CC2.1 Encourage measures to reduce energy demand through conservation and efficiency. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

CC2.2 Support local efforts to improve the energy supply by switching from fossil fuels to renewables. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

Implementing Actions

CC2.A Partner with the County of Napa to implement an AB811 program that makes funding available to residential and commercial property owners seeking to improve their properties to conserve energy and water, and to generate solar energy. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action BE1}~~

CC2.B Pursue state and federal funding programs designed to reduce energy demand through conservation and efficiency. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action B2}~~

CC2.C Implement improved energy conservation (Title 24) standards for new buildings, and other state building code standards for high performance “green” buildings, beginning in 2011. Utilize established green building standards, such as Leadership in Energy and Environmental Design (LEED) and Build it Green. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action BE3}~~

CC2.D ~~Adopt ordinances~~ Continue to reduce energy use by promoting domestic water conservation and requiring water-efficient landscape improvements associated with new

construction. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action BE4}~~

CC2.E Reduce greenhouse gas emissions from buildings and energy use. Require or request that new development projects assess analyze greenhouse gas emissions due to energy use, and incorporate energy and safe yield water conservation measures into projects. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action BE5}~~

CC2.F In support of countywide energy generation efforts, increase local renewable energy generation. Adopt production standards for the City based on quantifiable measures that increase per capita generation levels. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action BE6}~~

CC2.G Remove regulatory impediments and economic disincentives associated with the generation and use of energy from renewable sources, such as wind, geothermal and solar energy. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action BE7}~~

~~CC2.H Adopt design review guidelines and/or form-based codes for new development that require the planting of deciduous shade trees along the south side of parcels in order to improve shade conditions.~~

~~CC2.I~~ CC2.H Establish programs that encourage owners to retrofit existing structures to incorporate energy-efficient and “green” building standards. (Also see the Community Design Element, Topic Area-:1)

Topic Area 3: Consumption and Solid Waste

Policies

CC3.1 Enhance recycling, composting and source reduction services for residential and commercial uses to support Napa County’s countywide waste reduction goal to achieve overall waste diversion of 75 percent to 90 percent by 2020. (Also see the Public Facilities and Services Element, Topic Area 4) ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

Implementing Actions

CC3.A Establish programs and create incentives to achieve a 75 to 90 percent citywide construction and demolition debris waste diversion level by 2020. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action SW1}~~

CC3.B Establish programs and create incentives to achieve a 75 percent organic (food and green) waste diversion level by 2020. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action SW2}~~

~~CC3.C~~ CC3.C Establish citywide collection services for segregated food waste from commercial sources. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action SW3}~~

CC3.D Encourage home composting of organic waste. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action SW4}~~

CC3.E Create and support other programs, such as the Napa County Green Business Program and the green restaurant program, that help achieve the 75 to 90 percent overall waste diversion goal. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action SW5}~~

CC3.F Adopt environmentally-preferable purchasing measures and explore joint-purchasing agreements with partner agencies and businesses. ~~{Draft Napa Countywide Community Climate Action Plan Framework, Action SWE}~~

Topic Area 4: Agriculture, Natural Resources and Urban Forests

Policies

CC4.1 Support efforts to protect and increase the amount of vegetation and biomass in soil, and reduce emissions from agricultural sources. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

CC4.2 Encourage responsible and sustainable agricultural and landscaping practices. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

CC4.3 Strengthen water conservation measures that result in significant reductions in local water use and the protection of local water resources. (Also see the Community Design Element, Topic Area 1) ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

CC4.4 Support efforts to expand and improve the City's managed urban forest program in order to reduce greenhouse gas emissions and improve overall air quality. (Also see the Open Space and Conservation Element for additional policies and implementing actions relating to urban forests.)

| [CC4.5 Promote community gardens to reduce emissions generated in food transportation.](#)

Implementing Actions

CC4.A Establish programs to support and encourage local agriculture, food production and school and community gardens. ~~{Draft Napa Countywide Community Climate Action Plan Framework, AN1}~~

| ~~CC4.B~~ [CC4. B](#) Promote edible landscaping where possible.

CC4.C Establish programs and plans that create and enhance urban forests and greenways. ~~{Draft Napa Countywide Community Climate Action Plan Framework, AN2}~~

CC4.D Assess the impact of land use changes, new vineyards and urban development on carbon sequestration. ~~{Draft Napa Countywide Community Climate Action Plan Framework, AN3}~~

CC4.E Support efforts by local growers and restaurants to produce and use locally-grown food and remove associated regulatory hurdles. ~~{Draft Napa Countywide Community Climate Action Plan Framework, AN4}~~

CC4.F Revise ordinances to further protect habitat and mitigate the conversion of oak woodlands, natural resources, riparian habitat and other important natural communities by permanently protecting similar habitats. ~~{Draft Napa Countywide Community Climate Action Plan Framework, AN5}~~

CC4.G Support and promote the Napa Green Certified Winery Program and the Napa Green Certified Land Program. ~~{Draft Napa Countywide Community Climate Action Plan Framework, AN6}~~

CC4.H Adopt landscape ordinances that promote drought resistant plants, and limit or restrict lawns and other high-water-demand plants unless irrigated with reclaimed or grey water systems. ~~{Draft Napa Countywide Community Climate Action Plan Framework, AN7}~~

CC4.I Develop and adopt energy-saving and environmentally-sound domestic water conservation plans. ~~{Draft Napa Countywide Community Climate Action Plan Framework, AN8}~~

CC4.J Establish an urban forestry program to ensure a coordinated and comprehensive approach to maintaining and increasing the City's trees. [Staff direction]

Topic Area 5: Community Engagement

Policies

CC5.1 Support local efforts to market programs and conduct community outreach through schools, non-profit groups, community organizations and the business community to increase participation in greenhouse gas (GHG) reduction efforts. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

CC5.2 Engage and advocate for collaborative programs, policies and legislative solutions at the regional, state, federal and global levels to reduce global GHG emissions. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

CC5.3 Expand local awareness about gardening, composting and agriculture.

