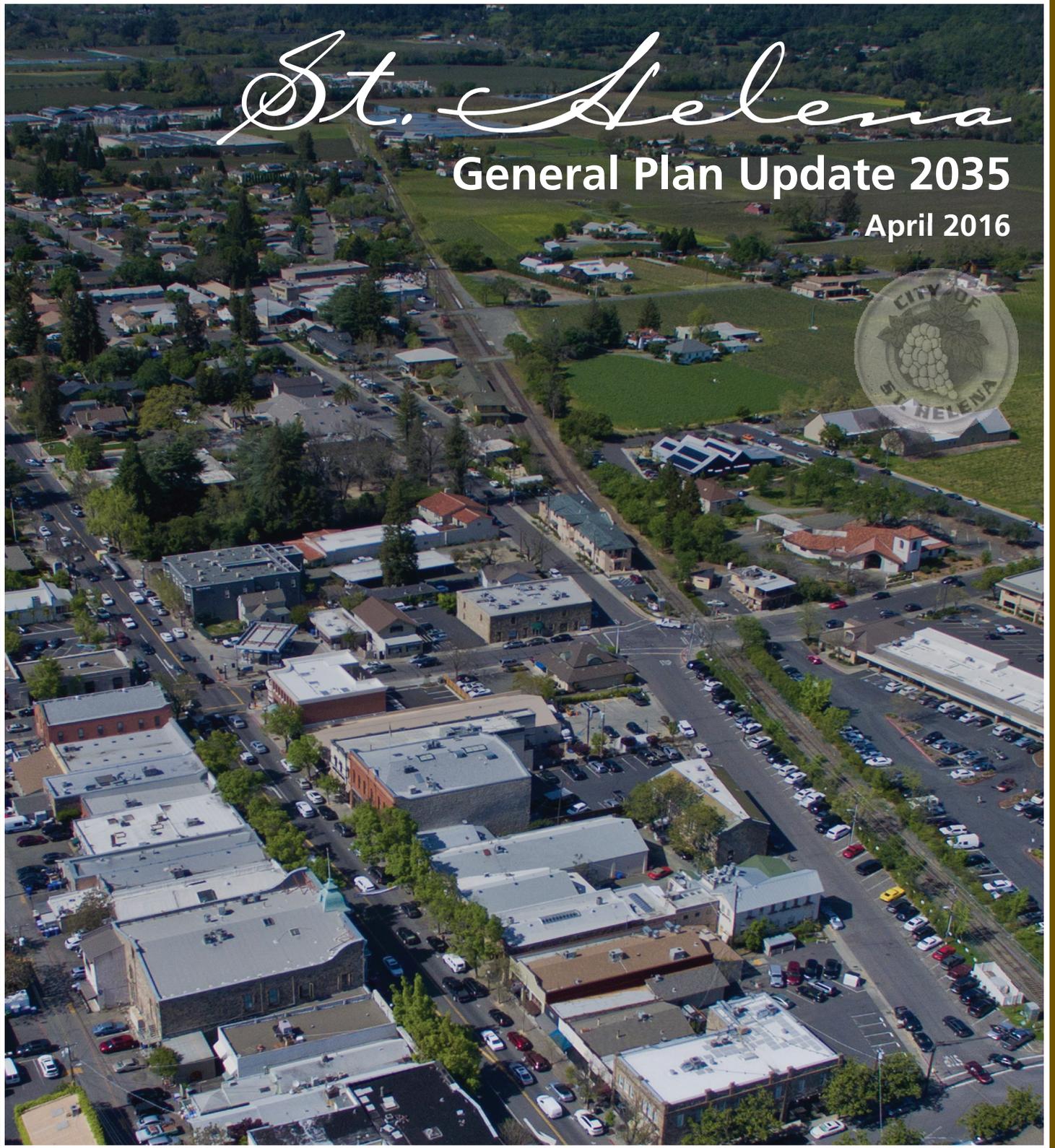


# St. Helena

## General Plan Update 2035

April 2016



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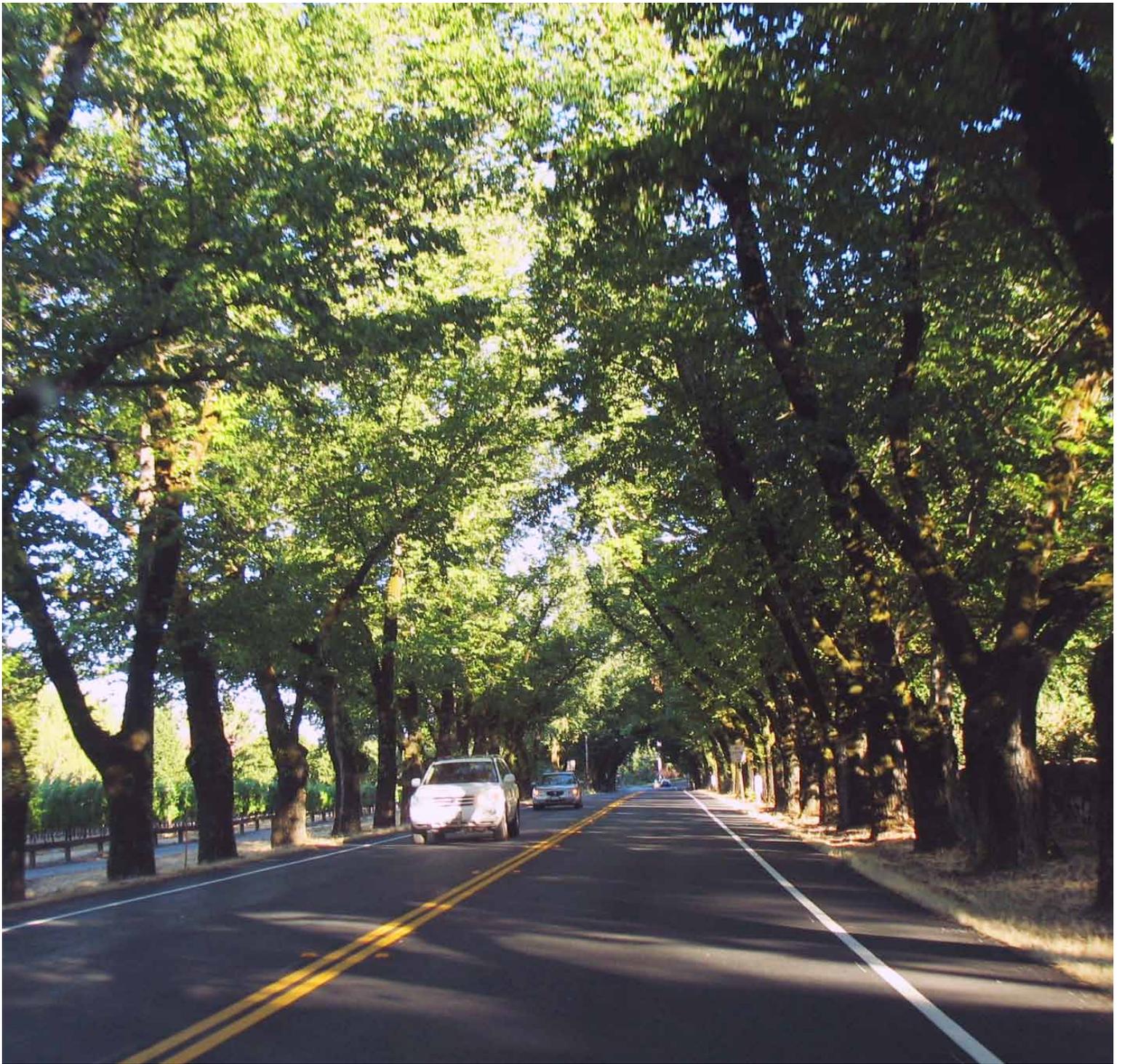
The 2015 - 2035 Housing Element is a separate stand alone document. A copy is available on the City's website.

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chapter one  
**introduction**

# 1 introduction



*Increased mobility, economic resilience, community health and environmental sustainability are all important to the future of St. Helena.*

## 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 also 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.

- 1 **introduction**
- 2 land use and growth management
- 3 economic sustainability
- 4 public facilities and services
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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, and role of the Plan, including an overview of the document's 12 "elements".

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 2035 (p. 1-7).

**1.5 Role of the Plan** Describes how the General Plan is used to set goals, policies and implementing actions (p. 1-10).

**1.6 Plan Development Process** Provides an overview of how the General Plan was developed (p. 1-12).

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

**1.8 Related Planning Documents and Reference Materials** Lists the related planning documents and reference materials for the General Plan (p. 1-22).



*The Napa Valley is known for its diverse soils, microclimates, and success as a center for agriculture and the wine-making industry.*

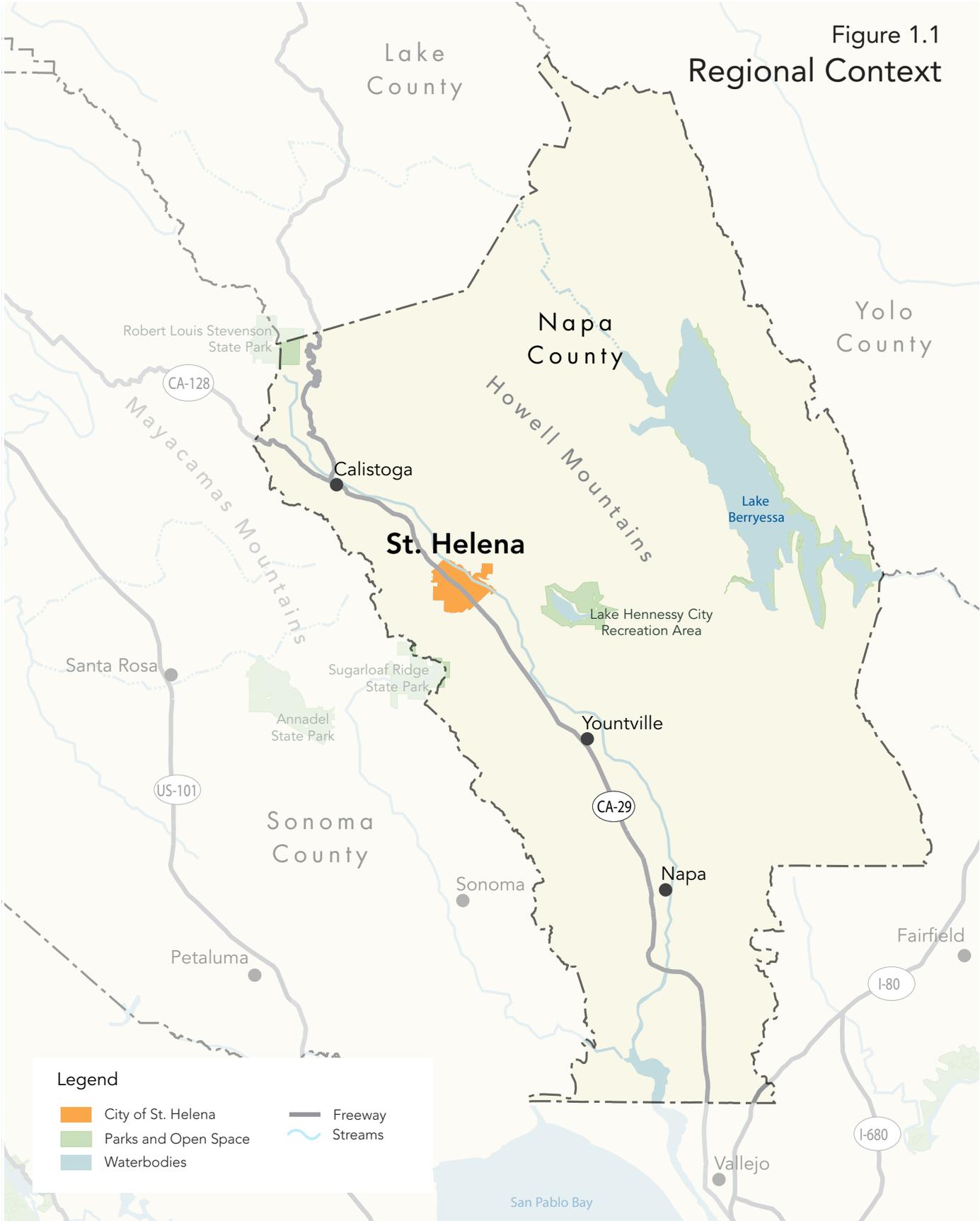
## 1.2 Regional Context

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.

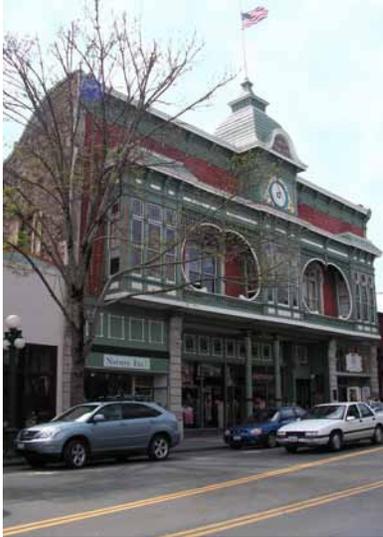
The Coast Range north of the San Francisco and San Pablo bays consists of a series of mountains of moderate relief separated by northwest trending valleys. Nestled between the Mayacamas Mountains to the west and the Howell Mountains to the east, the Napa Valley is one of the major valleys of this region. 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.

Figure 1.1  
Regional Context



Source: City of St. Helena; Napa County  
Map Revised: April 2016



*Many buildings in downtown St. Helena were constructed at the end of the 19th century.*

## 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 approximately 5,900 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, Sphere of Influence, and City limits are coterminous encompassing 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 2035, 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, making decisions that allow the community to meet the social and economic needs of today, while allowing future generations to meet their own needs.

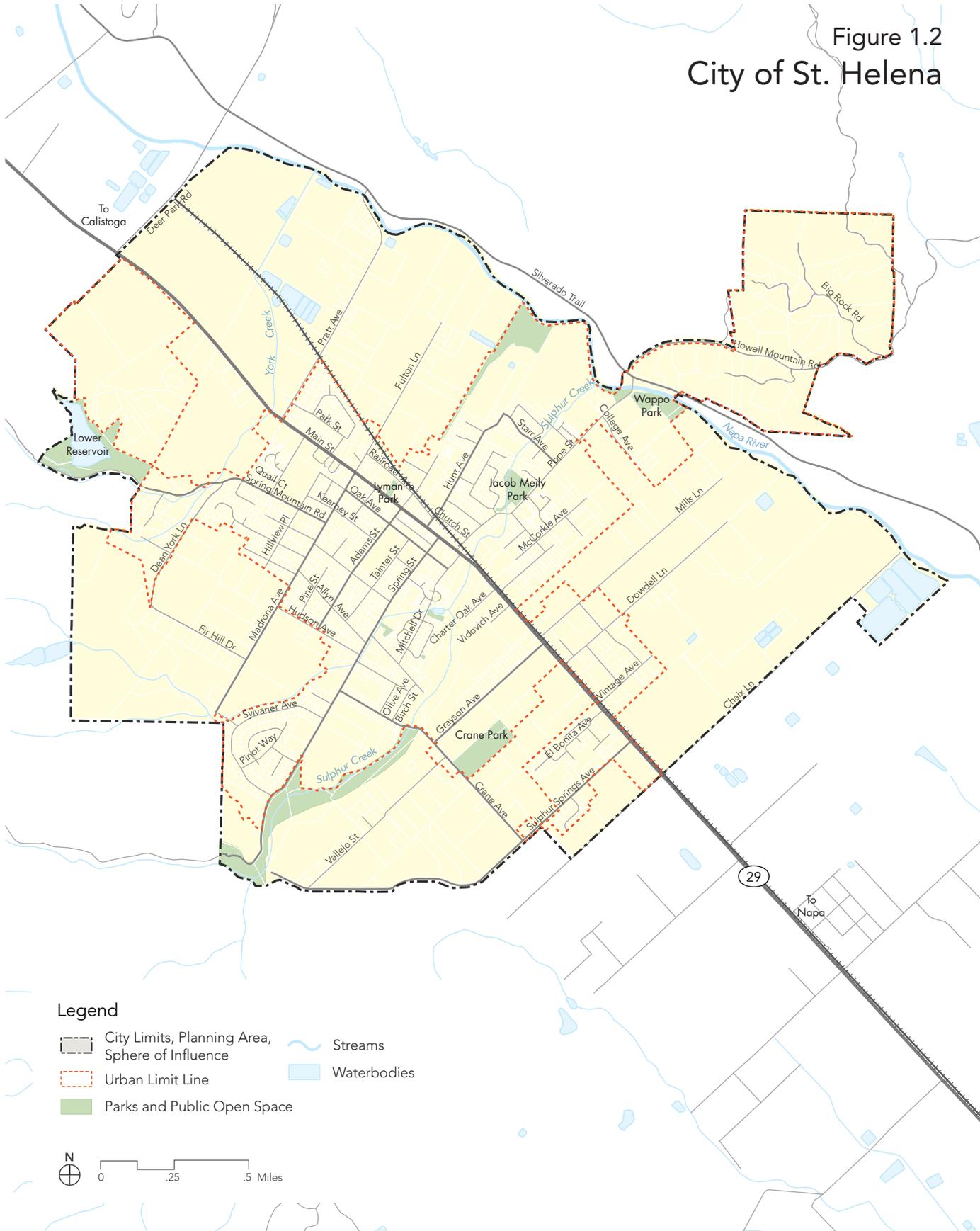
In addition, most respondents noted that they would also like St. Helena to maintain its small, rural character.

