

St. Helena General Plan Update

Revised Draft Environmental Impact Report (RDEIR)

SCH No. 2010042001

Lead Agency:
City of St. Helena

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CHAPTER 1

Introduction

This Revised Draft Environmental Impact Report (EIR) was prepared in accordance with and in fulfillment of the California Environmental Quality Act (CEQA) and the state CEQA Guidelines.

1.1 Project Overview

This chapter provides an introduction to the purpose, approach, assumptions, issues, and organization of this Draft Program Environmental Impact Report on the proposed City of St. Helena Draft General Plan Update (General Plan Update). This Revised Draft Environmental Impact Report (RDEIR) was prepared in accordance with and in fulfillment of the California Environmental Quality Act (CEQA) and the state CEQA Guidelines. As described in CEQA Guidelines Section 15121(a), an Environmental Impact Report (EIR) is a public informational document that assesses the potentially significant environmental impacts of a project. CEQA requires that an EIR be prepared by the agency with primary responsibility over the approval of a project (the lead agency). The City of St. Helena is the lead agency for the General Plan Update. Public agencies are charged with the duty to consider and minimize environmental impacts of proposed development associated with discretionary actions, where feasible, and have the obligation to balance economic, environmental, and social factors. In this case, approval of the General Plan Update is the discretionary action.

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. As stated in the proposed General Plan Update, “The policies set forth in the General Plan are not legally enforceable mandates, but rather provide the foundation for the design and application of important policy tools...” (City of St. Helena, 2016).

Type of Document

The CEQA Guidelines identify several types of EIRs, each applicable to different project circumstances. This EIR serves as a “Program EIR.” The CEQA Guidelines (Section 15168) define a Program EIR as an EIR that may be prepared on a series of actions that can be characterized as one large project and are related either:

- 1) *Geographically;*
- 2) *As logical parts in the chain of contemplated actions;*
- 3) *In connection with the issuance of rules, regulations, plans or other general criteria to govern the conduct of a continuing program; or*
- 4) *As individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which may be mitigated in similar ways.*

The program-level analysis considers the broad environmental effects of the proposed General Plan Update, which is the “project” for purposes of this Revised Draft EIR. The RDEIR will be used to evaluate likely subsequent projects (public and private) under the General Plan Update consistent with CEQA and the state CEQA Guidelines. When individual projects or activities under the General Plan Update are proposed, the city would be required to examine the projects or activities to determine whether their effects were adequately analyzed in this RDEIR. If the projects or activities would have no effects beyond those analyzed in this RDEIR, no further CEQA compliance would be required.

As a Revised Draft EIR, this document focuses on the likely increased development over the 20-year planning horizon (2015 to 2035) plus the commercial and other non-residential uses that could be developed. Potential areas of change are described in more detail in Chapter 3 of this RDEIR. Associated changes to infrastructure (e.g., water, wastewater, etc.) are also addressed at a programmatic level of detail.

Purpose of the EIR

This Revised Draft EIR has been prepared to provide the public and responsible trustee agencies with information about the probable effects of adoption and implementation of the proposed General Plan Update.

This RDEIR has been prepared to provide the public and responsible trustee agencies with information about the probable effects of adoption and implementation of the proposed General Plan Update. This RDEIR identifies policies and implementation programs within the General Plan Update that would mitigate these effects as well as any additional mitigation measures necessary to minimize significant impacts on the environment. This RDEIR also evaluates reasonable alternatives to the proposed project. An environmentally superior alternative is identified as part of the process. A required “No Project” alternative discusses the result of not implementing the project or any reasonable alternatives. Comments generated from public review of this document will be used to revise the Draft Program EIR and to prepare the Final Program EIR.

The City of St. Helena has determined that preparation of a Program EIR is appropriate due to potentially significant environmental impacts that could be

caused by implementing the proposed General Plan Update. This GDEIR provides a general review of the environmental effects of infill and/or redevelopment of the city based on proposed land use designations. This document will be used to evaluate the direct and indirect environmental effects of subsequent development under the General Plan Update (i.e., residential development, commercial structures, infrastructure improvements).

Relationship to Other Planning Documents

A number of federal, state, regional, and local plans and regulations would pertain to development associated with the General Plan Update.

A number of federal, state, regional, and local plans and regulations have been adopted that would pertain to development associated with the General Plan Update. In some cases, compliance with these plans/laws would provide additional mitigation for the impacts of future land uses and development.

Federal Government

There are no federal plans that directly affect local land use decisions, but federal laws such as the Endangered Species Act (ESA) can affect individual land uses in a significant way. For example, projects must comply with the National Environmental Policy Act (NEPA) as well as the ESA, when federal funding or federal permits are involved for projects such as highway construction, other public infrastructure, or permits for fill within “waters of the U.S.” (404 permit). The U.S. Army Corps of Engineers, the U.S. Fish and Wildlife Service, the National Oceanic and Atmospheric Administration, and the Department of Housing and Urban Development (HUD) are examples of responsible federal agencies that exercise jurisdiction over such projects.