Implementing Actions

CC5.A Partner with the St. Helena Unified School District, private schools, community-based non-profit organizations and others to undertake public outreach and education efforts that

broaden community involvement in reducing greenhouse gas emissions. ~~{Draft Napa Countywide Community Climate Action Plan Framework, CE1}~~

CC5.B Market and encourage participation in incentive programs that improve energy efficiency. ~~{Draft Napa Countywide Community Climate Action Plan Framework, CE2}~~

CC5.C Foster and build public-private partnerships that help achieve greater energy efficiency and reduce greenhouse gas emissions. ~~{Draft Napa Countywide Community Climate Action Plan Framework, CE3}~~

CC5.D Promote programs designed to advance sustainable business practices in St. Helena. Use the Napa County Green Business Program as a model for a City-based effort. ~~{Draft Napa Countywide Community Climate Action Plan Framework, CE4}~~

CC5.E Participate in and help develop effective regional, state and federal solutions to reduce emissions. ~~{Draft Napa Countywide Community Climate Action Plan Framework, CE5}~~

CC5.F Engage and assist local agencies and utility companies toward achieving greenhouse gas reduction targets. ~~{Draft Napa Countywide Community Climate Action Plan Framework, CE6}~~

CC5.G Enable long-term solutions by investing in and supporting science and engineering education. ~~{Draft Napa Countywide Community Climate Action Plan Framework, CE7}~~

CC5.H Support the United States' participation in international greenhouse gas reduction efforts. ~~{Draft Napa Countywide Community Climate Action Plan Framework, CE8}~~

CC5.I Establish an outreach program to raise public awareness about gardening, composting and agriculture. Utilize public access television, the City's website, public notices and workshops to engage a broad and diverse range of residents.

Topic Area 6: Local Government Operations

Policies

CC6.1 Ensure that the City leads by example in managing its local government operations while implementing the following policy directions:

- ~~Encouraging~~ Encourage the reduction of fossil fuel consumption by local government operations. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~
- ~~Improving~~ Improve energy efficiency implement alternative and renewable energy solutions and reduce greenhouse gas emissions in City and county facilities and operations. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~
- Reducing solid waste from City and County operations and facilities. ~~{Draft Napa Countywide Community Climate Action Plan Framework}~~

Implementing Actions

CC6.A Transition City fleets to vehicles powered by clean, renewable energy sources. ~~{Draft Napa Countywide Community Climate Action Plan Framework, LG1}~~

CC6.B Install electric vehicle charging stations with funding from state and federal sources. ~~{Draft Napa Countywide Community Climate Action Plan Framework, LG2}~~

CC6.C Encourage alternatives to agency employees' use of single-occupancy vehicles by providing bicycle racks, preferential parking permits for carpools and vanpools, commuter information and other incentives. ~~{Draft Napa Countywide Community Climate Action Plan Framework, LG3}~~

CC6.D Conduct audits and regularly monitor the effectiveness of City and County energy efficiency implementation measures and adapt them to meet targets. ~~{Draft Napa Countywide Community Climate Action Plan Framework, LG4}~~

CC6.E Convert street lighting, water pumping, water treatment and other energy-intensive operations to more efficient technologies. ~~{Draft Napa Countywide Community Climate Action Plan Framework, LG5}~~

CC6.F Ensure that new municipal or substantially-renovated municipal facilities incorporate cost-effective strategies for reducing greenhouse gas emissions, conserving energy and water and utilizing sustainable construction practices. ~~{Draft Napa Countywide Community Climate Action Plan Framework, LG6}~~

CC6.G Consider carbon emissions from the production, transportation, use and disposal of goods as a criterion for City purchasing decisions. ~~{Draft Napa Countywide Community Climate Action Plan Framework, LG7}~~

CC6.H Establish a comprehensive, user-friendly recycling program that involves all City departments and facilities. Recover 70 to 85 percent of all waste generated in City operations. ~~{Draft Napa Countywide Community Climate Action Plan Framework, LG8}~~

| [CC6.I Install renewable energy systems at City facilities.](#)

| ~~CC6.I~~ [CC6.J](#) Review and update the implementation actions recommended by the City's Climate Protection Task Force (CPTF) on an annual basis.

Parks & Recreation

12.1 Purpose of the Element

The Parks and Recreation Element presents a framework for developing and maintaining a comprehensive system of quality parks, pedestrian and bicycle trails, recreational facilities and programs. It aims to effectively manage the City's parks and recreation programming and to support community members' health, entertainment and high quality of life. Key to these efforts is increasing the overall acreage of useable publicly accessible park space in St. Helena, and creating and maintaining a network of bicycle and pedestrian trails that establishes connections from residential neighborhoods to parks, schools, and goods and services.

The Parks and Recreation Element includes the following sections.

12.2 Parks and Recreation Framework for St. Helena. Summarizes key issues related to parks and recreation in St. Helena (p. 12-3).

12.3 Key Findings and Recommendations. Identifies key findings and recommendations based on an existing conditions analysis and extensive community outreach (p. 12-9).

12.4 Goals. Defines overarching goals to guide policies and implementing actions (p. 12-11).

12.5 Policies and Implementing Actions. Identifies policies and implementing actions to expand and maintain a comprehensive parks and recreation system (p. 12-12).

To supplement the policies and implementing actions included here, additional policies and actions associated with the provision of trails, the urban/agricultural interface, and the maintenance of open space for recreation can be found in the Open Space and Conservation Element.

12.2 Parks and Recreation Framework for St. Helena

The St. Helena community has expressed the desire for a comprehensive and integrated system of parks and recreational facilities to meet residents' diverse recreational needs. The system can include parks, open spaces and community facilities linked together along natural creek corridors and pedestrian-friendly streets. In addition, these parks and recreational resources can develop concurrently with pedestrian and bicycle improvements that link neighborhoods and connect the community to key destinations throughout the City. Figure 12.1 is a map that illustrates the array of parks and recreation facilities that currently exist in St. Helena. Together, these assets present opportunities to build the desired network of parks, open spaces and recreational amenities for current and future City residents.