The statement preceding this page narratively describes the desired vision for St. Helena in the year 2035. The following points support this vision and provide guiding principles for fostering a physically, socially, economically and environmentally sustainable community.



*Honoring the historic and agricultural character is a key principle for the City's General Plan Vision.*

Figure 1.2  
City of St. Helena



Legend

- City Limits, Planning Area, Sphere of Influence
- Urban Limit Line
- Parks and Public Open Space
- Streams
- Waterbodies



Source: City of St. Helena; Napa County

## OUR SUSTAINABLE COMMUNITY

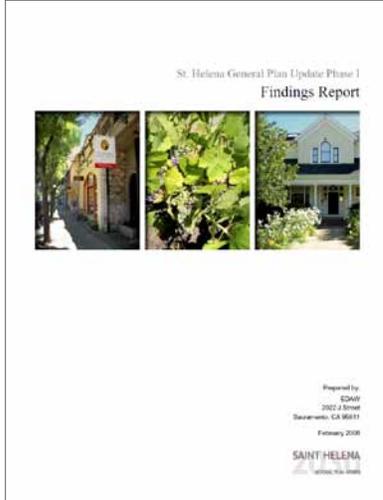
St. Helena will preserve its history while managing change. Its traditions of diversity, citizen involvement and responsive government will help the City plan for a sustainable future.

- 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.
- Vehicular, bicycle, and pedestrian 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.



*Phase I of the General Plan process included an existing conditions analysis.*

## **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 2035. 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. 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 refers 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 create no mandatory duty on the City's part. Rather, they provide the foundation for the design and application of current and future 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 ultimately will decide whether, and if so when and how to carry out any goal, policy or implementing action.



*The Plan Development process included several community workshops and other public participation and outreach opportunities.*



*The principle of environmental stewardship includes conservation, wastewater treatment, green building and emissions reductions, among other considerations.*

## 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, subsequent update of documents, 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 GPUUC, 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 GPUUC, 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 these changes.

Two separate but parallel processes began during Phase II: development of the 2009-2014 General Plan Housing Element and the Adams Street Property Visioning Project. The 2009-2014 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 2009-2014 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 Adams Street 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 preparing a Draft General Plan Documents for review by the Planning Commission and the City Council. Following joint consideration with the City Council, the Planning Commission reviewed the General Plan, and recommended its approval to the City Council in October of 2010. The City Council considered the Planning Commission recommendations on October 26, 2010 and at a continued City Council meeting on November 9, 2010. At the November meeting issues were raised primarily relating to water supply. After approving a number of changes, the City Council made a decision to recirculate the EIR. This led to a complete re-examination of the water supply situation and the establishment of the Safe Yield Committee. The water evaluation prompted the creation of a Water Management Program that the City Council adopted on November 13, 2012. Staff and the EIR consultant on the General Plan concluded that implementation of the Water Management Program would effectively mitigate potential impacts on the water supply.

The City Council subsequently renewed its review of the General Plan. As part of this renewed review process, the City Council held a number of publicly noticed General Plan Workshops. These Workshops were held beginning in the Fall of 2012, and concluding in the Summer of 2014. As part of this Workshop process, the City Council made a number of revisions to the text of the General Plan. By June 2014 this thorough, element by element, review of the General Plan by the City Council was complete. As required by State law, the Planning Commission in September 2014 began its review of the various changes made to the General Plan by City Council as part of the Council 2012 to 2014 Workshop process. The Commission completed this review of the Council General Plan changes in December 2014. In April 2015, the City Council held a follow up workshop on the General Plan in order to consider the Planning Commission comments, and provide City staff direction on a number of General Plan issues, including direction to create a new residential land use designation. A concluding General Plan workshop was held

on September 8, 2015, by the City Council prior to the resumption of formal public hearings on the General Plan and associated General Plan Program EIR.

During the 2014 to 2015 General Plan Workshop process, the City completed its required 5th cycle 2015 to 2023 update of the City Housing Element. After a number of hearings at the Planning Commission and City Council level, the City Council approved the Housing Element Update in May 2015. The Housing Element received State Housing and Community Development (HCD) approval in late May 2015. It is important to note that the recently approved 2015-2023 Housing Element is not being changed or modified as part of this 2016 General Plan update process.

TABLE 1.1. Elements of the St. Helena General Plan

General Plan Element	Required	Optional
Land Use and Growth Management	●	
Economic Sustainability		●
Public Facilities and Services		●
Circulation	●	
Historic Resources		●
Community Design		●
Open Space and Conservation	●	
Public Health, Safety and Noise	●	
Climate Change		●
Housing	●*	
Parks and Recreation		●
Arts and Culture		●

\* The Housing Element was adopted by City Council in May 2015, and is not physically included with this General Plan document. Copies of the Housing Element are available on the City's website.

## 1.7 Overview of the General Plan

The St. Helena General Plan includes 12 “Elements.” Included with the 12 General Plan Elements is this Introduction, with the result the General Plan consists of 13 chapters, The Introduction and the 12 Elements. Each of these Elements 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 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. As previously noted, the Housing Element, while part of the General Plan, is published as a “stand alone” element, and is not physically incorporated into this General Plan document.

### **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 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 service facilities, public utilities, and the required physical infrastructure for service and utility delivery. Policies related to public facilities and services follow from the key

topics identified in this Element including: water, wastewater, storm drainage and flooding, solid waste, schools and libraries, fire and police.

## **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 implementation 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, which was adopted by the City and certified by the State in May 2015 establishes a comprehensive plan to address housing needs in St. Helena over the eight -year planning period between July 1, 2015 and June 30, 2023. 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. The adopted 2015 to 2023 Housing Element is not being modified as part of this General Plan update process. As previ-

ously noted , the Housing Element document is not physically included within this updated General Plan. The Housing Element is referenced in the General Plan as Chapter 11.

## **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**

The following documents are included in an appendix to the General Plan.

- Historic Resources List
- 2015 to 2023 Housing Element Background Report
- A copy of the General Plan Appendix Is available separately on the City's Web site, and a hard copy of the Appendix is available at City Hall.
- A copy of the General Plan Program EIR is also available on the City's website.

## CONCEPTS, TRENDS AND IDEAS

# Community Engagement and Plan Development

### General Plan Update Steering Committee (GPUSC)

The General Plan Update Steering Committee (GPUSC) played an invaluable role in ensuring that the updated General Plan reflects the community's desires and is responsive to the needs of its residents. Composed of City residents and appointed and elected officials, and supported by key City staff, the GPUSC began meeting in March 2007 to inform the update of the General Plan. Regular GPUSC meetings took place almost monthly throughout the Plan development process.



### Community Workshops

The City hosted a number of community workshops to provide the opportunity for community members to share ideas, voice concerns and give feedback on Plan goals, policies and objectives. The vision statement, which serves as the foundation for General Plan goals, policies and implementing actions, was developed by the community during Phase I of the update process. Workshops in 2009 and 2010 focused on the development of land use, community design and transportation concepts for the Plan and review of draft Plan components. Additional General Plan workshops, held in 2014 and 2015, focused on changes to the General Plan since the first full draft of the General Plan was completed in 2010.



*Community engagement sessions included the General Plan Update Steering Committee and several community workshops.*

### Telephone Survey

Between June 25 and July 6, 2007, General Plan consultants conducted telephone interviews with 330 heads of households in St. Helena.

Households were contacted via random-digit-dialing based upon St. Helena's zip code, and potential respondents were screened to ensure that they were full-time residents of the City. The primary concern noted by respondents was to ensure that the City of St. Helena continues to support and address the needs of its residents. In addition, most respondents noted that they would also like St. Helena to maintain its small, rural character.

### **General Plan Website**

The St. Helena General Plan website during the preparation of the General Plan established an important online presence for the General Plan Update, serving as the portal for community and General Plan Update team members to access project-related information and materials. Individuals frequently used the online comment feature to submit their ideas, questions and concerns to the project team.

While the City no longer maintains a website devoted solely to the General Plan Update process, a copy of the 2035 General Plan is always available on the City's website.



chapter two

# land use and growth management

## 2 land use and growth management



*The Land Use and Growth Management Element provides an outline for governing future land use decisions and development patterns.*

- 1 introduction
- 2 land use and growth management**
- 3 economic sustainability
- 4 public facilities and services
- 5 circulation
- 6 historic resources
- 7 community design
- 8 open space and conservation
- 9 public health, safety and noise
- 10 climate change
- 11 housing
- 12 parks and recreation
- 13 arts, culture and entertainment

### 2.1 Purpose of the Element

The Land Use and Growth Management Elements present a framework for governing future decisions about allowable, context-appropriate land use and desirable development patterns to maintain the small town character of St Helena. This framework aims to effectively manage growth by drawing from and building upon the community's distinct history, walkable and strong neighborhoods, and active downtown. The Land Use and Growth Management Elements set 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. 2-4).
- **2.3 Key Findings and Recommendations.** Identifies key findings and recommendations based on an existing conditions analysis and extensive community outreach (p. 2-26).
- **2.4 Goals.** Defines overarching goals to guide policies and implementing actions (p. 2-28).
- **2.5 Policies and Implementing Actions.** Identifies policies and implementing actions to manage growth & maintain community character. (p. 2-29).



### 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, and growth management system.

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. Public workshops and a phone survey conducted for the 1993 General Plan 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 2035 General Plan Update, a phone survey, Town Hall meetings and mail-in survey were conducted and found that the community still has these same concerns - including traffic, inadequate water, and preservation of small town character. Therefore, the City should follow the long-standing philosophy that growth in St. Helena needs to be carefully managed, to ensure 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:

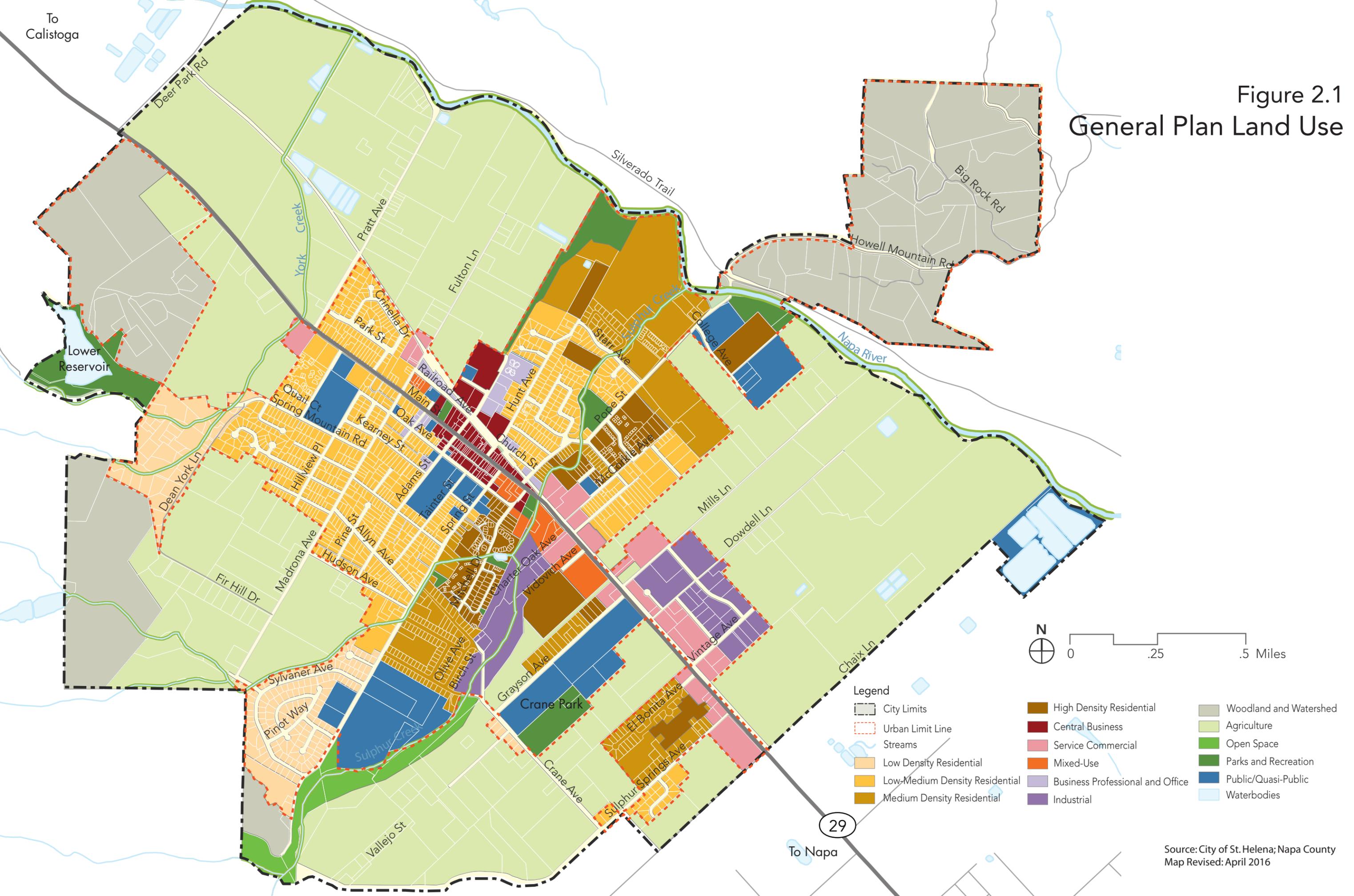
- Residential Areas;
- Commercial and Mixed-use Areas;
- Business and Industrial Areas;
- Community and Natural Resource Areas.

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.

**TABLE 2.1: General Plan Land Use Acreage**

Land Use Designation	Acres	Percent of Total
<b>Residential</b>		
Low Density Residential	96	3.2%
Low/Medium Density Residential	248	8.2%
Medium Density Residential	185	6.1%
High Density Residential	85	2.8%
Subtotal	<b>614</b>	<b>20.3%</b>
<b>Commercial and Mixed-Use</b>		
Mixed-Use	18	0.6%
Central Business	19	0.6%
Service Commercial	49	1.6%
Subtotal	<b>86</b>	<b>2.8%</b>
<b>Business and Industrial</b>		
Office	15	0.5%
Industrial	63	2.1%
Subtotal	<b>78</b>	<b>2.6%</b>
<b>Community and Natural Resource</b>		
Open Space	128	4.2%
Park	57	1.9%
Public and Quasi-Public	145	4.8%
Woodlands and Watershed	456	15.1%
Agriculture	1,461	48.3%
Subtotal	<b>2,247</b>	<b>74.3%</b>
<b>Total</b>	<b>3,025</b>	<b>100%</b>
<i>Note: Acreage totals do not include public roadways.</i>		