State and Regional Government

State and regional agencies also can exert influence on local land use and development decisions. Often these agencies have their own adopted plans.

The state’s influence is primarily accomplished through funding of public infrastructure. The California Department of Fish and Game and the Department of Conservation influence or directly regulate various future land uses and development in the city, depending on the resources that may be affected (e.g., stream corridors). The California Department of Transportation (Caltrans) influences the design and construction of state roadways, including State Routes 29 and 128 in St. Helena. State requirements are often implemented through regional planning and regulatory agencies, including:

- The Regional Water Quality Control Boards' Basin Plans and point and non-point water quality regulations;
- The Metropolitan Transportation Commission's Regional Transportation Plans;
- The Association of Bay Area Governments' distribution of Regional Housing Needs; and
- The Bay Area Air Quality Management District's Clean Air Plans and permit regulations.

Two other quasi-regional agencies that influence local land use decisions and development project decisions are the Napa County Local Agency Formation Commission (LAFCo) and the Napa Valley Authority (NVTA). These are state-mandated bodies that exercise independent authority over particular types of projects or projects in particular locations. LAFCo is responsible for decisions regarding the formation and organization of special districts that provide public services to county residents. LAFCo also approves the geographical area served by special districts and cities through spheres of influence and annexation. The NVTA is a regional transportation planning agency that is influential in obtaining funding and prioritizing transportation projects.

1.2 Environmental Review Process

The City of St. Helena will review and consider the information contained in the EIR before taking action on adopting the General Plan Update.

The City of St. Helena will review and consider the information contained in the EIR before taking action on adopting the General Plan Update. In accordance with CEQA Guidelines Section 15090, prior to adopting the General Plan Update, the City must certify that the Draft and Final Program EIRs have been completed in compliance with CEQA and that the decision-making body of the lead agency considered the information contained in the Final Program EIR before approving the General Plan Update.

Notice of Preparation

On April 23, 2010, the City of St. Helena sent a Notice of Preparation (NOP) to government agencies, organizations, and individuals potentially interested in the General Plan Update. The NOP is included in the 2010 DEIR document. The NOP requested that agencies with regulatory authority over any aspect of the General Plan Update describe that authority and identify the relevant environmental issues that should be addressed in the Draft Program EIR. Interested members of the public were also invited to comment.

Scoping Meeting

A scoping meeting for the Draft Program EIR was held before the City of St. Helena Planning Commission on May 4, 2010. The public was informed about the General Plan Update and the EIR process was summarized. The comments made at the scoping meeting focused on the following topics:

- Density needed to support transit use; increased transit needed to reduce greenhouse gas emissions;
- Night lighting and related visual and biological impacts;
- Protection of Sulphur Creek;
- Need for solar initiative to support community solar use;
- Need for more alleys to support walkability;
- Necessary improvements to sidewalks, especially where sidewalks are incomplete;
- Need to assess housing needs;
- Need to encourage businesses that reduce greenhouse gas emissions;
- Need for low-density, low-impact development (mixed use, second units, infill) rather than large, multi-unit projects;
- Desire for development that is more conducive to walking/bicycling;
- Desire for reduced level of growth compared to that shown in Draft General Plan Update;
- Desire to avoid large, concentrated development and to disperse growth in groups of 8 to 12 units at one location (vs. 100 units in one location);
- Air quality impacts from fireplaces; and
- Need to alert residents about spraying of vineyards within town by flags posted or some other system.

Revised Draft EIR

This document constitutes the Revised Draft RDEIR. The RDEIR contains a description of the project, description of the environmental setting, identification of project impacts, and mitigation measures for impacts found to be significant, as well as an analysis of project alternatives.

Notice of Completion

The public review period for the Draft Program EIR is 45 days.

Upon completion of the RDEIR, the city will file the Notice of Completion (NOC) with the Governor’s Office of Planning and Research (OPR) to begin the 45-day public review period (Public Resources Code Section 21161).

Public Notice and Public Review

Concurrent with the NOC, the City will provide public notice of the availability of the Draft Program EIR for public review and invite comment from the general public, agencies, organizations, and other interested parties. The public review period will be forty-five (45) days.

All comments or questions regarding the RDEIR should be addressed to: Noah Housh, City of St. Helena, Planning Department, 1480 Main Street, St. Helena, CA 94574.

Final EIR and Certification

Following the public review period, a Final EIR will be prepared to respond to public comments.

Following the public review period, a Final EIR will be prepared. The Final EIR will respond to written comments received during the public review period and to oral comments made at the public hearing on the Draft EIR.