Network of Parks and Recreation Amenities

A comprehensive parks and recreation system includes parks of various sizes, community gardens, community orchards, community and recreational facilities, a variety of natural

features, and connectors such as paths, trails and green streets. By enhancing these amenities and connections and linking all components together, St. Helena can create a valuable resource system that helps to fulfill the desired characteristics that residents have identified for their community. These include equitable access to open space and community facilities, a strong connection to agriculture, environmental sustainability and community livability.

Park Classification System

This General Plan establishes a parks classification system for St. Helena. The park classification system is composed of three general park types: [parklets](#), mini parks, neighborhood parks and community parks (see Table 12.1). The classification system identifies park functions to serve a wide range of leisure and recreation activities appropriate to their surrounding context, including suggested acreages and service area radii. St. Helena's citywide park land service goal specifies a minimum of [€ 10.5](#) acres of park land per 1,000 residents. Park land access standards specify a need for parks to be located with a 10-minute walk of residential neighborhoods, ensuring convenient access for all. A comprehensive parks master planning process will provide an opportunity to further delineate St. Helena's park land types, identify long-term goals for the community, describe current and future needs and community preferences, and prioritize parks and recreational facilities improvement needs.

Recreation Facilities and Programs

The City of St. Helena offers an array of recreational programs and services to residents. Programs include youth sports and summer enrichment programs, a middle school teen program and recreational opportunities for adults and seniors. Local community centers, schools, parks and recreation facilities host many of these programs. Key recreational facilities include a newly-constructed skate park, teen center, bocce courts, athletic fields, [a dog park, a community garden, a public vineyard](#), and a community swimming pool.

As the City evolves, it will be important to ensure that these programs and services respond to the changing demographic interests and needs of residents. By conducting regular citywide needs assessments in conjunction with the creation of a parks and recreation master plan, the City can update, revise and develop new programs to accommodate the evolving needs of the community. In addition, conducting regular needs assessments will provide opportunities to evaluate the location of parks and recreation facilities in the City to ensure that residents have safe, walkable and equitable access to key recreational facilities, and that these facilities continue to provide a high level of service.

12.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to parks and recreation. The following key findings and recommendations are based upon comprehensive existing conditions analysis and community input.

- Since the 1993 General Plan Update, the City has developed a number of new parks. Meily Park, located on Pope Street, is centrally located on the east side of State Route 29.

The Constantini property was added to Crane Park, creating the space for additional parking and improved vehicular access. Wappo Park which includes a dog park was completed in 2012.

- Despite these additions, St. Helena currently has a serious deficiency of parks, with only 4.3 acres of park land per 1,000 residents. This figure is well below both the municipal and the national standards noted in Table 12.2. Developing designated park areas such as the wherever possible should be ta high priority. The Lower Reservoir and open space areas along Sulphur Creek can add significant acreage to the park system, and help the City achieve local and national park standards. The General Plan Land Use Element identifies adequate acreage for future parks to meet the target of 6 10.5 acres per 1,000 established in this Plan.
- The City lacks adequate active recreation facilities to accommodate growing community needs. In particular, community members have strongly voiced the need for increased and improved soccer facilities. Identifying Work with local schools to identify new park sites where soccer facilities may be located and developing additional fields can help the City meet growing community demand.

St. Helena offers a variety of recreational programs; including adult and youth sports leagues and camps, bocce, belly dancing, dog obedience and summer programs for students at a range of grade levels. Recent efforts to raise funds for a skate park were successful and the park was opened in the fall of 2009. Expanding offerings to include programs in the creative and performing arts for residents of all ages and abilities can augment the City's current programs, and encourage even greater participation.

12.4 Goals

Provide High-Quality Parks and Recreation Services.

St. Helena is dedicated to providing high-quality park facilities and recreation programs that meet the needs of residents of all ages and abilities, while efficiently managing fiscal resources and accommodating community priorities.

Strive to achieve 10.5 acres of park land per 1000 residents.

Develop a System of Interconnected Bicycle and Pedestrian Trails.

The City is committed to providing residents and visitors with opportunities to walk or bicycle throughout the City and the Napa Valley region, while promoting citywide efforts to encourage participation in active, healthy alternate modes of transportation.

12.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. A Comprehensive and Interconnected System of Parks;

2. Equitable Park Distribution and Access;
3. Urban/Agricultural and Parks Interface;
4. Park Facilities and Recreation Programs;
5. Community Participation and Partnerships; and
6. Bicycle and Pedestrian Amenities.

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together, they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

Topic Area 1: A Comprehensive & Interconnected System of Parks

Policies

PR1.1 Increase the City's park land standard to at least 10.5 acres per 1,000 persons.

PR1.2 Enhance the community's quality of life and ensure a widely accessible environment through the provision of a citywide system of parks and open spaces. Identify and develop linkages, corridors and other connections to provide an aesthetically pleasing and functional network of parks, open space areas and bike paths throughout the City.

PR1.3 Identify park land opportunity sites to ensure that the City can meet or exceed its park land standard of 10.5 acres per 1,000 residents. Locate new parks to ensure that City park facilities are equitably distributed throughout all areas of the City and residents of all ages can access them safely and conveniently.

~~PR1.4 Require either park land dedications, the council may consider in-lieu fees for smaller parks projects, or in-lieu park development fees on all new commercial, industrial and residential developments sufficient to fund citywide park improvements.~~

PR1.4 Require park land dedications or civic improvement fees on all new residential, commercial and industrial developments to meet the goal of 10.5 acres of parks per 1,000 residents.

PR1.5 Ensure adequate funding to acquire new park lands as they become available.

PR1.6 Develop new parks only after existing parks have received adequate funding and maintenance.

Implementing Actions

PR1.A Develop a comprehensive, long-range Parks and Recreation Master Plan to aid the City in creating an integrated system of parks. The plan should be updated periodically to address changing recreation interests, trends, needs and priorities. The Parks and Recreation Master Plan should:

- Identify long-term goals for the Parks and Recreation Department and the community;
- Describe current and future needs, interests and community preferences for improving new parks and community facilities, and expanding or initiating new programs and services;
- Present a long-range plan for physical park and community facility improvements;
- Refine performance standards and further develop park design guidelines and criteria;
- Prioritize projects;
- Identify the proportion of Civic Improvement Fees that will be contributed to the development and maintenance of parks and recreational facilities; and
- Outline funding mechanisms and strategies for managing the City's commitments, so that new requests and initiative are considered in light of existing commitments

Subsequent actions in this Element may be included in the Parks and Recreation Master Plan.