Figure 2.1  
General Plan Land Use



Source: City of St. Helena; Napa County  
Map Revised: April 2016

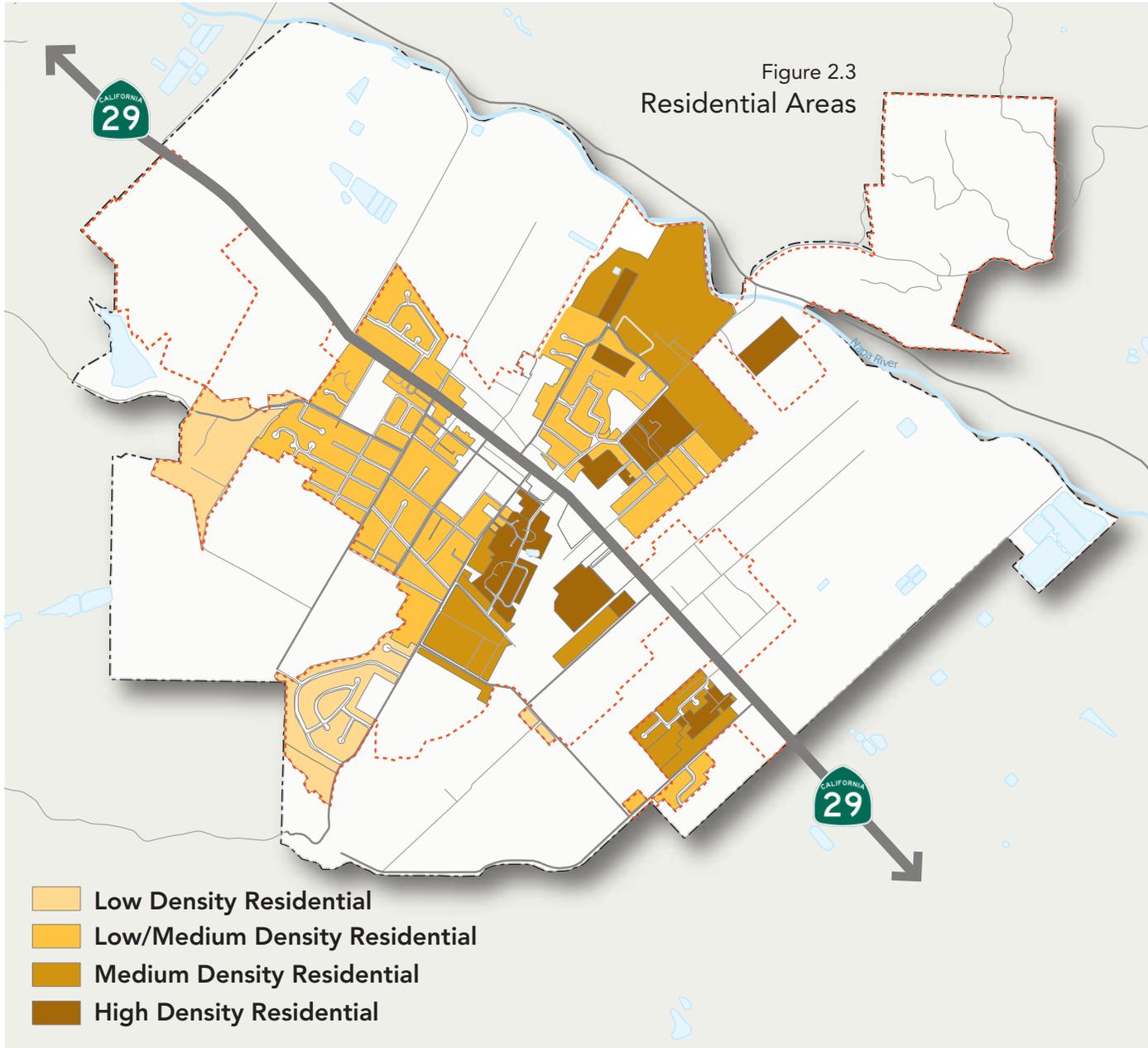
## 2 land use and growth management

**FIGURE 2.2: General Plan Land Use Menu**

Land Use Category	Density/ Intensity	Examples		
<p><b>Low Density Residential (LDR):</b> Larger lot single-family detached homes, secondary residential units and limited agricultural uses.</p>	1.0 to 5.0 dwelling units per acre			
<p><b>Low/Medium Density Residential (LMR):</b> Density typical of St Helena's existing single family detached neighborhoods.</p>	4.1 to 7.0 dwelling units per acre			
<p><b>Medium Density Residential (MDR):</b> Single family detached with some attached housing.</p>	5.1 to 16.0 dwelling units per acre			
<p><b>Higher Density Residential (HDR):</b> Multi-family housing, including apartments, townhouses and group homes.</p>	16.1 to 28.0 dwelling units per acre			
<p><b>Mixed-Use (MU):</b> Medium density residential mixed with retail, office, restaurant or other local-serving uses.</p>	Up to 20 dwelling units per acre; Maximum FAR 1.0			
<p><b>Central Business (CB):</b> Retail and commercial businesses that serve residents and visitors, including restaurants, lodging, retail, office, etc.</p>	Maximum FAR 2.0 with off-site parking			
<p><b>Service Commercial (SC):</b> Retail and service uses that are local-serving and may be auto-oriented, including offices, restaurants, service stations, etc.</p>	Maximum FAR 0.50			

Notes: Dwelling units per acre (du/ac) describes residential building density. Floor area ratio (FAR) denotes building intensity for non-residential uses.

Land Use Category	Density/ Intensity	Examples		
<p><b>Business and Professional Office (BPO):</b> Administration and professional office uses, including medical, financial, etc.</p>	<p>Maximum FAR 0.50</p>			
<p><b>Industrial (I):</b> Industrial parks, warehouses, light manufacturing, auto and farm-related uses.</p>	<p>Maximum FAR 0.50</p>			
<p><b>Woodland and Watershed (WW):</b> Very low density residential that ensures protection of wildlife, vegetation, open space and watershed resources.</p>	<p>Minimum parcel size 5 acres</p>			
<p><b>Agriculture (AG):</b> Agricultural and winery uses with restricted single-family residential.</p>	<p>Minimum parcel size 5 to 40 acres</p>			
<p><b>Public/Quasi-Public (PQP):</b> Government-owned facilities, schools, churches, cemeteries, etc.</p>	<p>Maximum FAR 0.50</p>			
<p><b>Parks and Recreation (PR):</b> Parks with public recreation uses.</p>	<p>N/A</p>			
<p><b>Open Space (OS):</b> Natural open spaces devoted to natural resource preservation and management, outdoor recreation, public health and safety.</p>	<p>N/A</p>			



### 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, but the impact to neighborhoods with regard to traffic, parking and public safety where difficult fire access, roads with parking on both sides and 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.

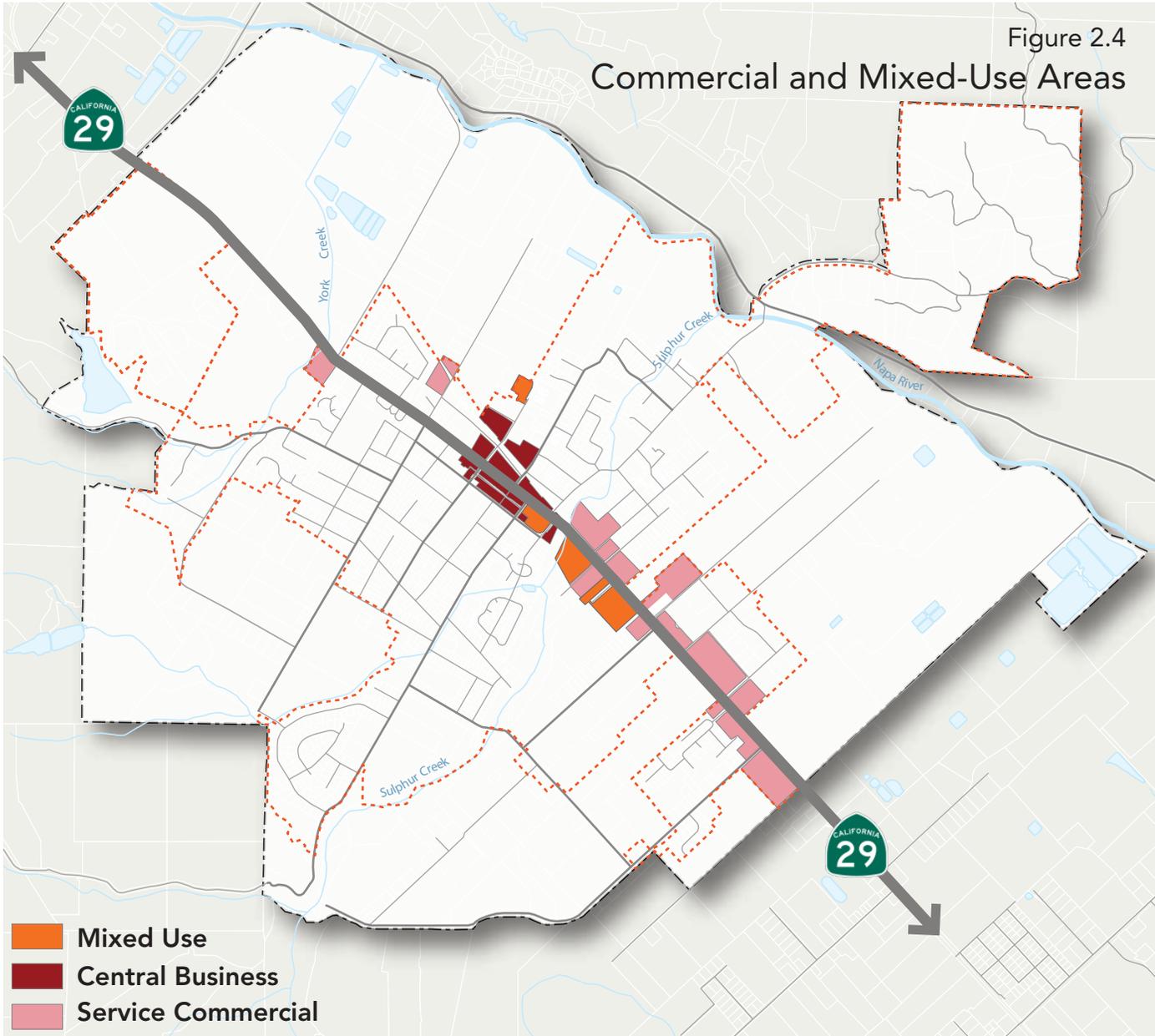
**Low/Medium Density Residential (LMDR).** The LMDR land use designation is being created as part of the 2016 General Plan update process in order to give the City a land use designation that better fits the lower density character of the City's existing single family home neighborhoods. The vast majority of the housing within this new land use designation consists of detached single family homes, the majority of which are single story, located on lots that typically range in size from 5000 to 8000 square feet. The primary function of this land use designation is to preserve the existing density, development standards, and architectural character of these existing neighborhoods. The LMDR designation permits residential densities between 4.1 and 7.0 units/acre.

**Medium Density Residential (MDR).** The MDR land use classification includes single family attached and detached homes, and compatible uses. This category permits residential densities between 5.1 and 16.0 dwelling units per acre. This land use designation was in the 1993 General Plan the City's predominant residential designation. It is intended to maintain a development pattern in higher density areas that is consistent with historic development patterns.

**Higher Density Residential (HDR).** The HDR land use designation currently 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.



*There are a variety of residential densities including single family, multi-family and secondary dwelling units.*



### 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.

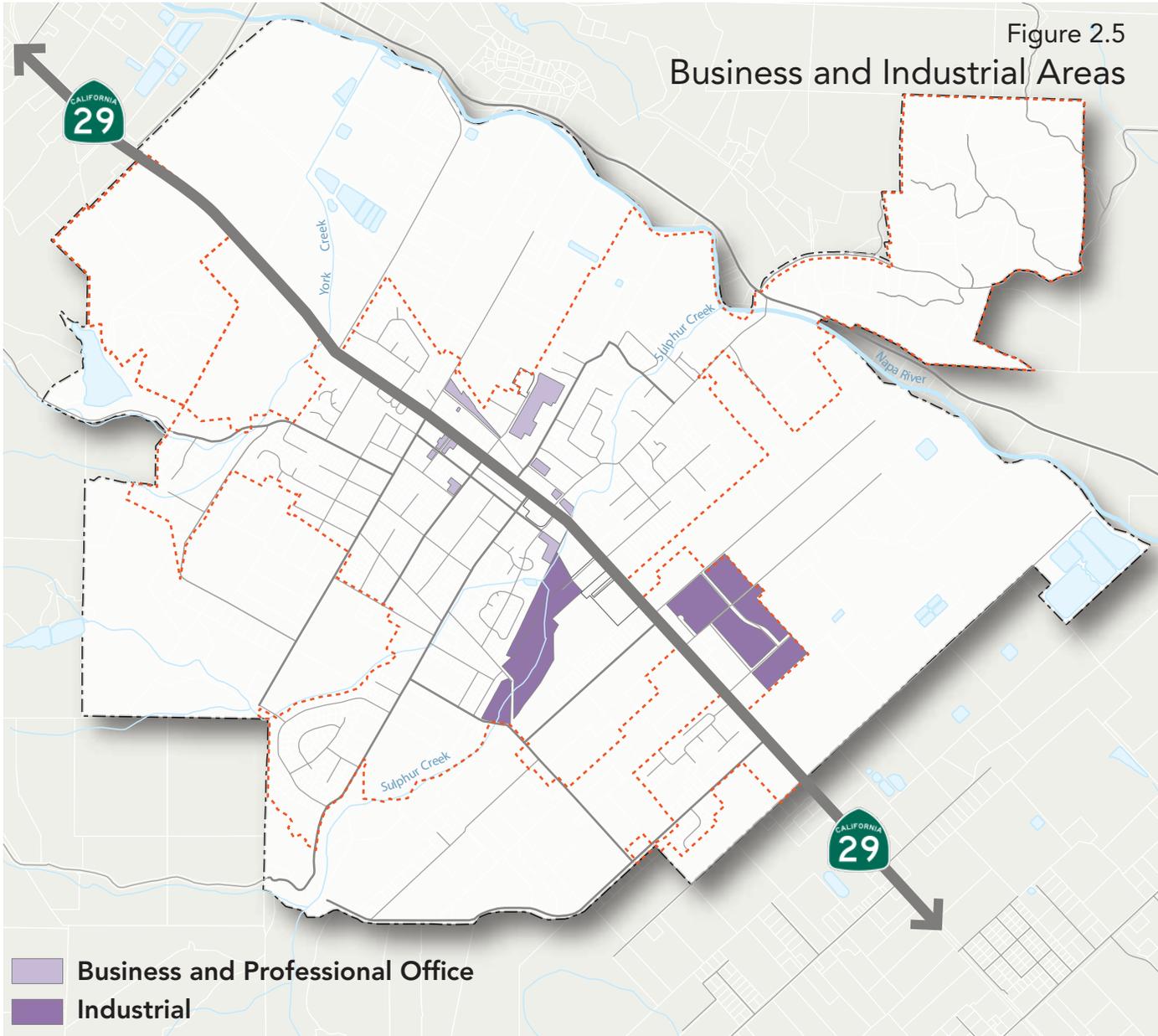
**Mixed-Use (MU).** The MU land use category allows medium to high-density residential mixed with retail, office, restaurant or other commercial uses. The maximum allowable residential density in MU areas is 20 dwelling units per acre, and the maximum FAR is 1.0. The intent of this land use is to protect 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 use permit review and approval. The maximum allowable FAR in CB-designated areas is 2.0, with off-site parking. The CB district extends from Sulphur Springs 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 Creek.



*Commercial uses include restaurants, cafes, retail and offices.*



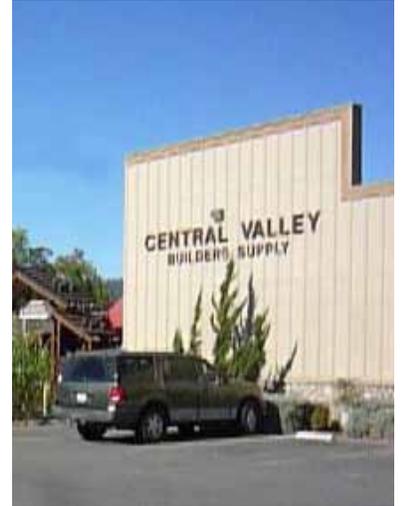
### Business and Industrial Areas

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. Figure 2.5 highlights business and industrial areas.

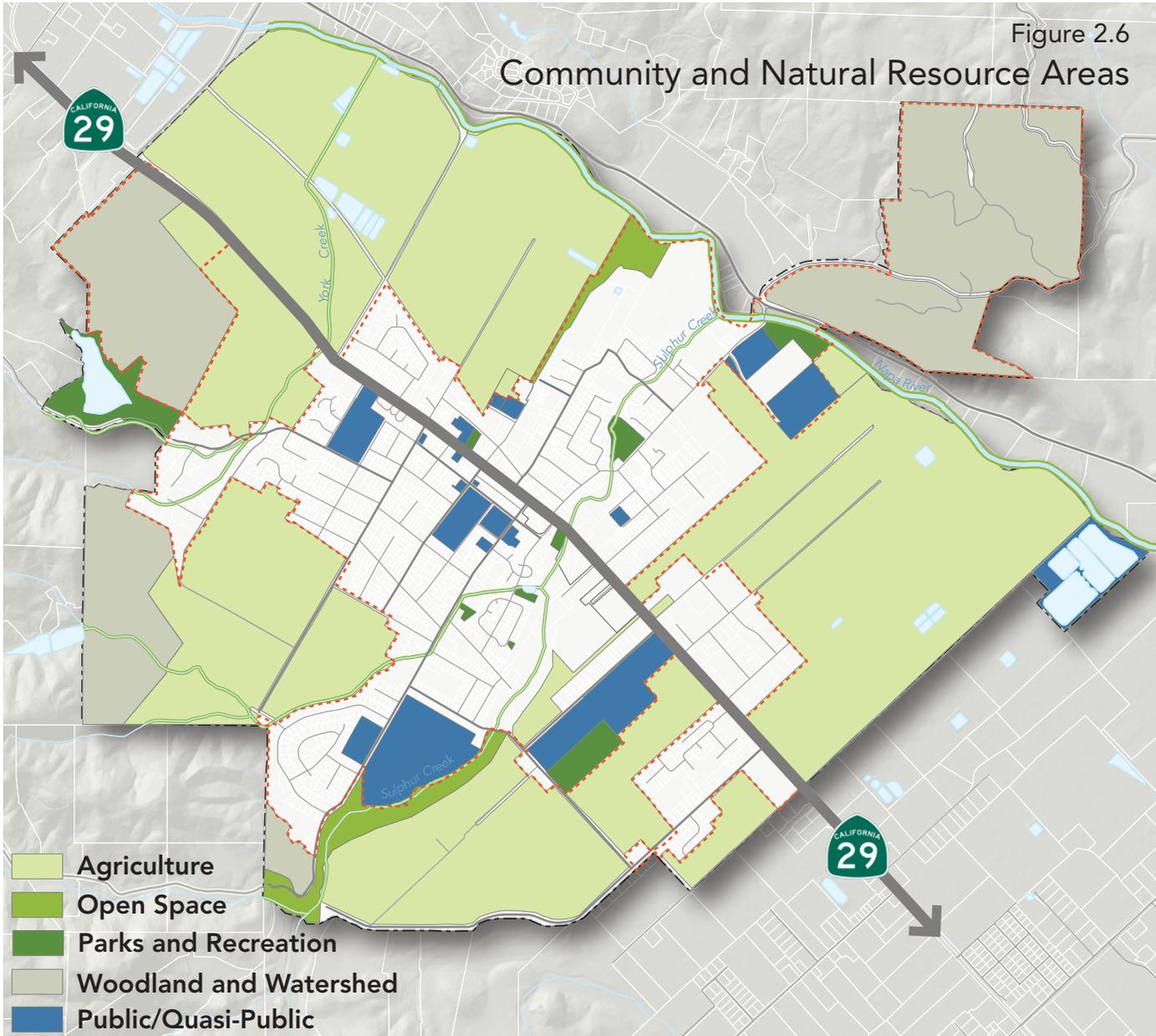
**Business and Professional Office (BPO).** The BPO classification allows for professional and administrative office uses, including medical, financial and similar

uses. Residential uses in this designation can be considered for upper floor areas, subject to discretionary use permit 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.