Certification of the EIR and Project Consideration

The City will review and consider the Final EIR. If the City finds that the Final EIR is “adequate and complete,” the City will certify the Final EIR.

Upon review and consideration of the Final EIR, the St. Helena City Council may take action to approve, revise, or reject the General Plan Update. A decision to approve the General Plan Update would be accompanied by written findings in accordance with CEQA Guidelines Section 15091 and Section 15093.

Mitigation Monitoring Program

If the General Plan Update is approved, a mitigation monitoring program may also be adopted for mitigation measures that have been incorporated into or imposed upon the General Plan Update to reduce or avoid significant effects on the environment, in accordance with CEQA Guidelines Section 21081.b(a). The mitigation monitoring program would be designed to ensure that these measures are carried out during project implementation.

1.3 Organization of the RDEIR

The *Summary* (Chapter 2) includes a brief project description and an overview table of the environmental impacts identified by this Draft Program EIR. The summary table lists the environmental impacts, proposed mitigation measures, and the level of significance after mitigation. Detailed analysis of these impacts and mitigations is provided in Chapter 4 (Environmental Setting, Impacts and Mitigation Measures).

The *Project Description* (Chapter 3) describes the project location, potential future growth, and key characteristics of the General Plan Update. This chapter also includes a list of the approvals required by the City of St. Helena and other agencies that may consider aspects of the General Plan Update.

Environmental Setting, Impacts and Mitigation Measures (Chapter 4) contains a discussion of the setting (existing conditions and regulatory framework) and the environmental impacts (including cumulative impacts) that could result from the General Plan Update. It includes the criteria used to assess the significance of adverse environmental effects. The chapter also identifies the mitigation measures that would reduce or eliminate significant adverse impacts. The impact discussions include the significance of each impact both with and without implementation of mitigation measures and/or standard conditions.

Alternatives (Chapter 5) evaluates a range of alternatives to the proposed General Plan Update and identifies an environmentally superior alternative, consistent with the requirements of CEQA. The alternatives analyzed are Alternative 1: No Project – Implement the 1993 General Plan; and Alternative 2: Reduced Project Alternative.

Other Statutory Sections (Chapter 6) presents an analysis of cumulative impacts and focused analysis of the impacts identified in Chapter 4 with a specific discussion regarding the General Plan Update's potential for inducing growth. In addition, this chapter addresses significant, unavoidable impacts and significant irreversible changes.

Report Preparation (Chapter 7) identifies the authors of the Draft Program EIR. Persons and documents consulted during preparation of the Draft Program EIR are listed at the end of each analysis section (Sections 4.A through 4.R).

Appendices. The NOP, comment letters received on the NOP, and supporting documents are presented in Appendices A and B. Technical information related to cultural resources is contained in Appendix C. Noise information is

included in Appendix C and transportation information is included in Appendix D.

All reference documents listed at the end of each analysis section (Chapter 4) are available for review by the public. Documents are available at the City of St. Helena, Planning Department 1480 Main Street, St. Helena, CA 94574, and on the City's website.

References

City of St. Helena. 2015. *St. Helena General Plan Update 2035 (Draft)*, April 2016.

CHAPTER 2

Summary

The project under review in this EIR is the proposed St. Helena General Plan Update, which addresses growth within the City of St. Helena to the horizon year of 2030.

2.1 Project Under Review

The project under review in this EIR is the proposed St. Helena General Plan Update, which addresses growth within the City of St. Helena to the horizon year of 2030. The proposed General Plan Update would replace the existing 1993 General Plan. California Government Code Section 65300 et seq. mandates that all counties and incorporated cities prepare a general plan that establishes policies and standards for potential future development, housing affordability, and resource protection.

The General Plan Update contains the following 12 elements: 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; and Arts, Culture and Entertainment. This Draft Program EIR evaluates the proposed policies and implementing actions within each of these elements and also addresses specific areas of the city proposed for land use changes and new development. This General Plan Update is intended to make minor revisions to the adopted 1993 General Plan, with an emphasis on new policies related to sustainability, climate change, and multi-modal transportation options (to reduce private vehicular use). The General Plan Update would make few changes to the land use designations of the 1993 General Plan. Key areas identified for change are referred to as “Change Areas,” “Key Housing Opportunity Sites,” and “Pipeline Projects.” The “Likely Buildout Scenario,” in terms of new housing units and commercial/industrial growth, is the main subject of the EIR analysis. The “Full Buildout Scenario” is evaluated in Section 6.3, which addresses cumulative impacts.

The Likely Buildout Scenario addresses a population increase of 921 persons (15-percent increase from existing conditions), 379 new housing units (14-percent increase), 277,104 new square feet of commercial space (4-percent increase), and about 560 new jobs (9-percent increase).