PR1.B Create opportunities to develop additional parks at the following locations:

- The City-owned land along the Napa River and Pratt Avenue for passive recreational uses;
- Land adjacent to York and Sulphur Creeks, as well as the Napa River levee;
- The water treatment plant site;
- The Lower Reservoir area for a water-oriented community recreation facility; and
- Ensure that new parks are developed to include bicycle and pedestrian trails ~~that connect to other parks as part of a larger interconnected park system.~~

PR1.C Identify a variety of funding sources for new parks and park improvements, including park land dedication in-lieu fees, and regional, state and federal ~~programs grant programs, public/private partnerships, public/public partnerships with the SHUSD, conservation easements for public use~~, as well as other City funding sources.

PR1.D ~~Acquire~~ Strive to acquire additional parkland to meet or exceed the City's 10.5 acres of developed parkland per the 1,000 ~~residents~~ resident standard.

PR1.E Develop a comprehensive network of bicycle and pedestrian trails that links the City's parks and enhances bicycle and pedestrian connectivity throughout the City and the region.

PR1.F ~~Increase~~ Mandate City parkland dedication requirements for new ~~developments~~ infill projects. Include specific park acreage and use requirements according to the type ~~and~~ scale and population and increase of new development. Consider in-lieu fees for small infill projects.

~~PR1.G Develop a dog park with high quality amenities, such as shade structures, benches, a water source and waste receptacles.~~

Topic Area 2: Equitable Park Distribution and Access

Policies

PR2.1 Distribute parks and recreational facilities throughout the City to ensure that all residents have convenient access to parks and recreational programs and facilities.

PR2.2 Construct new parks and recreation facilities to accommodate community needs.

PR2.3 Ensure that parks and recreation programs have safe and convenient access.

Implementing Actions

PR2.A Prioritize the construction of new parks and recreation facilities to ensure that they are distributed equitably to all areas of the City. ~~Conduct studies to ensure that the development of new parks focuses on underutilized land or City-owned properties.~~ Park and recreation facility development studies should include the potential impacts of development on surrounding natural resources and agricultural areas.

PR2.B Encourage the inclusion of pocket parks that include amenities, such as picnic tables, restrooms, shade and recreation spaces near retail, commercial and industrial areas.

PR2.C Locate parks and recreation facilities in areas that are easily accessible by public transportation, as well as cars, bicycles and pedestrians.

PR2.D Where possible, ensure that recreation programs and access to facilities are provided at costs affordable to all St. Helena residents.

PR2.E Develop and implement a list of planned parks and recreation facilities.

PR2.F Identify community locations that are not within a 10-minute walk of a park or recreation facility. Develop parks in the identified areas to ensure an equitable distribution of parks citywide.

| [PR2.G Encourage the development of parklets throughout the City.](#)

| [PR2.H Encourage the development of linear parks throughout the City.](#)

Topic Area 3: Urban/Agricultural and Parks Interface

Policies

PR3.1 Ensure that the design and development of parks and recreation facilities preserves viewsheds and creates a buffer between urban and agricultural uses, where necessary.

PR3.2 Protect sensitive habitat, agricultural land and open space when planning and maintaining City park lands.

PR3.3 Support local wildlife conservation efforts by incorporating habitat elements in urban/agricultural interface areas and ensuring the protection of migration corridors.

Implementing Actions

PR3.A Develop design guidelines for recreational facilities that preserve viewsheds and maintain a transition buffer between urban and agricultural uses. Include specific design criteria regarding recreational trails and picnic areas adjacent to agricultural uses.

PR3.B Identify locations where new recreational programs and facilities may be constructed.

PR3.C Design and locate new parks to minimize noise and activity impacts on nearby agricultural and residential uses. This includes requiring context-sensitive site designs that minimize negative impacts on surrounding uses, such as pathway and picnic area locations, ball field usage and park lighting.

PR3.D Provide habitat elements in urban/agricultural interface areas. Habitat elements may include roosting trees and nesting boxes for birds, bats and other wildlife, as appropriate.

Topic Area 4: Park Facilities and Recreation Programs

Policies

PR4.1 Develop systematic and comprehensive plans to guide the development and operation of City parks and recreational programs.

PR4.2 Balance between preservation, education, recreation and public health and safety in park and open space planning.

PR4.3 Provide park areas for residents [of all ages](#) to meet a variety of [recreational and social](#) needs, including: [seniors](#); formal, active uses; passive uses that allow for interaction with natural landscapes; and interpretive programs that highlight geomorphology, ecology, cultural resources, agricultural heritage and historic preservation.

PR4.4 Ensure that all parks and recreational facilities are attractive, safe and well-maintained with adequate lighting.

PR4.5 Prioritize park acquisitions and improvements that expand and enhance St. Helena's active recreation facilities and programs to accommodate diverse community needs and interests, [including seminars](#).

Implementing Actions

PR4.A ~~Conduct a needs assessment to~~ [If feasible](#), revise and update the City's recreation program in order to enhance existing programs and/or develop new programs. ~~Update the~~

~~assessment at least once every five years to determine needed improvements. Incorporate a survey or other formal outreach process to gather community input on parks and facility needs.~~

PR4.B ~~Establish~~ Promote design guidelines for the development of parks and recreation facilities. Design parks and recreation facilities that are attractive, safe and easy to maintain. This action may be included in a Parks and Recreation Master Plan.

~~PR4.0~~ PR4.C Identify locations to accommodate active recreational uses to meet citywide needs. Potential locations include:

- Bicycle and pedestrian trails, interpretive areas, trail heads, and comfort stations along York and Sulphur creeks and the Napa River; and
- A community park at the City-owned Lower Reservoir area.