**Industrial (I).** The 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.



*Industrial areas provide important locations for light manufacturing and agriculture-related uses.*



### 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.

**Agriculture (AG).** The AG land use designation includes agricultural and winery uses with restricted single family and public/quasi-public uses residential. 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.

**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.

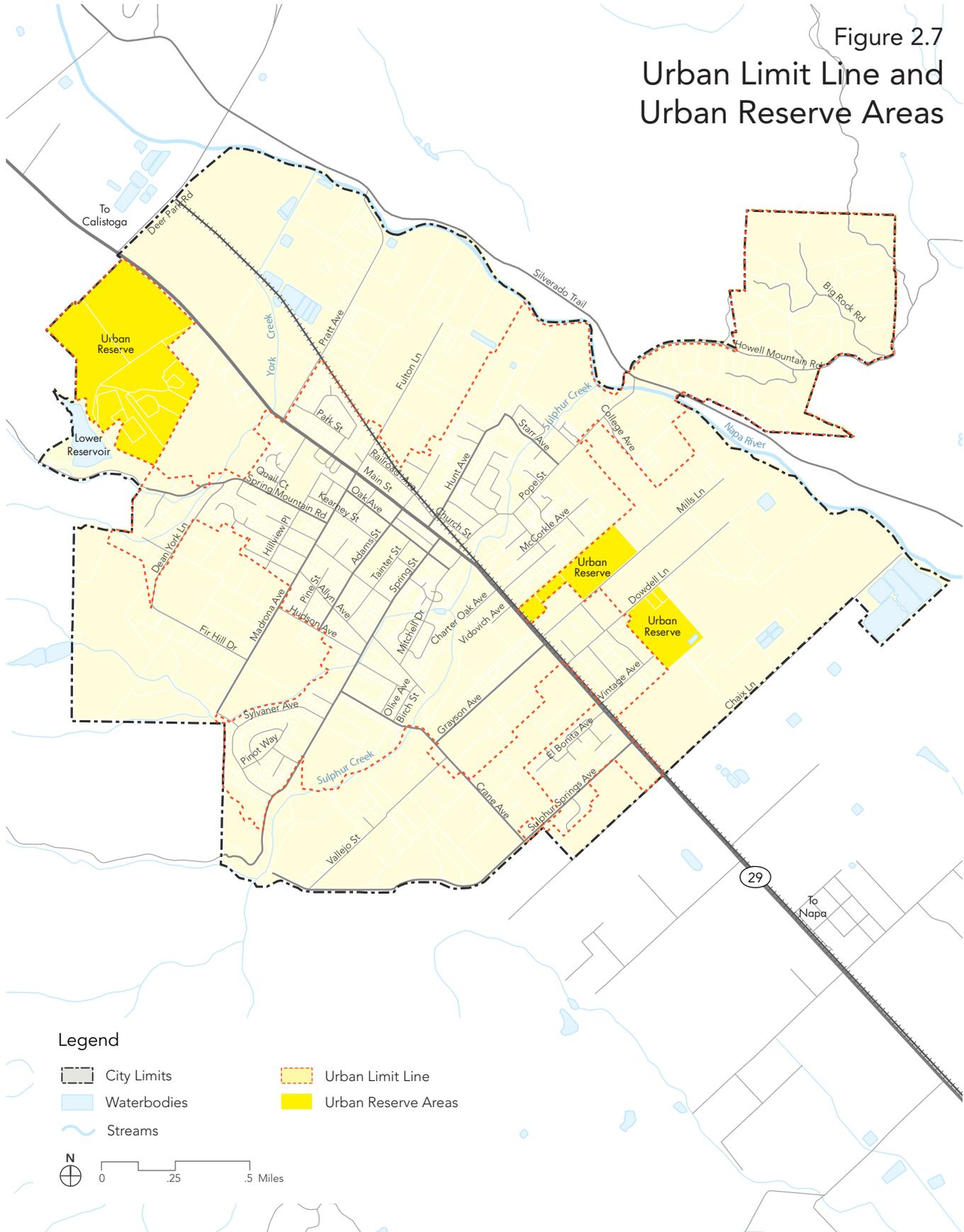
**Parks and Recreation (PR).** The PR land use designation includes public parks with recreation uses. It applies to all existing public parks and proposed park sites.

**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.



*Agriculture designations make up more than 48% of the land within the City.*

Figure 2.7  
Urban Limit Line and  
Urban Reserve Areas



### **GROWTH MANAGEMENT**

St. Helena aims to contain development and preserve agricultural lands in/ and 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 2015-2035 planning period (see Figure 2.7).

Land outside the Urban Limit Line, but inside the incorporated area, is designated for agricultural uses. 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.

#### **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.



*The Urban Limit Line marks the limit of where development is permitted.*

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.

### **Residential Growth Management System (GSM)**

The Residential Growth Management System limits (GSM) the number of building permits available for residential growth each year. That limit, as of the time of the General Plan update in 2015 is nine (9) residential units/year, with exceptions given for affordable housing, second units, and in other circumstances as spelled out in the City's implementing Growth Management Ordinance. The City, as part of its periodic review of the GSM, should consider the current adopted ABAG RHNA number for a given cycle when establishing limits. This will help to ensure consistency with the larger Bay Area's growth direction which encourages development in Priority Development Areas (PDA's) near transit and job centers. ABAG strategy indicates that development outside the PDA's encourages sprawl, and contributes to traffic congestion and environmental impacts such as reduced air quality and loss of open space and Agricultural lands. ABAG has not designated any land within St Helena as a PDA.

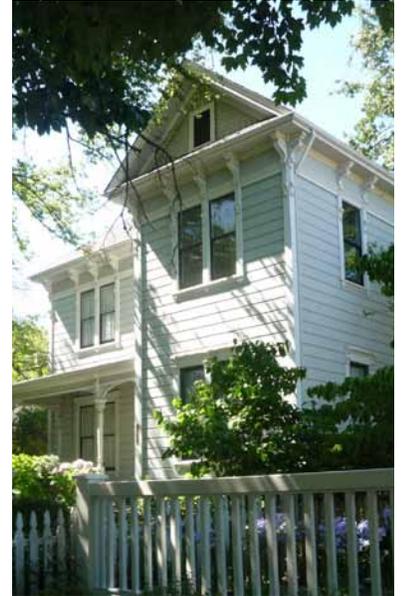
### GENERAL PLAN STRATEGY

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 growth management. The following planning principles apply to the land use development strategy:

- Protect agricultural lands located outside the Urban Limit Line.
- Preserve agriculture, 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 of park land. (See Parks and Recreation Element).
- Focus new residential and commercial growth inward at appropriate infill sites.
- Maintain community character by requiring high-quality design and by avoiding "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 or quality of life.



*A growth strategy principle is to maintain high-quality design and community character.*



*The Adams Street change area includes 5.66 acres adjacent to the City Library.*

### General Plan Change Areas

During the General Plan Update process fourteen 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 involves designating the entire site, with the exception of the library, as Central Business District (CBD). The library site will remain Public / Quasi Public. 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.

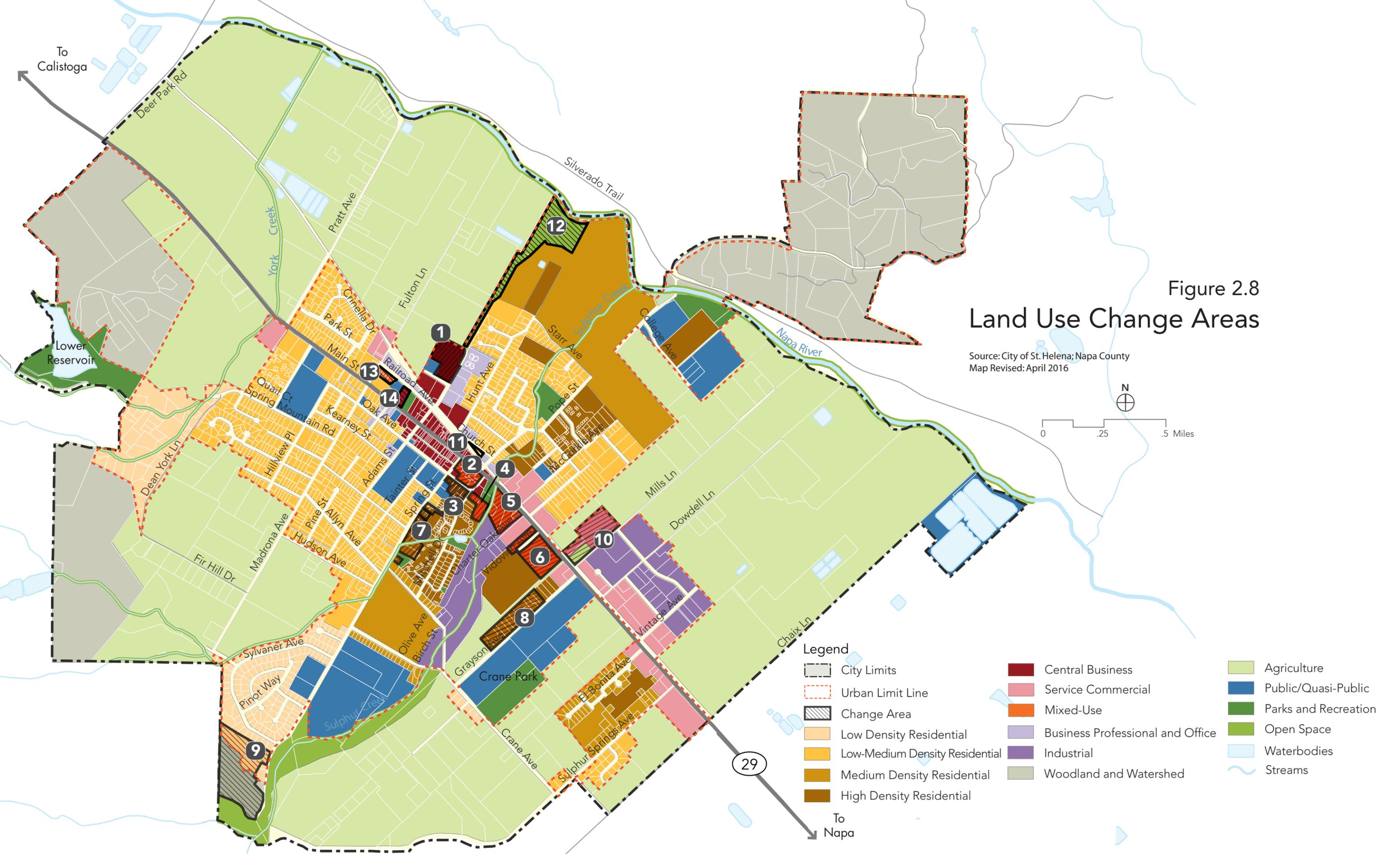
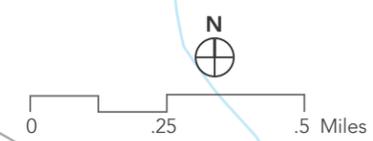


Figure 2.8  
Land Use Change Areas

Source: City of St. Helena; Napa County  
Map Revised: April 2016



- Legend**
- City Limits
  - Urban Limit Line
  - Change Area
  - Low Density Residential
  - Low-Medium Density Residential
  - Medium Density Residential
  - High Density Residential
  - Central Business
  - Service Commercial
  - Mixed-Use
  - Business Professional and Office
  - Industrial
  - Woodland and Watershed
  - Agriculture
  - Public/Quasi-Public
  - Parks and Recreation
  - Open Space
  - Waterbodies
  - Streams

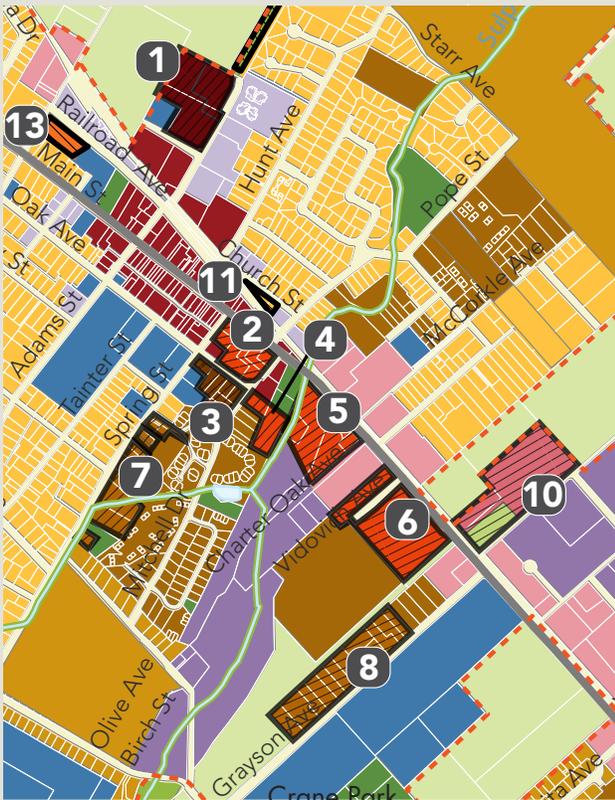
- 9 West end of Spring Street (14.31 acres):** This area includes a modification to the Urban Limit Line and an identical shift expanding the Low Density Residential area by 1.49 acres. This change is made to better reflect the flat portion of this parcel.
- 10 Mills Lane and Highway 29. (7.51 acres):** Adjust Urban Limit Line and, General Plan and Designation 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 Church Street Parking Lot Parcels (0.39 acres):** Rezone the 4 mid-block parcels adjacent to the railroad from Medium Density Residential to Mixed Use or to allow the parcels to be developed as a parking lot.
- 12 Flood Control Project Site (15.7 acres):** Redesignate this parcel (the flood control project site) from Medium Density Residential to Open Space.
- 13 Railroad Avenue (4 parcels):** Adjust General Plan for parcels 1547 to 1569 on Railroad Avenue from MDR: Medium Density Residential to Mixed Use.
- 14 City Hall Site:** The Central Business District (CBD) is proposed for the property where City Hall is currently located.

### 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 may be allowed. The Land Use Change Areas map (Figure 2.8) and Housing Opportunity Site map (see Housing Element Figure 1.0) present locations where new development is likely to occur in the next 20 years. The Growth Management System limits the allowed number of new residential permits, with the number of the units allowed by the City's GMS System being a maximum of nine (9) new residential units per year, for a total of 72 units over the eight year term of the Housing Element). This number of 72 units actually exceeds the latest Association of Bay Area Governments (ABAG) 2015 to 2023 Regional Housing Needs Allocation (RHNA) allotment for the City of St. Helena of 31 total residential units.

CONCEPTS, TRENDS AND IDEAS

# The Relationship between Land Use and Zoning



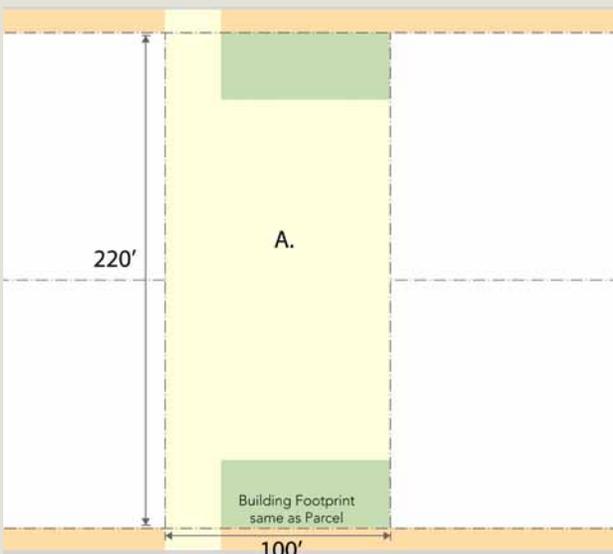
The General Plan Land Use and Growth Management Element establishes a broad vision and framework for land use in St. Helena. It sets forth policies and implementing actions that are intended to guide local decision-makers over the life of the Plan. In contrast, the Zoning Ordinance details specific standards and design guidelines to regulate development. The functions of these two planning tools are described in further detail below.