2.2 Project Objectives

The St. Helena General Plan Update expresses the city's vision for its physical, economic, social, and economic development through the year 2030. The General Plan Update goals, policies, and implementing actions provide for a sustainable community, a stable economy, and environmental stewardship. Specific General Plan Update objectives are as follows:

- Identify an overall vision for the city;
- Establish a basis for judging whether specific development proposals and public projects are consistent with the vision identified in the General Plan;
- Guide City departments, other public agencies, and private developers in the design of projects that will enhance the character of the community, preserve and enhance critical environmental resources, and minimize hazards;
- Provide the basis for establishing and setting priorities for detailed plans and implementing programs, such as the city's Zoning Ordinance, specific and area plans, and the Capital Improvement Program;
- Provide estimates for projected population and employment growth to the year 2030;
- Protect the agricultural character of the city by focusing development in the developed portions of the city;
- Reduce congestion by providing alternative transportation choices and enhancing regional public transit connections; and achieving a better jobs/housing balance to reduce commuter trips;
- Promote healthy growth for the city at a rate that would not surpass infrastructure capabilities and available resources; and
- Increase the supply of affordable workforce housing to maintain St. Helena's quality of life and long-term economic sustainability.

Under CEQA, a significant effect on the environment is defined as a substantial or potentially substantial adverse change in any of the physical conditions within the area affected by a project, including effects on land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance.

2.3 Environmental Impacts and Mitigation Measures

Under CEQA, a significant effect on the environment is defined as a substantial or potentially substantial adverse change in any of the physical conditions within the area affected by a project, including effects on land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. The criteria of significance used to determine whether or not effects are significant are included in the Impacts and Mitigation Measures subsection for each topic addressed in Chapter 4.

Before adoption of the General Plan Update and after certification of the Final Program EIR, written findings regarding each of the identified environmental impacts must be prepared. Also, a monitoring program for all mitigation measures must be adopted. This monitoring program will be prepared as part of the Final Program EIR but does not need to be formally adopted until the preparation of findings after certification of the Final Program EIR. For significant unavoidable impacts, a statement of overriding considerations must be prepared.

2.4 Alternatives

Two alternatives to the proposed General Plan Update are evaluated: the No Project Alternative and a Reduced Scale Alternative.

Two alternatives to the proposed General Plan Update are evaluated in Chapter 5 of the EIR: the No Project Alternative, which addresses no change from existing conditions and buildout under the adopted 1993 General Plan; and a Reduced Scale Alternative, which addresses reduced residential and non-residential development. The environmental impacts of each alternative are compared to those of the proposed General Plan Update. The ability of each alternative to meet project objectives is also evaluated.

2.5 Areas of Controversy

Scoping Meeting Comments

A scoping meeting for the EIR was held before the City of St. Helena Planning Commission on May 4, 2010.

A scoping meeting for the EIR was held before the City of St. Helena Planning Commission on May 4, 2010. The public was informed about the proposed General Plan Update and the EIR process was summarized. The comments made at the scoping meeting focused on the following topics:

- Density needed to support transit use; increased transit needed to reduce greenhouse gas emissions;
- Night lighting and related visual and biological impacts;
- Protection of Sulphur Creek;
- Need for solar initiative to support community solar use;
- Need for more alleys to support walkability;
- Necessary improvements to sidewalks, especially where sidewalks are incomplete;
- Need to assess housing needs;
- Need to encourage businesses that reduce greenhouse gas emissions;

- Need for low-density, low-impact development (mixed use, second units, infill) rather than large, multi-unit projects;
- Desire for development that is more conducive to walking/bicycling;
- Desire for reduced level of growth compared to that shown in Draft General Plan Update;
- Desire to avoid large, concentrated development and to disperse growth in groups of 8 to 12 units at one location (vs. 100 units in one location);
- Air quality impacts from fireplaces; and
- Need to alert residents about spraying of vineyards within town by flags posted or some other system.

These issues are addressed in relevant sections of the EIR.

Notice of Preparation Comments

On April 23, 2010, the City of St. Helena sent a Notice of Preparation (NOP) to government agencies, organizations, and individuals potentially interested in General Plan Update.

On April 23, 2010, the City of St. Helena sent a Previous Notice of Preparation (NOP) to government agencies, organizations, and individuals potentially interested in General Plan Update. The following discussion lists the agencies, organizations, and individuals that responded to the NOP and the issues raised. The responses to the NOP are included in Appendix B.

California Department of Conservation: potential impacts on agricultural lands; need to use economic multipliers to assess site's contribution to local/state economies; identification of the type, amount, and location of farmland conversion; impacts on current and future agricultural operations; incremental impacts leading to cumulative impacts; use of Land Evaluation and Site Assessment (LESA) Model for impacts evaluation; use of agricultural conservation easements as mitigation.