PR4.D Support opportunities to involve children and youth in a participatory planning process for the planning, design, construction and maintenance of City parks.

PR4.E Design children's play areas to include shade and wind protection.

PR4.F Provide multi-purpose event spaces for **cultural** events in the park system, where possible.

PR4.G Install art designed by local artists in parks, where possible.

PR4.H ~~Develop~~ Encourage the development of soccer fields, multi-sport facilities and ~~a new open access to a~~ community pool ~~to meet citywide athletic needs.~~

PR4.I Identify key improvements to existing parks, such as parking, picnic facilities, restrooms, tot lots with play structures and multi-modal access points. This action may be included in a Parks and Recreation Master Plan.

Topic Area 5: Community Participation and Partnerships

Policies

PR5.1 Encourage partnerships with local organizations and the private sector to provide, develop and maintain parks, recreation facilities and programs.

PR5.2 Ensure that a broad cross-section of St. Helena stakeholders participates in the planning, design and maintenance of parks and recreational amenities.

PR5.3 Encourage volunteerism, mutual responsibility and community spirit to set the tone that St. Helena's public parks and open spaces belong to everyone.

Implementing Actions

PR5.A Emphasize joint planning and cooperation with all public agencies as the preferred approach to meeting St. Helena’s parks, facilities and program needs.

~~PR5.B Require the dedication of land and/or payment of Civic Improvement Fees to be used for parks and recreation purposes as a condition of approval for new development.~~

PR5.B Mandate City parkland dedication requirements for new infill projects. Include specific park acreage and use requirements according to the type, scale and population and increase of new development. Consider in-lieu fees for small infill projects.

PR5.C Provide local organizations, the St. Helena Unified School District and the private sector with opportunities and support for creating and implementing solutions to meet the City’s parks and recreation facilities’ needs.

PR5.D Cooperate with local groups in designing and constructing recreation facilities. Where possible, coordinate recreation and child care programs and facilities with school district programs.

PR5.E Negotiate joint-use agreements for recreation facilities with the St. Helena Unified School District.

PR5.F Involve the private sector in providing and maintaining parks and recreation facilities through formal agreements with the City and in sponsoring increased volunteerism.

PR5.G Investigate the feasibility of creating a non-profit foundation to seek and receive funds for the support of parks and recreation programs. Look to St. Helena’s successful library foundation as a local model.

PR5.H Foster neighborhood park planning committees, including neighborhood residents, business owners and representatives from local groups to help plan, design and maintain parks and recreational facilities.

PR5.I Work with community members and representatives of local sports organizations to define facilities needs as community needs change with time.

PR5.J Develop a public outreach program to involve community members in park maintenance and upkeep, and in mitigating vandalism. Create park signage to encourage responsible use of parks, and partner with the police force to support enforcement efforts.

Topic Area 6: Bicycle and Pedestrian Amenities

Policies

PR6.1 Promote walking and bicycling as safe and convenient modes of transportation.

PR6.2 Develop a comprehensive network of bicycle and pedestrian trails to enhance bicycle and pedestrian connectivity throughout the City and the region. (Also see the Community Design Element, Topic Area 4)

PR6.3 Promote the inclusion of bicycle and pedestrian trails, and bicycle lanes throughout the City, as well as connections to regional trail systems, such as the Napa Valley Vine Trail.

PR6.4 Carefully evaluate whether new bicycle and pedestrian trails can be developed and enjoyed without significant environmental risk to nearby sensitive habitat, including fish habitat.

PR6.5 Ensure that new bicycle and pedestrian trails near actively farmed agricultural areas are developed in a manner that minimizes risk of injury to pedestrians and cyclists from active farming operations.

Implementing Actions

PR6.A Develop and adopt a citywide bicycle and pedestrian master plan to improve bicycle and pedestrian safety, and to encourage community members to walk and bike more often. Build on St. Helena's existing partnership with the Napa County Transportation and Planning Agency (NCTPA) to ensure that the City's master plan is consistent with countywide transportation planning efforts. (Also see the following elements: Circulation, Topic Area 2; Open Space and Conservation, Topic Area 2)

PR6.B Develop guidelines for the design, construction and maintenance of bicycle and pedestrian trails in St. Helena. Include guidelines for installing context-sensitive and solar lighting, and mitigating noise impacts from the trails. Include guidelines for wayfinding and interpretive exhibits that use signs, art and other visual clues to enhance users' experiences. Highlight the rich history of the City and provide education and information for users. Coordinate the guidelines with Napa County or regional trail connections.

PR6.C Develop and adopt an ordinance that requires new development and redevelopment projects to provide bicycle and pedestrian improvements and amenities.

PR6.D ~~Obtain~~ Endeavor to secure easements or title to land along Sulphur Creek, York Creek and the Napa River.

PR6.E Coordinate with countywide efforts to establish regional trail systems through the City limits.

PR6.F Develop a maintenance and operations plan for the City's trail network. Provide a high level of service to users by preventing deterioration, encroachment of vegetation, vandalism and crime. Consider including an Adopt-a-Trail program, and invite local businesses to participate in trail maintenance. Include a funding program to support the plan.

Arts, Culture & Entertainment

13.1 Purpose of the Element

The Arts, Culture and Entertainment Element presents St. Helena's approach to reinforcing the City's unique identity and character through integrating arts, culture and entertainment into the community's everyday life. The intent of the Element is to preserve and protect the community's heritage and cultural resources, celebrate its vibrant social fabric, and expand opportunities for arts enrichment. By supporting City leadership, active community participation and strategic partnerships, this Element creates the foundation for ensuring that the arts flourish and reinforce St. Helena's unique character and identity.

The Arts, Culture and Entertainment Element includes the following sections.

13.2 Arts, Culture and Entertainment in St. Helena. Describes key community arts, culture and entertainment issues (p. 13-3).

13.3 Key Findings and Recommendations. Identifies key findings and recommendations based on an existing conditions analysis (p. 13-8).

13.4 Goals. Defines overarching goals to guide policies and recommendations (p. 13-11).

13.5 Policies and Implementing Actions. Identifies policies and implementing actions to stimulate arts, culture and entertainment programming and contribute to the City's livability (p. 13-12).