### St. Helena's Land Use and Growth Management Element

- Defines and locates land uses throughout the City.
- Specifies acceptable building heights and densities per land use type.
- Describes the intent and direction of St. Helena's growth.
- Includes overarching, citywide development principles, goals and policies to achieve a high quality built environment.

### St. Helena's Zoning Ordinance

- Regulates density (number of residential dwelling units per acre) and intensity (floor area ratio) of development.
- Specifies standards for site design, including open space, building orientation, massing, setbacks and relationship to the street and adjacent properties, and parking requirements.
- Provides incentives for affordable housing.
- Establishes allowed and prohibited uses.



## 2 land use and growth management



*St. Helena functions as a service center for surrounding towns and unincorporated areas.*

California State requirements directly influence how St. Helena considers population growth. The RHNA administered by the 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).

### 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.

- ABAG projects that St. Helena's population will increase by 300 by 2035. The City should be aware of long-term population projections when developing General Plan land use policies.
- 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. St Helena will plan for adequate zoning for each RHNA cycle.
- St. Helena experiences high commercial rents and, except for 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.

- Despite its relatively small population, St. Helena functions as a service center, and provides public services 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

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**LU1.1** Require new development to occur 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 impacts on sewer, water, energy, and natural resources.

**LU1.2** Allow urban development to occur only within the Urban Limit Line. Consider an exception for on-site employee 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. 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.

topic area

**1 GROWTH MANAGEMENT**

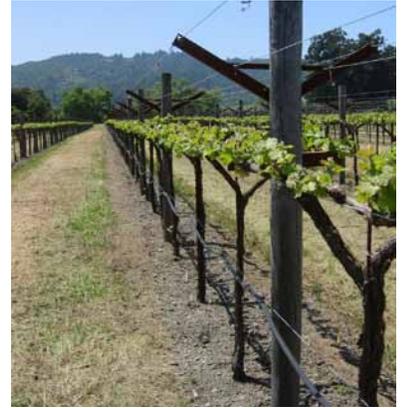
**LU1.3** Support agricultural and low-intensity uses beyond the Urban Limit Line.

**LU1.4** In order to minimize and postpone the need for expansion of the Urban Limit Line encourage infill development within currently developed areas.

**LU1.5** Require new development to provide adequate infrastructure and urban services, including compliance with the policies and implementing actions affecting new development as set forth in Chapter 4 (Public Infrastructure).

**LU1.6** Support the redevelopment of vacant and underutilized sites within the downtown area with 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.

**LU1.7** Continue to limit the approval of market rate residential development to a maximum of nine (9) dwelling units per year. Regulated affordable units, and second units are exempt from this limitation.



*Infill development is encouraged in order to postpone the need for expansion of the Urban Limit Line.*

### Implementing Actions

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**LU1.A** Continue to allow the construction of second units – also known as accessory dwelling units – and consider allowing the division of single family homes into two or more units under appropriate circumstances, in order to increase residential density and housing availability without requiring an extension of the Urban Limit Line.

**LU1.B** Rezone appropriate sites with land use designations such as Central Business, Service Commercial, and Mixed-Use, in accordance with the General Plan Land Use Map. Include provisions to allow for compatible uses on the same site, either in 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** Continue to update the City’s housing inventory to track the status of residential growth by unit type and affordability level.

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

**LU1.E** Restrict the use of housing units as short-term rentals, except for those allowed by the Short-Term Rental Ordinance.

**LU1.F** The City should consider 1) changes to the Growth Management System and the Housing Element that would limit the total number of new market rate and affordable units to those included in the Regional Housing Needs Allocation (RHNA), 2) changes to the City’s Growth Management System to address as part of the building permit allocation process the relative benefits a residential project brings to the City, as compared to other residential projects seeking building permit allocations.

topic area

## 2 RESIDENTIAL NEIGHBORHOODS

### Policies

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**LU2.1** Promote a mix of housing types and price ranges which are consistent with the Housing Element RHNA categories of housing affordability.

**LU2.2** Encourage new residential development that is consistent in design, size, color and floor area ratio (FAR) with the older residences in the neighborhood.

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

**LU2.4** Encourage the subdivision and/or development of larger parcels as Planned Unit Developments to ensure a more comprehensive and creative approach to planning the development as a single unit. This does not prohibit use of Planned Unit Developments on parcels less than three acres.

**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** Consider allowing higher density housing in single family neighborhoods within Medium and High Density Residential Land Use Designations as long as the development character of the single family area is maintained, including lot widths, orientation to street, building heights, onsite parking, traffic, noise, among other considerations.

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

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



*The City's housing inventory should be regularly updated.*

### Implementing Actions

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**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, for single family and multiple family uses, 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. (Also see the following elements: Community Design, Topic Area 3; and Economic Sustainability, Topic Area 3).

**LU2.C** Implement view shed protection review for residential development as part of an updated 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.



*A mix of housing types and price ranges allows choice for residents.*

**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 and floor area ratio (FAR) 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 neighborhoods.

#### Policies

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**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.



*Downtown is the City’s social and cultural core.*

### topic area

## 3 COMMERCIAL DISTRICTS

**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, whenever possible.

**LU3.8** Provide sufficient opportunities for offices 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** Encourage office development within Mixed-Use, Service Commercial and Central Business districts to complement the pedestrian orientation of surrounding development.

**LU3.11** Ensure that new commercial development does not obstruct view corridors to the mountains.

#### Implementing Actions

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**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** 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.C** 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, Meadowood, Madrone Knoll, Rutherford and the unincorporated area south of St. Helena.



*Sites within the Central Business and Service Commercial districts may be future locations for mixed-use development.*

### topic area

## 3 COMMERCIAL DISTRICTS

**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

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**LU4.1** Support 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, Meadowood, Madrone Knoll, 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.



*Industrial uses that support surrounding agricultural uses are encouraged.*

### Implementing Actions

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**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** Evaluate the compatibility of the Industrial Area and existing heavy equipment use between Highway 29 and Crane, and determine if re-zoning or other action is necessary to ensure safety and liability, hazard and noise reduction in surrounding neighborhoods, schools and parks.

#### Policies

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

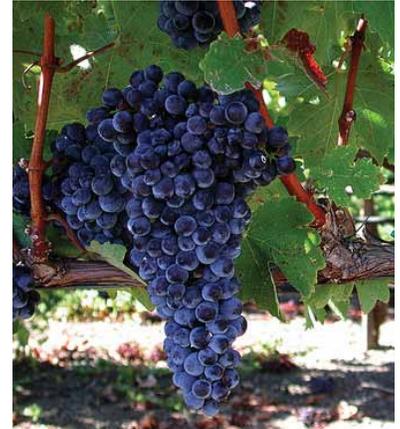
**LU5.2** Encourage the County to continue to promote agricultural uses and to limit further development in unincorporated areas surrounding the City.

**LU5.3** Strictly limit development on properties existing at the time of the adoption of this General Plan that are designated or used as agricultural 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 industries to locate in the city if their location does not adversely impact surroundings uses or city services (water, traffic, etc.) or the quality and character of the community.



*The Urban Limit Line strictly limits development in order to protect agricultural uses.*

### topic area **5 AGRICULTURAL USES**

#### **Implementing Actions**

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**LU5.A** Update the zoning ordinance and map to be compatible with the General Plan land use map and designations.

**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** 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, orchards 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 rezonings, or General Plan amendments 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.

**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 subdivisions or use permits. 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.

**LU5.I** Evaluate discretionary land use applications, rezonings, and/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 at least 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 discretionary land use application rezoning, or General Plan amendment.

**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.

### topic area 6 PUBLIC FACILITIES

#### Policies

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**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

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**LU6.A** Update the zoning ordinance and map to be compatible with the General Plan use maps and designation and public facilities and services element.

**LU6.B** Pursue sites for future public facilities, including parks, consistent with projected growth.

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

**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.E** Require safe and accessible bicycle and pedestrian access for all newly-developed public facilities and sites.

**LU6.F** Provide for capital needs of water and wastewater systems.





chapter three  
**economic sustainability**

## 3 economic sustainability



*St. Helena's Central Business District is located along Main Street with shops, cafes, restaurants and offices.*

### 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 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).

- 1 introduction
- 2 land use and growth management
- 3 economic sustainability**
- 4 public facilities and services
- 5 circulation
- 6 historic resources
- 7 community design
- 8 open space and conservation
- 9 public health, safety and noise
- 10 climate change
- 11 housing
- 12 parks and recreation
- 13 arts, culture and entertainment

**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

Economic sustainability in St. Helena is something we need to achieve. Ensure long term planning and put policies into place such that the City remains economically viable for the future while giving consideration to infrastructure, water, and housing.

## 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 as well as the 2007 Local Economy and Economic Development Background Report.

- St. Helena has historically exhibited slow population, household, and housing growth.
- 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 an important issue in St. Helena. Workforce housing availability may be a key constraint to further local economic development. Increasing the supply of work force, housing may be critical to St. Helena's long term sustainability.
- Commercial space 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.

- 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 constraints on available water supply.
- Local business leaders have expressed concerns regarding traffic issues in St. Helena and the availability of proximate parking 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 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 generation for the City is a key factor of economic sustainability, and having retail on the ground floor of commercially zoned parcels will encourage this goal.
- Tourism 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 generated by the wine industry supports local businesses throughout St. Helena.*

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.

- St. Helena serves as a commercial and business center for the surrounding towns and unincorporated areas, including Calistoga, Angwin, Deer Park, Meadowood, Madrone Knoll, Rutherford and the unincorporated area south of St. Helena. However, the population base is still not sufficient 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:

#### **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.

#### **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



*The community supports maintaining locally owned and operated businesses, such as Steve's Hardware and Houseware.*

of policies and actions can be accurately measured and tracked as well as forecasted into the future. Specifically, the city should consider creating 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.

### **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.

### **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.

*St. Helena is dedicated to enhancing local-serving businesses that meet residents' needs.*



### 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.

## CONCEPTS, TRENDS AND IDEAS

## Sustainable Economic Development

Smaller cities, like St. Helena, often employ local economic development (LED) strategies to increase their economic capacity and prosperity. LED approaches reach beyond traditional business attraction and retention and growth models to include longer-term enhancements to the local economy and prosperity into the future. Typical measures can include strategies to minimize retail leakage, support local artisans and small business owners, and enhance workforce development programs in key sectors of the local economy. In addition, LED models emphasize strengthening ties between the private, public and non-profit sectors to ensure a collaborative approach to creating better conditions for economic growth and investment.

A sustainable economic development strategy builds upon traditional and LED economic models to include long-term enhancements to local quality of life measures and the environment. In this way, economic sustainability extends the scope of economic growth models beyond the goal of achieving annual fiscal gains. Implementation approaches and measures vary according to the needs of the local economy, but may incorporate additional emphasis on local arts and cultural expression, educational improvement, public health and environmental sustainability.



*Local economic development (LED) strategies include supporting local businesses and niche markets, such as culinary businesses and wineries.*

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 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, cultural activities, and entertainment that can contribute to the local economy. (Also see the Arts, Culture and Entertainment Element)



*Central St. Helena is the social, cultural and economic heart of the City.*

## topic area

**1 ECONOMIC DIVERSIFICATION****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 Municipal Code to encourage to the extent feasible businesses that are complementary to St. Helena’s small-town character and that provide a range of goods to local residents. Update the Municipal Code to define and permit non-chain, discount type stores. Maintain the existing provisions in the Municipal Code that prohibit formula restaurants, outlet and chain discount-type stores, and retail businesses over 10,000 square feet in size.

**ES1.C** Develop a strategy to increase funding and resources to support arts and history 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** Consider the establishment of a Business Improvement District.

**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.

**ES1.F** Provide development incentives for new visitor-serving businesses to develop affordable workforce housing either through construction of housing or payment of an appropriate in lieu fee to develop housing elsewhere in the City. Such incentives shall include consideration of visitor-serving uses in Medium Density Residential or Higher Density Residential where a project provides affordable housing or an appropriate payment of an in lieu fee.



*Events, such as the farmer’s market, support the economy while strengthening the local social fabric.*

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

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**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.

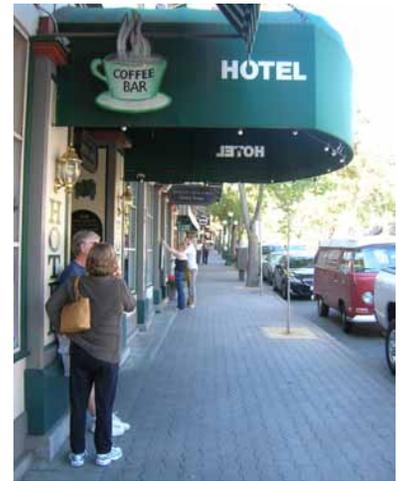
**ES2.2** Encourage visitor-serving uses oriented toward an upscale market, consistent with the Valley's reputation as a producer of world-class wines. Discourage the introduction of uses that are dependent upon a mass tourist market.

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

**ES2.4** City will encourage green transportation 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



*Visitor-serving businesses bolster the City's economy and bring jobs, tax revenues and cultural amenities.*

## topic area

**2 SUSTAINABLE TOURISM**

transportation modes in order to reduce the need for automobile trips. (Also see the Circulation Element, Topic Area 4)

**ES2.7** Do not legislate or restrict the number of restaurant seats, but continue to prohibit formula restaurants.

### Implementing Actions

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**ES2.A** Continue to prohibit formula restaurants, chain discount stores, and time-share lodging projects (excluding Fractional Ownership Lodging). Consider destination membership clubs and other potential lodging options that contribute to the Transient Occupancy Tax (TOT) revenue stream.

**ES2.B** Study and recommend guidelines for permitting lodging uses in a range of land use designations, and ensure that the requested uses will not result in significant 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 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, and support the development of bicycle trails throughout St. Helena with the goal of connecting to a countywide system. Encourage the use of group transit options in order to decrease tourist-generated traffic congestion. Encourage the use of pedibuses 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.)

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

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**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.

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

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

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

**ES3.5** Support cultural diversity through economic sustainability initiatives.



*Partnerships between the City and private and nonprofit organizations can promote economic sustainability.*

### Implementing Actions

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**ES3.A** Continue Planning Department technical assistance for new projects.

**ES3.B** Develop a revised design review and/or form-based code process for commercial and industrial uses that establish objective design guidelines and restrictions, (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** Explore hiring or retaining economic development planning expertise to assist in creating and maintaining an Economic Sustainability Strategy and associated and necessary tools. Partner with the local business community to ensure that the program effectively meets participants' needs.

**ES3.D** 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.

**ES3.E** Encourage partnerships between the City and private and/or nonprofit organizations to enhance the City's economic sustainability.

**ES3.F** Consider leveraging City resources as feasible to enhance the City's economic sustainability.





chapter four  
**public facilities  
and services**

## 4 public facilities and services



*Public services that support St. Helena residents include water, sewer, storm drainage, solid waste collection, schools and libraries.*

### 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. 4-18).

**4.4 Goals.** Defines overarching goals to guide policies and implementing actions (p. 4-24).

**4.5 Policies and Implementing Actions.** Identifies policies and implementing actions to provide services and maintain the City's physical infrastructure (p. 4-24).

- 1 introduction
- 2 land use and growth management
- 3 economic sustainability
- 4 public facilities and services**
- 5 circulation
- 6 historic resources
- 7 community design
- 8 open space and conservation
- 9 public health, safety and noise
- 10 climate change
- 11 housing
- 12 parks and recreation
- 13 arts, culture and entertainment

## 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 as well as neighboring communities. 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 potential future source of groundwater and potentially (if treated) of potable water.

Bell Canyon Reservoir is the City's primary source of potable water, and the City has the right to divert and store 3,800 acre feet at Bell Canyon, although the available physical storage is significantly less than that amount. Bell Canyon is an on-stream reservoir with a physical storage capacity of approximately 1800 acre-feet ("AF"). 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.

## 4 public facilities and services



*Bell Canyon Reservoir is the City's primary water supply source.*

cally 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 plant typically operates at 3.5 mgd. The plant 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 has been used for irrigation by Spring Mountain Winery and by RLS Middle School. The City has supplied 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.