California Emergency Management Agency (Cal EMA): hazard issues and consultation with state agencies related to hazards identification; identification of areas subject to flooding; need for conservation element addressing natural resources, including water and its hydraulic force; regulation of land in stream channels and other areas required for accomplishment of conservation plan; control of erosion of soils; open space element addressing safety issues such as unstable soil areas, floodplains, areas of high fire risks, and areas for watershed protection; and safety element addressing risks such as seismicity and ground shaking, tsunami, seiche, dam failure, slope instability, liquefaction and other seismic hazards; urban fires; need for general plan safety element to map known seismic and other geologic hazards; evacuation routes, peakload water supply requirements; road widths and clearances as related to fire and geologic

hazards; consultation with relevant state agencies; consistency with Airport Land Use Plans; submittal of draft elements to state agencies prior to general plan element adoption.

Native American Heritage Commission: need to assess impacts on historical resources within area of project effect; recommendations for contact with local archaeological Information Center for records search; archaeological inventory survey as required; contact with Native American Heritage Commission; adequate mitigation for finds or human remains.

California Energy Commission: specific issues to address per Appendix F of the CEQA Guidelines related to energy conservation; need to decrease overall per capita energy consumption and reliance on natural gas and oil, and to increase reliance on renewable energy sources.

California Department of Transportation: adequate traffic impact assessment prior to request for any encroachment permit from Caltrans; need to locate housing, jobs, and services near transit nodes; connection of nodes with streets that facilitate walking and biking; need to promote mass transit usage and traffic impacts on state highways; need to model pedestrian/bicycle/transit trips; secondary impacts on pedestrians/bicyclists from traffic impact mitigation measures; need for Traffic Impact Study and coordination with Caltrans office.

California Department of Fish and Game: need for assessment of habitats, flora, fauna, sensitive habitats, and special-status species; direct and indirect impacts analysis; need for specific permits if there is a take of listed species; consultation if any take might result; impacts on any streams and potential need for Streambed Alteration Agreement.

California Regional Water Quality Control Board (RWQCB): need to address Napa River Pathogen and Sediment Total Maximum Daily Loads (TMDL); need to address San Francisco Bay Urban Creeks Pesticide TMDL; need for Policy OS1.A to address that creek setbacks protect stream function and riparian habitat while allowing for limited use and access; need for revision to Policy OS1.B to address compliance with RWQCB regulations; need for Policy OS1.C to address coordination with RWQCB and other agencies; need for Policy OS1.F to reference Water Board documents such as Water Quality Control Plan and Napa River Sediment TMDL; need for Policy OS1.M to address Fish Friendly Farming or equivalent program; need for requirement for City to provide applicants with copies of Joint Aquatic Resource Permit Application (JARPA) and Board's 401 Water Quality Certification Application; need for revision of Policy OS1.A, second bullet, to include development of Integrated Pest Management Plan and to indicate restriction on use of herbicides in areas near water bodies; need for

Policy OS3.B to clarify that water pollution to be prevented by implementation of Best Management Practices and other measures; need for clarification to Implementing Action OS3.C regarding “green” infrastructure; need for expansion of Policy OS4.3; possibility of Low Impact Design (LID) including bio technology rather than structural features such as rip rap; need for refined definition of bioswale in the General Plan; need for City to provide appropriate permitting documents for National Pollutant Discharge Elimination System (NPDES) coverage.

California Public Utilities Commission: need for rail corridor safety to be addressed in terms of vehicles and pedestrians, especially for at-grade crossings; need for cumulative rail safety-related impacts to be addressed; measures to reduce adverse safety impacts are summarized; need for Commission approval to modify any existing highway-rail crossing or to construct new crossing.

California Office of Planning and Research: (Provided summary of NOP and list of agencies sent the NOP for comment on April 23, 2010.)

Napa County Landmarks: need for policy to encourage future projects to follow the Secretary of Interiors Standards for the Treatment of Historic Properties to assist planners and property owners.

Jerald Hyde: detailed recommendations regarding noise analysis.

Ann Nevero (e-mail to G. Desmond dated May 21, 2010): need to address protection of privacy; protection of viewsheds, light and air; impacts on water restrictions and other resources; need to ensure adequate water for both residents and wine/agriculture industry; question regarding whether increased shopping facilities will be proposed and how will this affect traffic and community character.