13.2 Arts, Culture and Entertainment in St. Helena

Napa County has a rich arts, culture and entertainment sector that includes independent artists, theater companies and arts organizations. Regional arts and cultural resources are rooted in a long-standing and celebrated history of craftsman and artisans. St. Helena shares an important part of this history and is closely connected with regional organizations, including the Arts Council Napa Valley and the Napa County Arts Commission.

The City of St. Helena has the greatest number of arts resources per capita in the Napa Valley and is home to the County's largest community of arts practitioners, particularly in the fine, visual, performing, literary and culinary arts. In addition, the City is a culturally diverse community that has drawn residents from around the world since its earliest days. St. Helena strives to continue to be a place where artistic expression and cultural diversity can flourish, and where an array of multi-faceted and ever-evolving art forms are created, performed, taught and exhibited.

Arts, Culture and Entertainment for Community Education and Engagement

The arts can play a central role in strengthening community pride, engaging community members in social and cultural activities and events, and increasing community awareness about

the histories and legacies of the Valley's natural landscape and its people. The arts also bring people together to celebrate, learn about and preserve the contributions of many to the City's contemporary culture, economy and urban form. Opportunities in St. Helena to facilitate this type of interaction and exchange abound.

For example, in 2008, more than 450 people attended the first St. Helena Dia de los Muertos celebration, a jointly-hosted event sponsored by local arts and family organizations. The event not only featured arts and crafts, but also highlighted the heritage of the City's vibrant Latino community. Opportunities also exist to reach further back into the City's history. St. Helena was first settled by members by the Native American Yukian group who occupied much of Northern California, including present day Napa County. When Spanish soldiers arrived in the area, they called the Yukians Guapo, meaning "courageous", a term that later became Wappo. Until the 19th century, approximately 7,000 Wappo Indians resided in the Napa Valley and along the sides of Mt. St. Helena. Today, there is little evidence remaining of the area's Native American inhabitants and their culture. However, by partnering with the St. Helena Historical Society and local Native American groups, St. Helena can ~~develop~~ encourage a series of historical tours, interpretive walks and special events to celebrate the City's earliest history and people.

In addition to celebrating cultures and histories, arts provide opportunities for intergenerational partnerships and collaboration and can serve as an important outlet of expression and creativity for youth. Arts community representatives have expressed the need to reconnect young people to the arts. According to an Arts Council Napa Valley survey conducted in 2007, fewer than six percent of Valley artists are under age 35. In effect, the future of the arts community depends on engendering arts appreciation and participation in local youth. Local artists seek to strengthen art programming in local schools and build partnerships between schools and local arts organizations. The City can provide additional support for school and after school-based arts programming through expanded Recreation Department arts offerings, and increase funding to local arts organizations who offer arts programs to youth.¹

Tourism is a strong economic driver of the Napa Valley and St. Helena economies. Known primarily as a world-class food, wine and lifestyle destination, the Valley's arts sector has not received the same attention. However, national data indicate that cultural tourists tend to spend more and stay longer than other tourists. By ~~increasing~~ encouraging public arts funding, installations and events, the City can capitalize on the potential of the arts to generate cultural tourism and contribute to economic development efforts that support local artists and businesses.

Artistic and cultural festivals, performances and exhibitions are significant both socially and economically, for visitors and residents alike. They provide opportunities to celebrate the City's rich history and creative talent. In turn, St. Helena residents stand to benefit from the exposure to new ideas that may result from participation in such events and activities.

For example, St. Helena's Napa Valley Upper Campus hosts the annual Napa Valley Writers' Conference, and internationally-recognized literary gathering and education event that attracts world-class poets and authors, ~~including President Obama's inaugural poet, Elizabeth Alexander.~~ Strengthening public awareness about the conference and supporting linkages between local

¹ *Arts Council Napa Valley. A Community Cultural Plan for Napa County. 2007.*

schools and arts organizations can maximize the educational, cultural and economic development impacts of this important event to the City. Public art can play a significant role in enhancing community design, creating visual interest in a neighborhood or area and also showcasing regional or local talent. Creating an Art in Public Places Program can help advance the goal of the City to establish the arts as integral to St. Helena's identity. This program can also attract national attention to something other than food and wine, demonstrate the City's commitment to leadership in public arts and provide a mechanism for meaningfully involving citizens in the design of the City's public spaces.

13.3 Key Findings and Recommendations

There are several challenges and opportunities facing St. Helena related to arts, culture and entertainment. The following key findings and recommendations are based upon comprehensive existing conditions analysis, stakeholder interviews and community input.

- The arts and culture sector contributes significantly to the national economy by generating approximately \$166.2 billion in total economic activity nationwide each year. In addition, the arts support 5.7 million jobs, generate \$29.6 billion in tax revenue and contribute \$104.2 billion to household incomes. By strengthening its arts sector, St. Helena can ensure that it grows as a key economic driver in the local economy.²
- Visual arts and music represent the two largest segments of the arts and culture sector in Napa County, comprising 39 percent and 23 percent, respectively.
- Theater, dance, film, media, literary and cultural programming make up the remaining 38 percent, creating a varied and diverse arts landscape across the County. In addition, the City hosts world-renowned culinary arts resources that contribute greatly to the local economy and cultural community.
- Ensuring that City arts, culture and entertainment policies support a wide array of media can broaden the overall impact of the arts on St. Helena's cultural growth and local economic development efforts.³
- St. Helena has the greatest number of arts resources per capita in the Napa Valley. Although the City's population is only five percent of the Valley's total population, St. Helena's artists and arts organizations account for 18 percent of the Valley's total. In a recent Arts Council Napa Valley survey, 78 percent of St. Helena's artists reported that they worked in their homes and supplemented their art income with alternate employment. Twelve percent of St. Helena's artists described themselves as full-time, professional artists. Many reported that they chose to live in St. Helena for its small-town charm and beauty, but find the high costs of living, studio and rehearsal spaces challenging and limiting to their artistic pursuits. The City can help strengthen its arts