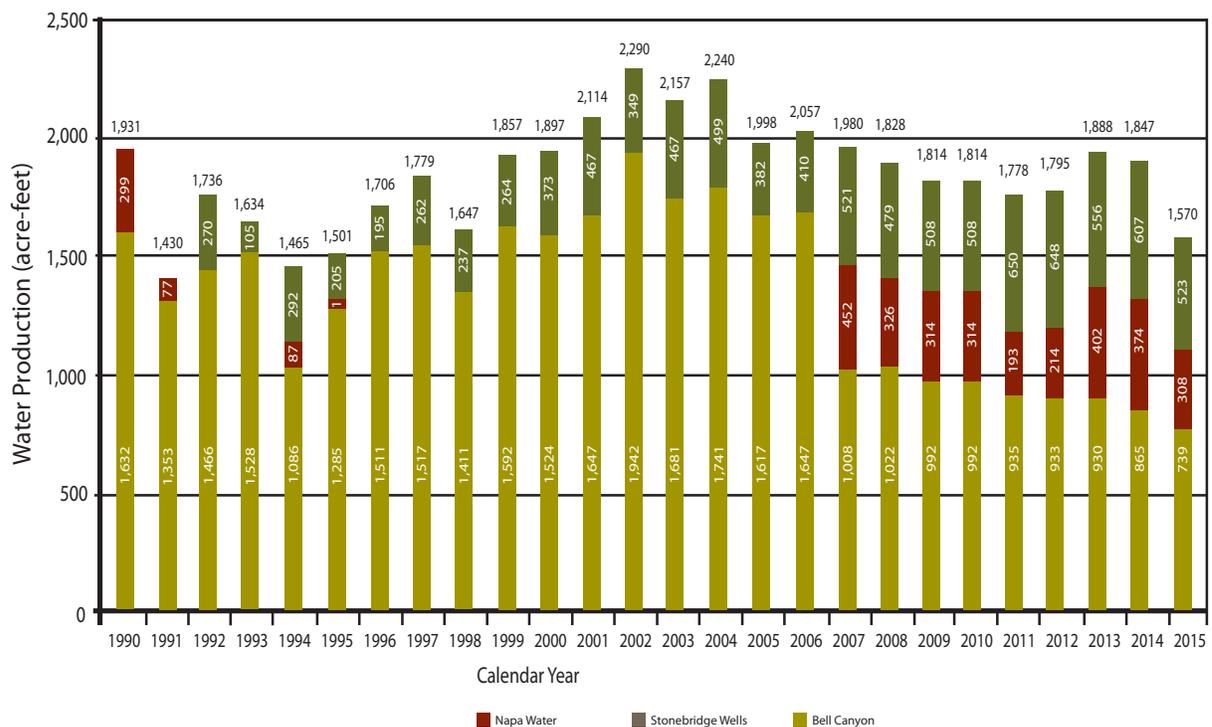
The City also purchases significant water quantities from the City of Napa. It entered into a long term water supply agreement with Napa in September 2006. The delivery terms were materially revised in April 2009 (Amendment No. 1) and in November 2011 (Amendment No. 2). The initial term of the contract expires on December 31, 2035. In the initial term under the revised delivery terms, Napa is required to make available 600 AF per year and the City is required to take 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.

Water purchased from the City of Napa 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 was 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.

## 4 public facilities and services

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.

FIGURE 4.1: St. Helena Historical Annual Water Production



### 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 in 2015 had 1,964 connections within the City limits, serving about 5,900 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.

Like all water suppliers the City has had some "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 maintain unaccounted for water loss at an acceptable level in municipal systems.

### Water Demand

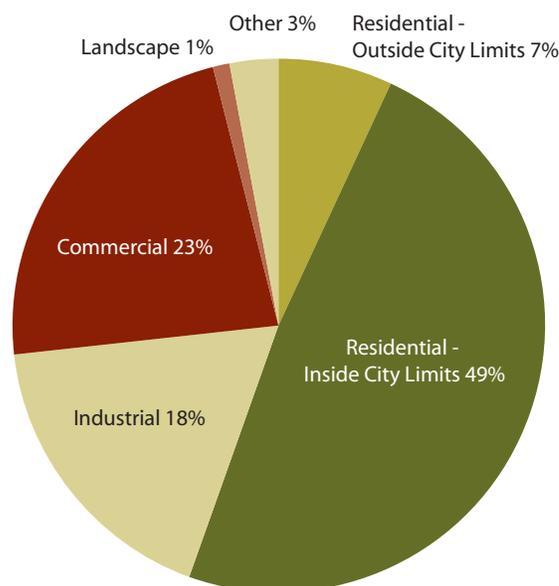
Water supplied has decreased significantly in recent years, from a high of 2,290 AF in 2002 to 1736 AF in water year 2012 and 1806 AF in water year 2013. Meaningful savings have come in a decline in residential consumption (which is also the largest category of user, as seen on Figure 4-2). General commercial and industrial (winery) usage, taken together, have also significantly declined in recent years, including in low rainfall years.

### 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

FIGURE 4.2: Metered Potable Water Demands 2015 Percent Distribution



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 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) is now less the annual safe yield, the City calculates that its 2013 water surplus is 80 AF. The demand has been declining in recent years, mainly due to the decline in residential water demand.

### **Water Shortage Emergencies**

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.

## 4 public facilities and services

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 severe.

### Water Supplies

The City needs to obtain new water supplies and/or 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.

*St. Helena has a long-term agreement with the City of Napa to purchase water.*



## CONCEPTS, TRENDS AND IDEAS

## Green Infrastructure



*By imitating natural hydrologic processes, “green infrastructure” helps to manage stormwater and improve overall watershed health.*

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, daylit 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.



*York Creek is approximately 7.2 miles long and its watershed collects runoff.*

### Water Recycling Potential

The City recognizes that 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 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 permit allowed for discharge into the Napa River under very limited conditions, the City

seeks to minimize discharges directly into the River, the only discharges (which were allowed under City's permit) that occurred were 19 days in 2006 (a big flood year), for one day in 2009 (in connection with a dye study), and 5 days in 2014. The City's goal is to minimize all direct discharges into the Napa River, even though they are allowed under the current permit 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, within 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. Water is no longer stored at UYCD, and the City is actively working on a project to restore the creek in this area.

### 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

## 4 public facilities and services

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 under-sized. 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 mitigation (i.e. spillways) and have the potential to cause severe erosion.



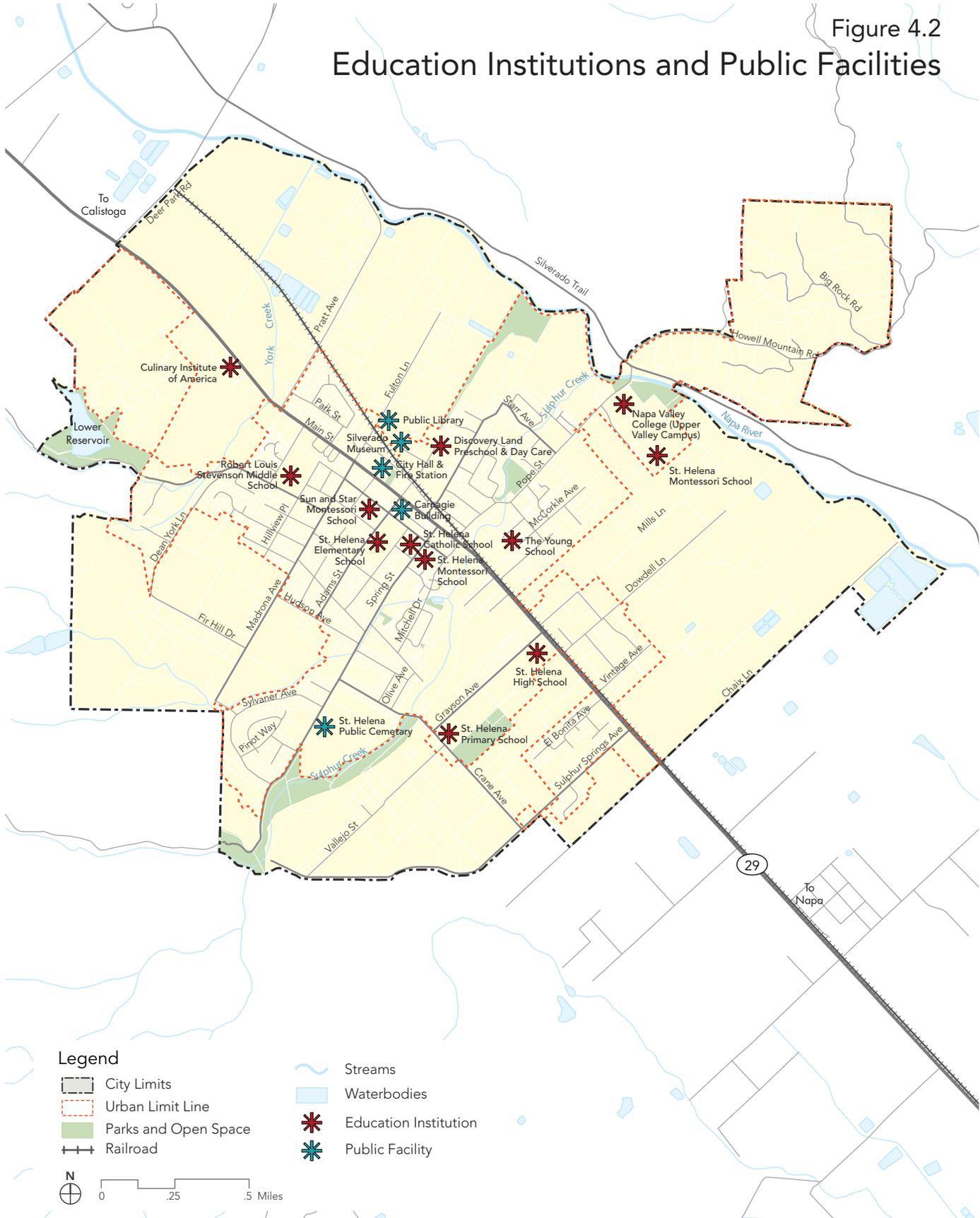
*Clover Flat Landfill supports recycling and has a capacity of 5.1 million cubic yards.*

### Solid Waste

The Upper Valley Disposal Service provides solid waste services to all residents and businesses in the City of St. Helena. The Upper Valley Disposal Service 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.

Figure 4.2  
Education Institutions and Public Facilities



Source: City of St. Helena; Napa County  
Map Revised: April 2016



*The City has five public schools including the St. Helena Elementary School.*

### **SCHOOLS AND PUBLIC LIBRARY**

The St. Helena Unified School District consists of five schools that, as of 2015 served 1,236 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 4.2 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, commercial, and industrial 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.
- 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 expired October 31, 2015. A new permit was issued on January 12, 2016. The permitted capacity is the average dry weather flow which shall not exceed 0.65 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 the new permit and related order, the City is required to meet more stringent discharge limitations. This may require significant improvements to the wastewater treatment facility.

Stormwater flows during the rainy season can infiltrate the City's wastewater collection system. Reducing inflow and infiltration into 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 Mitigation Project (Project). The final Project plan, approved in 2006, provides flood risk reduction for a 100-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 complet-

## 4 public facilities and services



*The George and Elsie Wood Public Library contains approximately 96,000 books, videos, albums, newspapers, magazines and other media*

ing 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 mitigation features. FEMA's approval was received in June 2012 through a Letter of Map Revision reflecting the areas brought under flood protection mitigation risk reduction by the project. The Project removed over 200 residential units from the floodplain.

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 process, and renew recommendations to reflect changes since the adoption of the last plan.

### Schools and Library

During the 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 and has been effectively accomplished by the St. Helena library.

During the 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.

### **FIRE PROTECTION SERVICES**

St Helena Fire Department provides fire protection services within the City limits, including fire suppression, fire prevention, education, emergency medical and rescue services, and response to incidents involving hazardous materials.

#### **Staffing**

The Fire Department is authorized to maintain a roster of a maximum of 30 part time firefighters. The department has a full-time administrative assistant, a part-time paid Fire Chief, as well as a part-time Fire Marshal. As a part time department, firefighters respond to the station when they receive a page, leaving the station unoccupied throughout the day. Currently the Fire Department is adequately staffed to accomplish its missions and goals (Sorensen, 2015).

The firefighters are trained to provide emergency medical services at various levels. Presently, half of the firefighters are trained to the First Responder level the other half are certified as EMT-1s. The Fire Department responds simultaneously with the ambulance dispatch, and generally arrives on scene concurrently with the ambulance company (Sorensen, 2015).

#### **Equipment**

Equipment includes two Type 1 engines, one Type 1, 85-foot aerial ladder truck, one Type 1 water-tender, one Type 6 engine, one Type 2 rescue vehicle, and one type 2 engine. The Fire Department also has one command vehicle and one utility vehicle (Sorensen, 2015).

#### **Service Calls and Response Times**

The Fire Department has a response time of 5.5 minutes and responds to each call with an average of ten firefighters. The department has set a goal for a maximum response time of 8 minutes within the St. Helena city limits (City of St. Helena, Sorensen, 2015).

In 2014, the Fire Department received a total of 745 calls. Of these calls, 60 percent were for emergency medical services, 4 percent were for fire services, and the

remaining 36 percent were other types of calls (e.g., false alarms, hazardous conditions, and other types of service calls) (Sorensen, 2015).

The St. Helena Fire Department is part of the Napa County mutual aid automatic aid agreement. Depending on the needs of the incident, all departments in the county will respond as requested or required. (Sorensen, 2015).

### **POLICE SERVICES**

The St. Helena Police Department provides police services within the city limits. The Police Department maintains 24-hour security patrol throughout the community.

#### **Staffing**

The Police Department is based at 1480 Main Street in St. Helena. The Police Department consists of 11 full-time sworn officers (including the Chief of Police) and one part-time employee as well as dispatch, for a total of 16 employees. The Police Department goal is to maintain a staffing ratio of approximately two police officers for every 1,000 residents. Given the City current 2015 population of 5,900 residents, a total of 12 sworn officers are needed to meet this staffing ratio. As a result the Police Department is understaffed by one officer (Imboden, 2015)

#### **Equipment**

The Police Department maintains five patrol cars, a motorcycle unit, bike patrol, and a canine unit.

#### **Service Calls and Response Times**

For Priority One calls the Department had an average response time of 4 minutes, 39 seconds. The Police Department's goal is to maintain an average response time of three minutes or less. In 2014, the Police Department handled 8,642 calls for service. The increasing number of calls for service have resulted in an increase in response time (Imboden, 2015)

### 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 mitigation.

### 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, Libraries, Fire, and Police

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 WATER**

## Policies

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**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** Continue to implement and update as necessary the City's Water Management Plan Ordinance and the City's Ordinance containing the Water Use Efficiency Guidelines, along with other existing water conservation ordinances and measures.

**PF1.6** Aggressively promote adoption of "best practices" for reducing water usage in the existing housing stock through the City existing Ordinances and Water Conservation Plans.

### Implementing Actions

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**PF1.A** Continue to implement the City's water conservation ordinances and programs that act to reduce per capita water consumption. In addition consider incentives to property owners to install rainwater collection barrels, and continue to require water efficient irrigation systems and drought tolerant landscaping.

**PF1.B** 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** 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.D** The City of St. Helena shall should 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 hydro geologist.

**PF1.E** 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.

**PF1.F** 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.

**PF1.G** If feasible, adopt a Water Conservation Program that includes the following actions:

- Utilize a Water Conservation staff member or consultant, as needed;
- Update the new construction offset program;

topic area  
1 WATER

- 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;
- Evaluate incentives for replacement of turf; and rainwater catchment, etc.

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

**PF1.I** 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.J** Develop and adopt regulations to ensure that total potable water usage is not greater than 1950 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** Aggressively promote adoption of “best practices” for reducing water usage in the existing housing stock.

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

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

## 4 public facilities and services

### topic area 1 WATER

**PF1.N** Institute an ongoing process of mandatory audits of all existing non-residential water users to promote adoption of “best practices” for water conservation.

**PF1.O** 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.P** Collaborate with Napa County (GRAC study) by participating to establish 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.Q** 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.R** 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 drought; singlepipe delivery system risks, large storms or earthquakes. Allocate surplus water resources among new uses and unallocated reserves to maintain a balance between short term needs and long-term risk mitigation.

topic area  
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 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.



*Storm drainage improvements can include measures such as creating settling basins, bio-swales and the use of pervious materials for driveways and parking areas.*

### Implementing Actions

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**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.

**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. 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.

topic area  
**3 STORM DRAINS/FLOODING**

### **Policies**

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**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** Consider efforts to prevent risk to structures and property along Sulphur Creek.

*The York Creek and Sulphur Creek watersheds drain into the Napa River.*



#### Implementing Actions

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**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.

topic area  
**4 SOLID WASTE**

## Policies

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

## Implementing Actions

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**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.

### Policies

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**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 efforts to ensure that it maintains high-quality services for all St. Helenans.

**PF5.6** Partner with the St Helena School District and other community stakeholders to develop a "Youth and Families Master Plan" that will allow more effective collaboration, communication, and coordination in providing services support and opportunities for St Helena's youth.

**PF5.7** Fire Protection: A goal of a maximum response time of 8 minutes within the St. Helena city limits.

**PF5.8** Police Services: A staffing ratio of 2 police officers per 1,000 population and for priority one calls, an average response time of 3 minutes or less.



*A Safe Routes to School Program will improve walking and bicycling access to schools and after-school programs.*

## topic area

## 5 SCHOOLS, LIBRARIES, FIRE, AND POLICE

### Implementing Actions

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**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.





chapter five  
**circulation**



*A multimodal transportation network includes bicycles, pedestrians, transit and automobiles.*

### 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 or use alternative modes of travel within the City
- Increased overall health of the citizens of St. Helena by walking and biking more

- 1 introduction
- 2 land use and growth management
- 3 economic sustainability
- 4 public facilities and services
- 5 circulation**
- 6 historic resources
- 7 community design
- 8 open space and conservation
- 9 public health, safety and noise
- 10 climate change
- 11 housing
- 12 parks and recreation
- 13 arts, culture and entertainment

- 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 in January 2012 completed and approved a citywide bicycle and multimodal plan which is 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 2010 Global Census Data, approximately 7% of St. Helena residents walk to work. This is a substantially higher rate than the countywide average of 4% 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 1% 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 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 and to maximize the safety of St. Helena residents.