Barbara Monnette and Kathy Coldiron (letter to G. Desmond): concern about new road and impacts on Fulton winery (noise, safety, etc.); impacts of road extensions, especially in vicinity of Hunter and Mercy projects; safety of children with increased grid system of streets; reduced privacy from 2-story homes; impacts on groundwater and adequacy of monitoring; interaction with City’s Water Task Force; demand for housing and accomplishments of affordable housing; what jobs would create best jobs and housing balance; what is the impact difference between “high impact” developments and lower impact strategies such as mixed-use, second units, infill, and upgrading of existing housing stock; what is the impact difference between street extensions and developing pedestrian/bicycle infrastructure; need for sidewalks that are safe and level for all users; infrastructure costs of developing opportunity sites and related impacts on fire, police, and schools;

housing proposed by Mercy and Hunter projects that would far exceed ABAG projections for housing needs; need to preserve character and charm of St. Helena while supporting industries that add to town's prosperity; numerous specific changes recommended for Housing Element; concern about high density building; need for General Plan to promote more parks; question about why to push for 2 jobs per resident; need to address noise pollution from new roads; need to disallow fireplaces in new construction; need to avoid changing fire department from voluntary to municipally funded department.

Law Office of Nick S. Rossi (letter to C. Poole): need to study all issues as identified in NOP; for agricultural land impacts, need to require open space setbacks and no occupied structures as buffers and "no build areas" where development abuts agricultural operations such as vineyards; need for low-density, contiguous buffer zones where development abuts agricultural lands; need for height limits and parking restrictions for multi-family housing near agricultural lands; potential for such buffers to reduce complaints about noise and other agricultural effects; adjacency of Mercy project to agricultural operations and lack of adequate buffers shown on plans; need to study effects of Mercy project on agricultural lands; need for Open Space Element in Program EIR; need to identify plans for preserving open space for resource protection, recreation, and public health/safety in EIR; need to identify how goals for open space will be achieved; for traffic, need for multi-modal network; need for EIR to address connection of Starr Avenue through Romero property, which is not advisable or safe; possibility that level of service for this road is less than C rating; need for EIR to study the possibility that Mercy and other nearby projects could have major impacts on Pope Street (and bridge) and Starr Avenue; need to correlate studies with Regional Congestion Management Plan; requirement that zoning be consistent with General Plan; need for EIR to study zoning ordinance consistency with General Plan; need to update zoning at same time as General Plan; need for EIR to study regional planning issues and consistency of City's General Plan with such; possibility that some elements of General Plan may not be consistent with one another; need to review water supply, drainage, sewer capacity, and flooding impacts; possibility that affordable units may be found to have inadequate water/wastewater services provided already to market-rate units; possible need to identify new water sources or sewer capacity enhancements; need to update Urban Water Management Plan and Capital Improvement Program at same time as General Plan; need to address conflicts with Comprehensive Flood Control Plan; possibility that Romero property development may affect flooding, and need for the development to be consistent with flood plans; need to study impacts on streams, especially for Romero property; issue of floodplain impacts of specific projects and applicable land use regulations; need for expanded

study of habitat suitability for fish and wildlife and development of mitigation measures such as need for habitat conservation and/or natural community conservation plans; need for study of waste management and solid waste as well as waste reduction/recycling; need for EIR to address greenhouse gas (GHG) emissions as related to all relevant plans/regulations and updated guidelines for reduction of GHG emissions; need to address Bay Area Air Quality Management District (BAAQMD) guidelines for determining GHG emissions; need for City to formally adopt a GHG emissions reduction plan; need to address Romero and Mercy projects specifically as related to GHG emissions, their location relative to transportation hubs and retail services, and associated GHG impacts; CEQA categorical exemptions that may apply to key opportunity sites and may be challenged as such, which means that the EIR needs to address these issues; concentration of affordable housing in City’s east side and need for EIR to study appropriateness of key opportunity sites, including socio-economic impacts on whole community.

2.6 Summary Table

Table 2-1 provides a summary of the General Plan Update’s potential impacts and the recommended mitigation measures, which are discussed in greater detail in Chapter 4 of this EIR. The table identifies the level of impact both before and after mitigation. Chapter 4 provides detail regarding each potentially-significant impact that is addressed in Table 2-1.

**TABLE 2-1
REVISED DEIR: IMPACTS AND GOALS/IMPLEMENTING ACTIONS THAT HAVE BEEN ADDED TO THE GENERAL PLAN AS IMPLEMENTATION ACTIONS**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
4.A Land Use			
None.			
4.B Agricultural and Forestry Resources			
AF-1 : Potential substantial impacts on forests and woodlands.	Adherence to Policies CC4.1 and CC4.4) and implementing actions (OS1.L, OS4.A, OS4.B, OS4.C and CC4.C will reduce this impact to a less-than-significant impact.	PS ¹	LS
AF-3 : Conversion of Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use.			
Adherence to Policies LU1.3, LU5.1, CD4.3, OS2.1, and PR3.2 contained in the General Plan Update provide support for agricultural uses within and adjacent to the city and will reduce this impact to a less-than-significant impact.			
4.C Transportation and Traffic			
TRANS-1 : Increased motor vehicle traffic would result in unacceptable level of service (LOS) at intersections by Year 2035.	Due to a combination of economic infeasibility and inability by the City to make necessary improvements to ensure that operations at all intersections would operate at acceptable levels of service for emergency vehicles by the year 2035.	PS	SU
TRANS-2 : Emergency access within St. Helena may be impacted by traffic congestion on State Route 29 and other local roads as addressed in Impact TRANS-1.	Due to a combination of economic infeasibility and inability by the City to make necessary improvements to ensure that operations at all intersections would operate at acceptable levels of service for emergency vehicles by the year 2035.	PS	SU
TRANS-3 : Impacts on parking in downtown St. Helena.	The following Policies and Implementing Actions are included in the Circulation Element of the General Plan LU1.3, LU5.1, CD4.3, OS2.1, and PR3.2 would reduce this impact to a less-than-significant impact.	PS	LS