² *Americans for the Arts. Arts and Economic Prosperity III. 2007.*

³ *Arts Council Napa Valley. A Community Cultural Plan for Napa County. 2007*

community by identifying locations for affordable studio, rehearsal and performance spaces, and reducing regulatory barriers that limit artists' abilities to live, create, exhibit and sell their works from their homes.⁴

- St. Helena's arts and culture sector is strongly affected by the strength and vitality of the arts sector in the Napa region. Artists and arts organizations across the Napa Valley compete for attendance, local support and resources. ~~For example, the construction of three new performing arts venues in the City of Napa—the Opera House, Lincoln Theater and the Copia Food and Wine Center—had a negative impact on attendance at smaller venues located elsewhere in the Valley, and each struggles to maintain adequate attendance. By cooperating with regional arts organizations and other Napa Valley municipalities, St. Helena can maximize the impact of its efforts to support local artists and ensure the long-term sustainability of the arts sector.~~
- In an Arts Council Napa Valley survey, arts community representatives highlighted a need for increased marketing and communications focused on the area's arts offerings. They also cited the need for artists to have places to gather and communicate about upcoming events and partnership opportunities. By ~~sponsoring~~ encouraging arts gatherings, events and public art installations, the City can assist local artists in marketing their work and collaborating to share information about upcoming events. They can also facilitate interaction between artists and the local business community. Possible City actions can include posting arts announcements on the City's website, installing a downtown kiosk to distribute local arts information to the wider community, and hosting events where artists and arts organizations can gather to share information with local business owners.
- Members of the arts community expressed a need for additional community arts, performance and exhibition spaces to meet the needs of emerging artists. They cited a need for venues in which to screen films, videos and multimedia exhibits, and performing venues able to accommodate smaller dance or theatre companies. As part of a broader effort to strengthen the local arts and cultural communities, St. Helena can undertake an arts facility inventory to identify possible locations for a cultural arts center designed to meet current unmet needs.
- The City can increase its support for the arts, culture and entertainment sector by creating a public funding mechanism to support public art and art events; reducing regulatory barriers such as licenses and permits that can be prohibitively expensive for emerging artists; and loosening zoning regulations that limit live/work studio spaces and artists' ability to sell work from their homes and studios.
- Currently, the City lacks a designated body to organize, oversee and guide arts and cultural programming in St. Helena. Establishing Encouraging the creation of a St. Helena Arts Committee to direct funding, work with the City to streamline permitting and

⁴ Warshawski, Morrie. *Executive Summary: Town Hall Meetings. Prepared on behalf of the Arts Council Napa Valley. 2007*

approvals, provide design review and/or ensure adherence to form-based code requirements, and liaise with the Napa County Commission for Arts and Culture and other regional efforts can strengthen collaboration and coordination within the local arts and culture sector to ensure its maximum contribution to St. Helena's high quality of life and unique sense of place. In addition, including representatives of a wide range of arts media and cultural groups on the Arts Committee can ensure that St. Helena pursues an equitable and balanced arts program.

13.4 Goals

The goals of the Arts, Culture and Entertainment Element are:

Celebrate Arts, Culture and Entertainment.

St. Helena is committed to celebrating the contribution of its visual, performing, culinary and entertainment artists who help define the City's unique identity and the high quality of life.

Strengthen and Expand Arts, Culture and Entertainment.

St. Helena is dedicated to strengthening the arts and culture sector, improving the economic health of the City, beautifying the environment and incorporating the arts into the daily life of the City through ongoing financial support for local visual, performing, cultural, literary and culinary arts.

Honor Culture and Heritage.

St. Helena seeks to venerate the past and present contributions of its residents and their diverse cultural and historic contributions to the City.

13.5 Policies and Implementing Actions

A range of policies and implementing actions are outlined below and organized into the following topic areas:

1. Community Enhancement and Economic Development;
2. Inclusive Programs;
3. Awareness, Education and Outreach; and
4. Civic Leadership

The policies mandate, encourage or allow certain actions to be pursued throughout the duration of the General Plan. Together they serve as strategic directions for City staff and partners, highlighting where time and resources should be focused.

Topic Area 1: Community Enhancement & Economic Development

Policies

AC1.1 Ensure widespread opportunities for arts exposure by integrating them physically and socially into community life in order to establish the arts as an integral part of St. Helena's identity.

AC1.2 Promote arts and culture as key components of St. Helena's historic, current and future identity.

AC1.3 Support collaboration between local business organizations to incorporate public art into the City's economic development strategies.

AC1.4 Increase the contribution of arts, culture and entertainment to cultural tourism and local economic development efforts through partnerships with regional arts organizations

Implementing Actions

AC1.A **Develop Encourage** a program to expand major festivals and events that celebrate arts, culture and history while contributing revenue to the City. Potential events include:

- Endeavors that feature the youth in arts, such as communitywide student recognition concerts and a youth arts festival;
- Theater-in-the-park performances;
- **Dance;**
- Outdoor film screenings;
- Art shows and art walks;
- **Poetry readings;**
- Holiday and cultural parades;
- Culinary and harvest celebrations;
- Open studios;
- Music festivals; and
- Art-based competitions

AC1.B Develop and implement a marketing/public relations campaign that highlights artists and events in St. Helena. Pursue opportunities to increase revenue due to cultural tourism. Partner with regional arts organizations to maximize the effectiveness of marketing and cultural tourism efforts.

AC1.C Adopt an Art in Public Places program and ordinance to ensure that public art projects occur efficiently and in a way that meets citywide objectives.

AC1.D Identify existing locations that can be used as studio, rehearsal, exhibition and performance spaces. Support efforts to make these spaces affordable to local artists.

AC1.E **Provide Encourage** public performance spaces for musicians, dancers and other performing artists.

AC1.F Identify locations, where ~~larger public or private~~, City sponsored arts, cultural and entertainment events can be held ~~and activities can occur~~. Locations may include the St. Helena library, new development on Adams Street and the Cameo Theatre.

AC1.G Provide zoning and developer incentives to encourage and reward the creation and retention of affordable spaces for artists to create and present work.