### 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

**TABLE 5.1: Journey to Work by Mode of Travel**

Mode	St. Helena		Napa County	
	1990	2000	1990	2000
Drove alone	74.8%	69.2%	75.2%	72.7%
Carpooled	7.5%	13.1%	12.8%	14.8%
Transit	0.0%	1.3%	1%	1.4%
Bicycle	1.3%	0.3%	1.2%	0.2%
Motorcycle	1.6%	0.0%	0.3%	0.8%
Walked	8.4%	7.2%	5.1%	4.1%
Other means	0.4%	0.9%	0.7%	0.8%
Worked at home	5.7%	8.0%	3.7%	5.1%

*Source: U.S. Census Bureau; Census 1990, 2000*



*Many neighborhoods are within walking distance of schools and the downtown.*

future development. While a handful of projects have been implemented, most have not been. 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 and a focus on non-automotive circulation improvements 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). However, this trend has changed. Based on 2010 Census data, the percentage of St Helena residents who walk to work increased from 7.2% in 2000 to 8.7% in 2010, while over the same time period the numbers of those biking to work in St Helena increased from 0.3% to 0.9% over this same time period. This increasing reliance on non-automotive modes of transportation coincides with an increase in the number of St Helena residents working from home from 8.0% in 2000 to 12.5% in 2010. The City of St. Helena in 2012 completed and approved a bicycle master plan. St. Helena is committed to implementing a pedestrian plan too. 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 2035. 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. 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

**TABLE 5.2: Destinations for Weekday Trips Residents Living in St. Helena**

Origin	Destination	Number of Total Trips	Percentage of Total Trips
St. Helena	St. Helena	6,450	41%
St. Helena	Napa	1,896	12%
St. Helena	Calistoga	655	4%
St. Helena	Yountville	98	1%
St. Helena	American Canyon	125	1%
St. Helena	Remainder of Napa County	5,564	36%
St. Helena	Outside Napa County	801	5%
	<b>Total</b>	<b>15,589</b>	<b>100%</b>

*Source: Napa County Travel Behavioral Study, Fehr and Peers, 2014*

and improve the health of both children and the environment. The City of St. Helena 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 in the past solely relied on 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, while effective in measuring and regulating vehicular transportation impacts, does not place any emphasis on enhancing the use of alternate modes of transportation, such as the transit, walking, and bicycling by enhancing access to those modes of transportation. This General Plan includes policies and implementation measures that rely on the use of LOS, while supporting all modes of travel when measuring and mitigating transportation impacts.

**TABLE 5.3: Origin of Vehicle Trips Traveling to St. Helena during the Week**

Origin	Destination	Number of Total Trips	Percentage of Total Trips
Napa	St. Helena	1,793	11%
St. Helena	St. Helena	6,450	39%
Calistoga	St. Helena	444	3%
Yountville	St. Helena	246	1%
Remainder of Napa County	St. Helena	6,680	41%
Living Elsewhere in California	St. Helena	841	5%
	<b>Total</b>	<b>16,454</b>	<b>100%</b>

*Source: Napa County Travel Behavior Study, Fehr and Peers, 2014*



*The St. Helena Vine provides local service throughout the City.*

To reduce greenhouse gas emissions, regional policies anticipate a continued emphasis on shifting travel from single-occupancy vehicles to carpooling, transit use, and increasing bicycle and pedestrian trips. 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 help reduce travel times and traffic congestion.

### 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 2010 Global Census Data, 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 tourism that places less reliance on the automobile, such as the development of new resort/hotel facilities that are located and designed, so that guests can conveniently walk or bike to nearby dining, shops, and other local amenities, or rely on shuttle transportation provided by the resort/hotel. The development of the Vine Trail, will also help increase reliance on pedestrian and bicycle transportation modes, thereby helping to manage congestion in the area.

### Regional Coordination

Regional trips to and from St. Helena typically begin or end within Napa County. The majority of these trips originate and/or terminate in the City of Napa, Deer Park and 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).

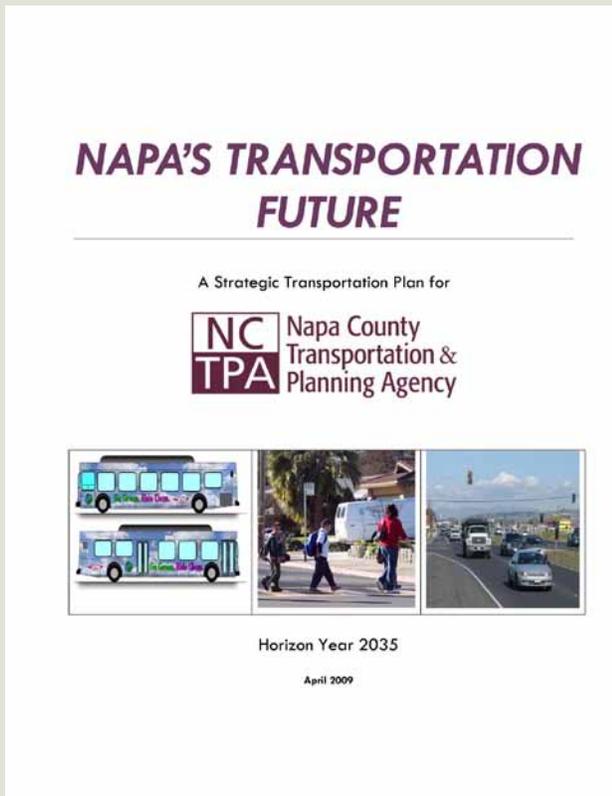
Because State Route 29 is the main route for vehicles traveling from Lake County or Northern Sonoma County to the City of Napa and destinations to the south, inter-county travel results in significant congestion along Main Street. During peak travel times, less than half of all vehicles on State Route 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) 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 strategy for St. Helena that is much less reliant on the automobile for access. If passengers are able to board and disembark in St Helena, this would decrease automobile traffic demand along the Wine Train Corridor. In 2015, the Wine Train was purchased by a new investment group. This new group of owners have discussed the possibility of developing hotel/hospitality facilities and other tourist oriented amenities that would be located in close proximity to the Wine Train right of way. This type of arrangement, if done properly, would be consistent with the City's goal of tourism becoming less reliant on the automobile.

## CONCEPTS, TRENDS AND IDEAS

## Regional Coordination



*Napa's Transportation Future outlines a comprehensive vision for the County's transportation system in 2035.*

The Napa County Transportation and Planning Agency (NCTPA) is a key partner and resource in regional transportation planning, programming and funding administration for Napa County. The NCTPA is a Joint Powers Agency (JPA) comprised of the City of Calistoga, City of St. Helena, Town of Yountville, City of Napa, City of American Canyon and Napa County. NCTPA's Board of Directors includes the mayors and one councilmember from each of the jurisdictions in the County, and the Chairman of the Board and one Supervisor of Napa County. The NCTPA operates the countywide transportation program, including countywide transit service, paratransit, community shuttles and the St. Helena Vine.

In 2009, the NCTPA issued Napa's Transportation Future, a report that identifies the transportation issues facing Napa County and outlines a comprehensive vision for the County's transportation system in 2035. This report includes a series of goals designed to attain this vision, and addresses how strategic transportation planning may enable the County to resolve key issues that might arise in the future due to projected population and employment growth. The Circulation Element includes a number of policies and implementation actions that support NCTPA recommendations, such as transportation demand management.



*An interconnected multimodal system will include bicycle and pedestrian paths.*

### 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 non-automobile and emergency connections throughout St. Helena. The City plans and manages the transportation network to achieve the following objectives:

- a Ensure that Traffic Service Level "C" or better be maintained at all signalized and unsignalized intersections in St Helena, except along Main St/Hwy 29 where Service Level "D" shall be permitted. Exceptions to this goal may be permitted in situations where the preexisting 2015 Traffic Service Level do not meet these "C" and "D" standards. In such situations, the projected Traffic Service Level resulting from a proposed project, shall not be "significantly lower" than the 2015 Traffic Service levels as documented in the 2016 General Plan Update Program EIR. The City Council has the discretion to determine what constitutes a "significantly lower" Traffic Service Level.
- b Examples of measures of "significantly lower levels of service" include 1) deterioration from an acceptable LOS to an unacceptable LOS 2) a significant increase in the volume to capacity ratio for a signalized intersection 3) a significant increase in delay at an unsignalized intersection.
- c City Council has the discretion to waive the requirement establishing specific Traffic Service Levels if the City Council, for the project being considered, is able to make the findings required for a determination of "Overriding Considerations", as established in State CEQA Law and Guidelines.
- d Provide a complete bicycle and pedestrian network between residential areas, downtown and other major activity centers identified by the City.
- e A goal of reducing transportation-based GHG emissions from City-controlled sources by 30 percent from projected 2020 levels by 2020.
- f Increase the current mode split for transit, bicycling and walking (as measured by the American Community Survey).
- g Reduce current peak hour vehicle travel times on Main Street.

- h Create an Interconnected Multimodal Circulation System
- i 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.
- j Provide a safe, efficient and well-maintained circulation system.
- k Develop and manage a transportation network that supports safe and efficient travel for all modes and users.
- l Ensure a Sustainable Transportation Network.
- m 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.



*Bicycle and pedestrian paths can be located adjacent to creeks.*

### 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:

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



*Residential streets provide access to neighborhoods.*

### **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 (applicable to Pope St , and to Adams St between Oak and Railroad Avenues) – 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 (applicable to Hwy 29/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.

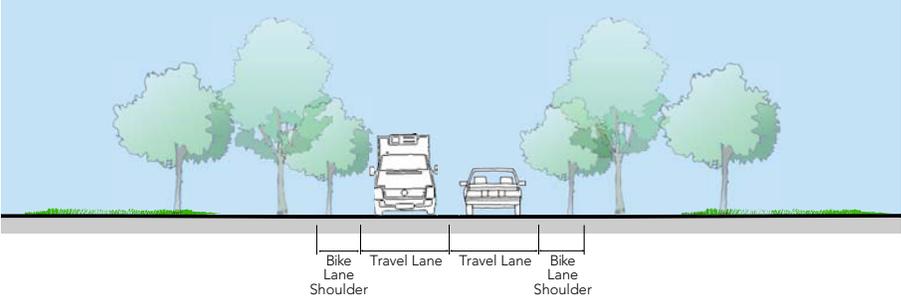
**TABLE 5.4: Street Typologies**

Street Typology	Vehicle Traffic Levels	Pedestrian Facilities	Bicycle Facilities (designated network)	Desired Vehicle Speeds/ Traffic Calming
C. Open Space/ Rural Street	Low / moderate	Sidewalks not typically included	Bicycle route or boulevard	25-35 mph/ Yes
B. Industrial Collector Street	Low	Sidewalks	Typically none	25 mph/ No
A. Residential Street	Low / moderate	Sidewalks (with landscape buffer or street trees where appropriate), crosswalks where appropriate	Bicycle boulevard or lane	15-25 mph/ Yes
E. Downtown/Mixed-Use Street	Low to moderate	Wide sidewalks (with landscape buffer or street trees where appropriate), regular crosswalks	Bicycle boulevard or lane	25 mph/ Yes
D. Regional Connector Street (Main Street)	High	Wide sidewalks (with landscape buffer or street trees where appropriate) and regular crosswalks in downtown area. Outside of downtown: regular crosswalks and sidewalks included where demand warrants	Bicycle route, lane or adjacent trail	25 -35 mph/ context- based

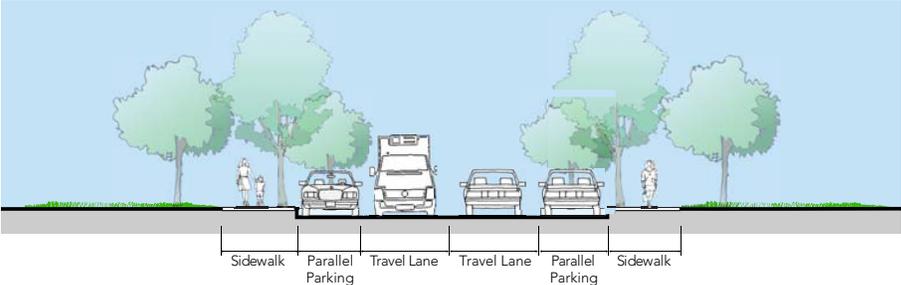
*Notes: 1ATG = Automobile Trip Generation  
Source: Fehr & Peers, 2009*

Figure 5.1  
Street Typology Cross Sections

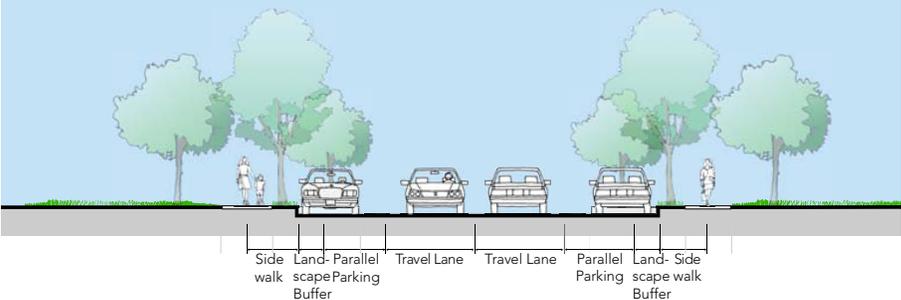
C: Open Space/  
Rural Street



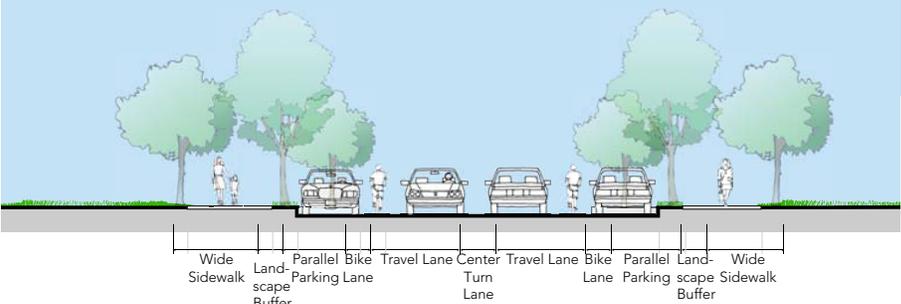
B: Industrial  
Collector  
Street



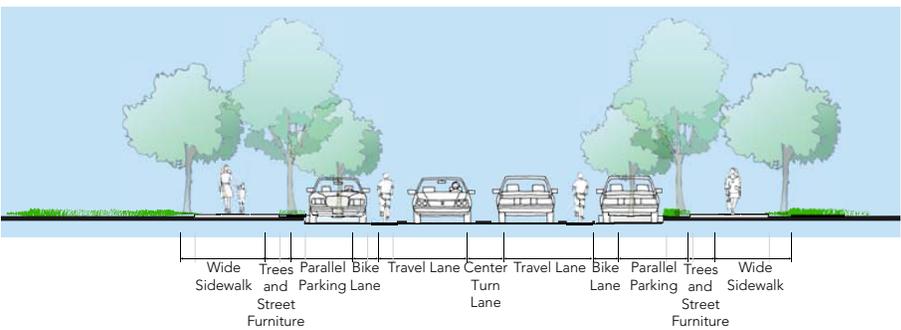
A: Residential  
Street



E: Downtown/  
Mixed-Use  
Street

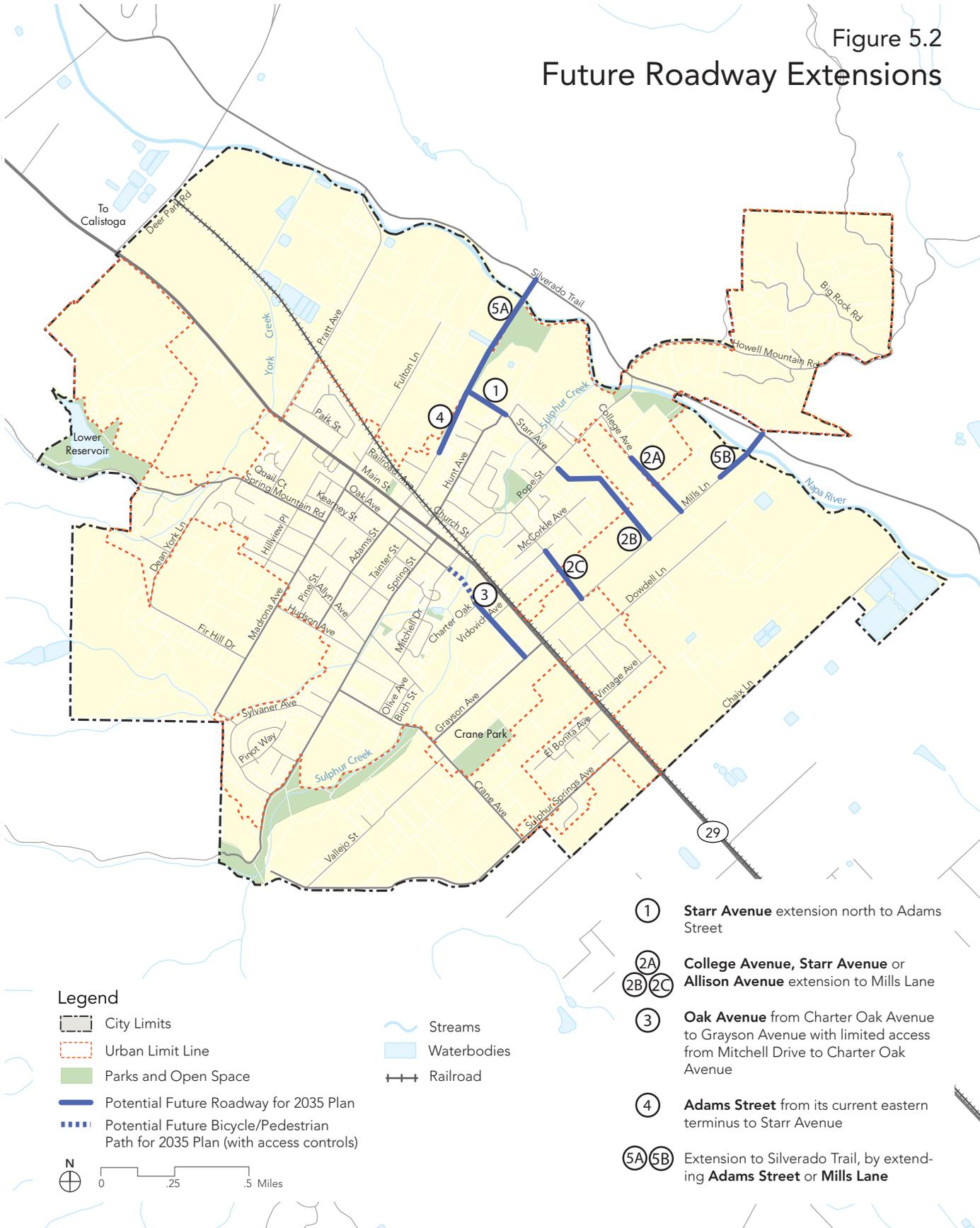


D: Regional  
Connector  
Street  
(Main Street)



Source: City of St. Helena; Napa County

Figure 5.2  
Future Roadway Extensions



### Circulation Study Alternatives

In order to manage congestion and provide new connections within the City, several new streets are proposed as part of the General Plan update. 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.