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
4.D Air Quality			
AQ-1: Proposed approval and construction of land uses allowed under the General Plan Update would not be consistent with the regional Clean Air Plan.	No feasible mitigations available.	PS	SU
AQ-2: Approval and implementation of the General Plan Update would result in increases in air pollutant levels.		PS	LS
AQ-3: Approval and implementation of the General Plan Update would increase the potential for community risk and hazards from air pollutants.		PS	LS
AQ-4: Implementation of the General Plan Update would not cause odors that would result in frequent complaints.	Adherence to Implementing Action PS1.K will reduce this impact to a less-than-significant level.	PS	LS
4.E Noise			
NOI-1: Potential increases in noise-generating land uses and vibration.	Adherence to General Plan Update Policies PS2.3, Implementing Action PS2.D and Implementing Action PS2.H contained in the General Plan Update will reduce this impact to a less-than-significant level.	PS	LS
NOI-2: Potential generation of construction noise.	Full mitigation not feasible.	PS	SU
NOI-4: Impacts to noise-sensitive land uses.	Adherence to General Plan Update Policies PS2.1 and PS2.2 and Implementing Actions PS2.A, PS2.B, PS2.C, PS2.D and PS2.J will reduce this impact to a less-than-significant level.		

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
4.F Aesthetics			
AESTHETICS-1: Potential substantial impacts on scenic vistas, potential substantial damage to scenic resources or substantial degradation to the existing visual character and quality of St. Helena.	Adherence to General Plan Update Policies LU3.11, LU3.6, CD5.3, and CD5.A will reduce this impact to a less-than-significant level.	PS	LS
AESTHETICS-2: Potential substantial impacts related to generation of light and glare.			
	Adherence to General Plan Update Implementing Actions CD5.B and CD5.C contained in the Community Design Element will reduce future light and glare impacts to a less-than-significant level.	PS	LS
4.G Biological Resources			
None			
4.H Cultural Resources			
CUL-1: Potential development that could be allowed under the General Plan Update could impact historic above-ground resources in the community.	Adherence to General Plan Update Policy HR1.5 contained in the Historic Resources Element of the General Plan would reduce this impact to a less-than-significant level.	PS	LS
CULT-2: Potential future development under the auspices of the General Plan Update could impact human remains, including remains that could be located outside of a formal cemetery.	Adherence to General Plan Update Policy HR1.5 contained in the Historic Resources Element of the General Plan would reduce this impact to a less-than-significant level.	PS	LS
4.I Energy			
ENERGY-1: Proposed approval and development of land uses allowed under the General Plan Update could result in inefficient and unnecessary consumption of energy.	Adherence to General Plan Update Policies and Implementing Actions CD1.2, CD1.3, CD1.4, CD1.6, CD1.7, CD1.B, CC1.1, CC1.2, CC1.3, CC1.A, CC1.B, CC1.C, CC1.D, CC1.E, CC1.F, CC1.G, CC1.H would reduce this impact to a less-than-significant level.	PS	LS

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
4.J Greenhouse Gases			
None.			

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
4.K Geology and Soils			
<p>GEOLOGY-1: Future uses that would be allowed under the General Plan Update could expose residents, visitors and employees as well as public and private structures to substantial risk from geologic and/or seismic hazards.</p>	<p>Adherence to General Plan Update Policies and Implementing Actions PS3.A, PS3.B and PS3.C would reduce this impact to a less-than-significant level.</p>	PS	LS
4.L Hazards and Hazardous Materials			
<p>HAZ-1: Proposed approval and development of land uses allowed under the General Plan Update could result in the routine use of hazardous materials by businesses, households and public uses.</p>	<p>Adherence to General Plan Update Policy OS4.3 and Implementing Actions PS4.G, PS4.H, and PS4.I would reduce this impact to a less-than-significant level.</p>	PS	LS
<p>HAZ-2: Proposed approval and development of land uses allowed under the General Plan Update could result in the use of potentially hazardous materials near schools and other sensitive receptors.</p>	<p>Adherence to General Plan Update Policy PS4.1 and Implementing Actions PS4.1 and PS4.K would reduce this impact to a less-than-significant level.</p>	PS	LS
<p>HAZ-4: Future development allowed under the General Plan Update could result in structures and people being subject to hazards from wildfire.</p>	<p>Adherence to General Plan Update Policies PS4.2 and PS4.5 as well as Implementing Actions PS4.A thorough PS4.F would reduce this impact to a less-than-significant level.</p>	PS	LS
4.M Hydrology and Water Quality			
<p>HYDRO-1: Potential development that could be allowed under the General Plan Update could interfere with groundwater recharge.</p>	<p>Adherence to General Plan Update Policies CD3.1 and OS 3.1 and Implementing Actions CD3.B, and CD4.A would reduce this impact to a less-than-significant level.</p>	PS	LS