AC1.H ~~Promote and develop~~ Encourage development of public-private partnerships with culinary institutions to support local emerging chefs, bakers, specialty food makers and other local emerging culinary artists.

AC1.I In cooperation with the St. Helena Historical Society, develop a public education and awareness program to promote the City's historical and cultural resources. Program components can involve self-guided walking tours, plaque identification programs, home and garden tours, speakers' series and other public events. (For additional policies and implementing actions regarding historic and cultural education and outreach, see the Historic Resources Element.)

Topic Area 2: Inclusive Programs

Policies

AC2.1 ~~Support~~ Encourage emerging art forms, artists and diverse cultural traditions.

AC2.2 Promote affordable, relevant and accessible cultural offerings for all St. Helena residents.

Implementing Actions

AC2.A Identify emerging artists and outlets for diverse cultural offerings. ~~Develop guidelines and selection criteria to prioritize public art themes that relate to social and cultural themes.~~

AC2.B Identify and direct funding to support emerging artists who represent the diversity of the St. Helena community.

AC2.C Encourage the participation of all arts organizations in citywide marketing and promotional opportunities.

AC2.D Encourage performing arts organizations to make empty seats available at low or no-cost to St. Helena residents who cannot otherwise afford to attend performances.

AC2.E Conduct outreach about local arts opportunities and events to non-English speaking groups, particularly the Spanish-speaking community. ~~Ensure that all marketing and informational materials are produced in multiple languages, and designed to target multiple constituencies.~~

~~AC2.F Ensure that arts, culture and entertainment events are accessible according to ADA codes. Provide technical assistance and resources to organizations that require assistance to meet ADA building codes.~~

~~AC2.G Host AC2.F Consider~~ a series of City-sponsored events that enable artists and cultural organizations to gather and exhibit works.

~~AC2.H AC2.G Develop an incentives program to grow the capacity of local artists and arts organizations. Provide affordable, strategically located studio workspaces, performance and exhibit spaces in underutilized buildings; encourage professional exhibitions or demonstrations and sales; and provide tools and resources to secure support for their work.~~

~~AC2.I Make City property available for the public display of art.~~

Topic Area 3: Awareness, Education and Outreach

Policies

AC3.1 Support community-based arts organizations that make significant contributions to the St. Helena community.

AC3.2 Nurture creativity and artistic talent through a rich offering of well balanced and equitably-distributed arts and cultural education programs and services.

AC3.3 Increase local awareness of the arts sector.

AC3.4 Support expanded arts programming in schools and strengthen youth arts opportunities provided by arts organizations.

Implementing Actions

Encourage the creation of a St. Helena Arts committee to embrace these concepts:

AC3.A Consider attracting world-class artists and research what is being done with successful art-based communities in other destinations in order to enhance the community and revenue.

~~AC3.A Develop and implement an arts~~ AC3.B Arts awareness campaign for local arts. Engage local and regional media in generating interest and excitement about the importance of arts to the St. Helena community.

~~AC3.B AC3.C~~ Conduct and publish results of an arts in education survey of programming available through local schools and organizations. Using this research as a foundation, create an Arts Education Master Plan for St. Helena.

| ~~AC3.C~~ ~~AC3.D~~ Actively pursue joint-use agreements with the Napa County Office of Education, St. Helena Unified School District, faith organizations, public agencies, private entities or nonprofit organizations that own or operate facilities within the City to maximize the use of facilities in the community for arts and entertainment purposes.

| ~~AC3.D~~ ~~AC3.E~~ Develop an effective outreach program for all City programs and services in order to ensure the successful delivery of information about arts program availability to the general public. Ensure that all materials are made available in Spanish and other languages spoken in the community.

| ~~AC3.E~~ ~~AC3.F~~ Encourage “artists-in-residence” programs in schools and arts organizations in order to expand opportunities for youth to experience the arts.

| ~~AC3.F~~ ~~AC3.G~~ Partner with the Arts Council Napa Valley and other arts organizations to support a centralized information bank and resources for schools, artists and arts organizations for arts programming.

| ~~AC3.G~~ ~~AC3.H~~ Provide funding and support for artists and teachers to develop best practices ~~in art instruction.~~

Topic Area 4: Civic Leadership

Policies

AC4.1 Support improved coordination and communication between arts organizations.

AC4.2 Support the arts in partnership with the City and business communities.

AC4.3 Build a coalition of informed arts advocates who can generate support for key arts issues within the City.

AC4.4 Create public funding sources for the arts.

AC4.5 Partner with Napa County and regional arts endeavors to ensure that the City’s support for arts, culture and entertainment are integrated others in the area.

| AC4.6 Create locations for public displays of art and facilitate its use on public property.

| AC4.7 Create a permitting process that facilitates the art installation on public property.

Implementing Actions

| AC4.A ~~Create a~~ Encourage the creation of St. Helena Arts Committee to oversee art installations, proposals, funding strategies, education and public relations efforts. The Arts Committee can facilitate connections between artists and the business community, and oversee City-sponsored efforts. ~~to build public/private partnerships in support of the arts.~~

| AC4.B ~~Develop~~ Consider how to create a sustainable public funding system, such as a percentage allocation of development fees and/or transient occupancy taxes (TOT), to support the City's efforts to promote arts, culture and entertainment. Conduct a survey to identify additional models of public support for artists and arts organizations, and ~~develop~~ consider a plan to implement appropriate policies. (Also see the Economic Sustainability Element, Topic Area 1)

| ~~AC4.0 Develop~~ AC4.C Consider a local arts funding strategy to increase private funding and resources that support artists, and local art institutions and organizations in the City. Identify key donors to participate in public-private partnerships to support arts and culture citywide.

| AC4.D Develop Encourage incentives and rewards for partnerships and cooperation through funding policies and resources development.

| AC4.E Provide opportunities for arts leaders to build partnerships and develop joint projects, including revenue-generating events.

AC4.F Explore opportunities to build partnerships with other municipalities and the County to support regional arts and culture promotion efforts.

| AC4.F Create a simple user-friendly permitting process for artist to display their works.