In order to manage traffic on local streets, proposed new streets provide for various levels of access to accommodate different modes of travel. Proposed street extensions, shown in Figure 5.2, include the following:

- 1.0 Starr Avenue extension north to Adams Street;
- 2A/2B/2C Extension to Mills Lane, by extending either Starr Avenue, College Avenue or Allison Avenue;
- 3.0 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 construct at the earliest opportunity a walking and bicycle path to facilitate pedestrian and bicycle access to the High School (and thereby minimize such traffic on Highway 29);
- 4.0 Adams Street from its current eastern terminus to Starr Avenue; and
- 5A/5B Alternative extensions to the Silverado Trail, by studying potential extensions of Adams Street or Mills Lane.

The City envisions that each of the "Future Roadway Extensions", as identified in Figure 5.2, shall at a minimum consist of a bicycle/pedestrian path, equivalent to a "Class 1 Bike Path", and shall also be designed to accommodate emergency vehicles. Any proposed improvement of the road extensions identified in Figure 5.2 intended to accommodate vehicular automobile and truck traffic shall trigger a requirement for a "Special Study", subject to City Council approval, to assess the net benefit of the proposed vehicular improvement, including, among other issues, the cost of constructing the vehicular extension and any impacts of the vehicular extension on roads and

## 5 circulation



*Sidewalks in the Central Business District have several pedestrian amenities such as benches, trees and street lights.*



neighborhoods in the area. Any development project proposed on property located within the future alignment of the “Future Roadway Extensions” as depicted in Figure 5.2, shall as part of their review and entitlement process, be responsible for preparing a “Special Study” as described in this Chapter to determine whether the subject extension will consist of the minimum bike/pedestrian path improvement, or if the extension will be constructed to also accommodate vehicular auto and truck traffic. In either case, the subject development project shall construct and fund its “fair share” cost of the “Future Roadway Extension”.

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.

## 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



*St. Helena has several Class III bicycle routes.*

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.

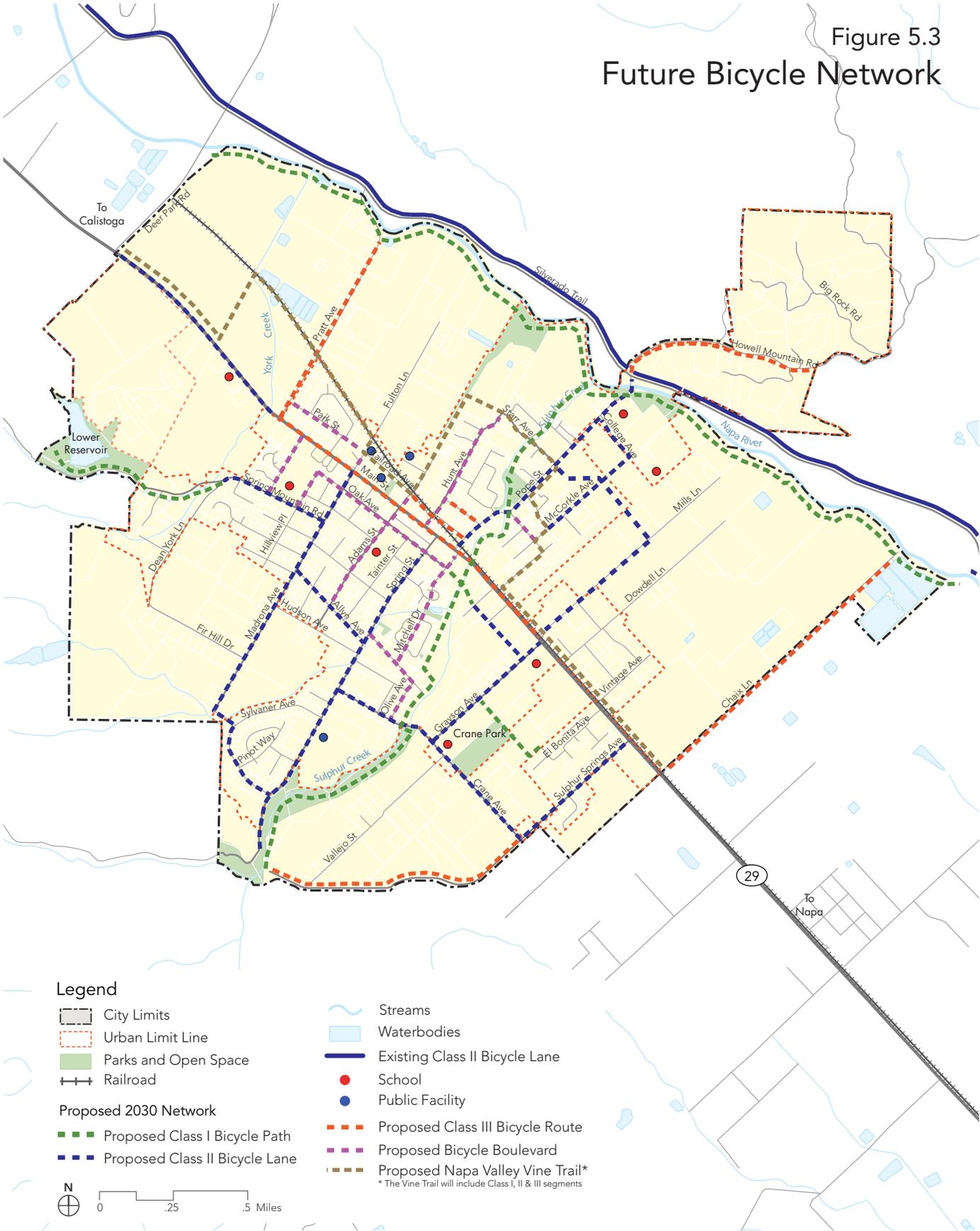
**Class II Bike Lanes** are located on streets and allow bicyclists to utilize a separate lane of travel, usually five feet wide, separated from motor vehicle traffic by a six-inch white stripe. Class II lanes include bike lane stencils and signs.

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.

Figure 5.3  
Future Bicycle Network



Source: City of St. Helena; Napa County  
Map Revised: April 2016



### Approved Bicycle Network

St. Helena’s approved bicycle network includes bikeways within all three bicycle path classifications in order to maximize connectivity throughout the City (see Figure 5.3). The 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 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 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, in addition to more traditional level of service standards, 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 augmenting 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.

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 augmenting current transportation performance measures is to develop a meaningful nexus between transportation-related development impacts and the City's desired mitigations. The added performance measures aim to improve multimodal circulation and manage traffic congestion in St. Helena. The reasons for adopting new standards include:
  - Mitigation measures solely based on traditional LOS can sometimes 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 in isolation 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

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**CR1.1** Promote a connected street, bicycle and pedestrian network within the City to provide better internal automobile, bicycle and pedestrian connections 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** Develop and use, in addition to intersection level of service standards, performance measures that consider all road users to determine transportation impacts of new development.

## topic area

## 1 BALANCED AND MULTIMODAL SYSTEM

**CR1.5** Avoid mitigation measures that negatively impact the walking and bicycling environment and encourage driving,

**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** Explore the use of the rail corridor to reduce traffic, including working with the new owners of the Wine Train to consider the possibility of developing hospitality and other tourist oriented uses that are primarily accessed by passengers riding on the Wine Train Corridor.



**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.

*Promoting complete streets will balance the diverse needs of pedestrians, bicycles, automobiles and transit.*

**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, and Silverado Trail from the northern and southern City boundaries.

**CR1.11** Establish a multimodal transportation impact fee program as part of the City’s existing transportation impact fee, to finance and implement project mitigations that help achieve the City’s traffic reduction goals. As part of the multimodal transportation impact fee program, require new development to analyze travel demand and finance and construct all required off-site circulation improvements, including proposed road extensions, necessary to mitigate project impacts and to reduce the severity of cumulative transportation impacts to all modes of travel.



*Traffic along State Route 29 should be reduced.*

### Implementing Actions

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**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 connections to promote increased bicycle, pedestrian and non-auto based transportation, consistent with the requirement for the preparation of a “Special Study” as described in the Circulation Element. Where feasible, preserve existing rights-of-way.

## topic area

**1 BALANCED AND MULTIMODAL SYSTEM**

- 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 or decrease in Intersection Level of Service, 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 include 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 take into consideration a development's contribution to changes in net new automobile trips and change in travel time along State Route 29.

**CR1.L** Continue to 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.

topic area

## 2 COMPREHENSIVE PEDESTRIAN AND BICYCLE NETWORK

**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.



*Walking and bicycling should be promoted as safe and convenient modes of transportation.*

### Implementing Actions

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**CR2.A** Implement 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: Open Space and Conservation, Topic Area 2; and Parks and Recreation, Topic Area 6)

**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 modifications to existing 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, 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.

## topic area

**2 COMPREHENSIVE PEDESTRIAN AND BICYCLE NETWORK**

**CR2.H** Ensure that any new development and modifications to existing projects provides sidewalks or walkways located within the City's right-of-way. Further, unless exempted or deferred by the City Council, ensure that all residential developments and modifications to existing developments 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 and other bike/pedestrian programs.

**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, walk, and take transit 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).

*Supporting TDM programs such as transit and car-sharing can reduce peak-period traffic.*

**CR3.3** Shift travel from single-occupancy vehicles to other modes so that by 2035, 45 percent of work trips by St. Helena residents and workers are by car-pool, transit, walking or bicycling (see Table 5.5 at the end of this section for 2035 commute mode split targets).

## topic area

**3 SUSTAINABLE MOBILITY PRACTICES**

**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.

**TABLE 5.5: Commute Mode Split Targets for 2035**

Mode	Commute Trips by Workers To and From St Helena	
	2010	2035 Goal
Drove alone	70%	N/A
Carpooled	6%	At least 20%
Transit	1%	At least 5%
Bicycle	1%	At least 10%
Walked	9%	At least 10%
Other means (including work at home)	13%	N/A

*Source: U.S. Census Bureau, 2000*

### Implementing Actions

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

**CR3.B** If deemed feasible, 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.

**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

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**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, Starr, 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



*Design, creative landscaping and signage are elements necessary to calm traffic on streets.*

## topic area

**4 SAFE AND WELL-MAINTAINED CIRCULATION SYSTEM**

ensuring that, over the duration of the General Plan, traffic volumes on these streets do not increase significantly.

**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 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 beyond those currently under construction, 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 Police and Fire Departments response times are not met.

## Policies

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**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 and/or parklet 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

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**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 City’s existing Parking Impact Area, and consider modifying the boundaries of that 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.

## topic area

**6 IMPROVEMENTS AND PHASING****Policies**

**CR6.1** Prioritize and implement improvements to the circulation system, 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 in addition to traffic mitigation fees for any development that occurs adjacent to proposed street corridors in order to reinforce circulation system continuity. Traffic mitigation fees are necessary to mitigate existing traffic congestion and congestion caused by new development. Consider revising fee schedules to fund needed vehicular, bike, and pedestrian improvements in order 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 all new 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** Keep up to date the existing St. Helena Traffic Mitigation Fee program to provide funding for all new road connections and trails included in the Circulation Element, in order to ensure new connections and trails are constructed in a timely manner.



*On-street parking on Main Street is convenient for shoppers.*





chapter six  
**historic resources**



*St. Helena is a community rich in historic resources including the Culinary Institute of America's Greystone Campus.*

### 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 including but not limited to buildings, 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).

- 1 introduction
- 2 land use and growth management
- 3 economic sustainability
- 4 public facilities and services
- 5 circulation
- 6 historic resources**
- 7 community design
- 8 open space and conservation
- 9 public health, safety and noise
- 10 climate change
- 11 housing
- 12 parks and recreation
- 13 arts, culture and entertainment

## 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. Native Americans inhabited the area for thousands of years. The City's more recent cultural roots stem from its role as an immigration destination for European settlers. Both histories are 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, wineries 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. 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 and surroundings 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.



*The community of St Helena supports the preservation and restoration of historic resources such as the Logan House.*

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's historic Commercial District includes thirty four buildings that are contributing historic resources, and one contributing object (the set of thirteen identical street lamps salvaged from the Pan Pacific Exhibition in San Francisco). 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.

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.

**TABLE 6.1. Historic Resources**

Source / Location	Number of Resources <sup>1</sup>
1978 Survey	
Charter Oak District	49
Main Street District	57
Spring Street District	90
2006 Survey	30
National Register of Historic Places	11
National Register of Historic District	St. Helena Historic Commercial District (District includes 35 contributing and 13 non-contributing buildings)
<i>1. Overlap exists among Historic Resource lists. Source: City of St. Helena, Historic Resources Inventory (1978, 2006)</i>	

Figure 6.1  
National Register of Historic Places  
Historic Commercial District



Source: City of St. Helena; Napa County  
Map Revised: April 2016

## 6 historic resources

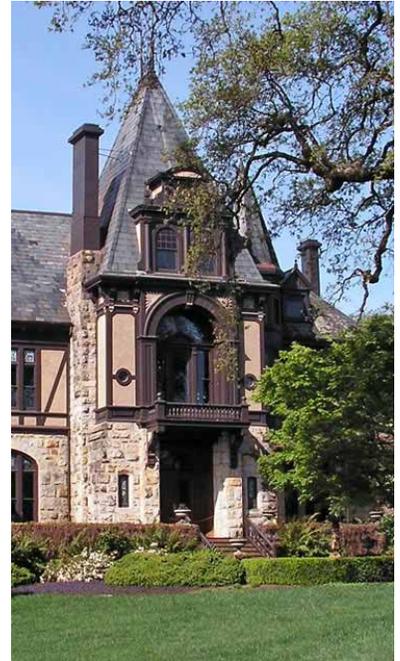
*There are several well-preserved buildings along Main Street, including the Oddfellows building.*



### 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.



*There are more than 200 historically significant resources in St. Helena.*

- 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.

## CONCEPTS, TRENDS AND IDEAS

## Adaptive Reuse



*Long Meadow Ranch and the Napa Valley Vintners Building are examples of adaptive reuse in St. Helena.*

Adaptive reuse refers to the process of adapting older structures for use in different ways than originally intended. In this way, the existing architectural details and cultural and historic significance of older buildings can be maintained, while the use and function of the building changes to meet current and future needs. Examples of adaptive reuse include rehabilitating unused schools for use as offices or research facilities, and retrofitting former industrial buildings into residential units. Adaptive reuse can bolster planning efforts to reduce the occurrence of sprawl and preserve agricultural lands by focusing new development in already-developed areas of the City.

The Long Meadow Ranch Winery and Farmstead, located at the intersection of Charter Oak and Main streets, is an example of adaptive reuse in St. Helena. Reuse of the property, includes the 130-year old gothic revival, two-story home. The project includes a nursery, restaurant, open air produce market and wine tasting room. The Napa Valley Vintners Association office building is another example of adaptive reuse.

## 6 historic resources



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:

- That the building poses a threat to health, safety and general welfare if it is not demolished;
- 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
- 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.



*Preserving St. Helena's historic resources will help maintain the City's unique sense of place.*