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
<p>HYDRO-2: Potential development under the General Plan Update could result in potentially significant impacts to water quality during the construction phases of future development projects.</p>	<p>All future project swill be required to City of St. Helena requirements to obtain a General Construction Permit to ensure that less-than-significant pollutants would be generated.</p>	PS	LS
<p>HYDRO-3: Potential development that could be allowed under the General Plan Update could result in potentially significant amounts of erosion and siltation into nearby bodies of water.</p>	<p>Adherence to General Plan Update Policies CD1.5, OS3.1, and OS3.2 and Implementing Actions OS1.A, OS1.H, OS1.B, OS1.I, OS1.L, OS3.A, OS3.B, and OS3.C would reduce this impact to a less-than-significant level.</p>	PS	LS
<p>HYDRO-5: Future development that could be allowed under the General Plan Update could expose future residents, employees and visitors to St. Helena to potentially significant impacts from seiche and tsunami action during a seismic event.</p>	<p>Adherence to General Plan Policy PS6.1 and Implementing Actions PS6.A and PS6.C would reduce this impact to a less-than-significant level.</p>	PS	LS
<p>HYDRO-6: Use of septic systems could result in potentially significant impacts to groundwater quality.</p>	<p>Adherence to General Plan Policy PF2.A and Implementing Actions PF2.A would reduce this impact to a less-than-significant level.</p>	PS	LS

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
<p>HYDRO-7: Future development that would be allowed under the General Plan Update could result in a potentially significant impact to water quality due to increases in the amount of impervious surfaces.</p>	<p>Adherence to General Plan Policies CD4.2 and OS1.1 and Implementing Actions CD1.B, CD4.A, OS1.B, OS1.H, OS1.L, OS3.D, and OS3.E would reduce this impact to a less-than-significant level.</p>	PS	LS
<p>HYDRO-8: Future development in St. Helena that would be allowed under the General Plan Update could violate waste discharge requirements or other water quality standards, provide substantial amounts of polluted runoff or otherwise substantially degrade water quality.</p>	<p>Adherence to General Plan Policies LU1.1, CD1.5, OS3.1, and OS3.2 and Implementing Actions OS1.A, OS3.A, and OS3.C would reduce this impact to a less-than-significant level.</p>	PS	LS
<p>HYDRO-9: Construction and operation of future development projects under the auspices of the General Plan Update could substantially alter existing drainage patterns, including the course of a stream or river or substantially increase the rate or amount of surface runoff in a manner that would result in flooding or create or contribute runoff water that could exceed the capacity of existing or planned drainage systems.</p>	<p>Adherence to General Plan Policies CD1.5, LU1.1, OS1.1, PF3.1, and PF3.4 and Implementing Actions OS1.A, OS1.B, PF3.A, and PF3.E would reduce this impact to a less-than-significant level.</p>	PS	LS
<p>HYDRO-10: Construction and operation of future development projects under the auspices of the General Plan Update could substantially alter existing drainage patterns, including the course of a stream or river or substantially increase the rate or amount of surface runoff in a manner that would result in flooding or create or contribute runoff water that could exceed the capacity of existing or planned drainage systems.</p>	<p>Adherence to General Plan Update Policies PF3.2, PF3.3, PS5.2, PS5.4, PS5.5, and OS2.6 and Implementing Actions PS5.A and PS5.C would reduce this impact to a less-than-significant level.</p>	PS	LS

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
4.N Mineral Resources			
None.			
4.O Population and Housing			
None.			

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
4.P Public Services			
SVCS-1: Potential development under the General Plan Update could require new or expanded fire protection facilities.	Adherence to General Plan Update Policies LU6.1 and ES1.3 and Implementing Actions LU2.D, LU6.A, and LU6.B would reduce this impact to a less-than-significant ant level.	PS	LS
SVCS-2: Potential development under the General Plan Update could require new or expanded fire protection facilities.	Adherence to General Plan Update Policies LU6.1 and ES1.3 and Implementing Actions LU2.D, LU6.A, and LU6.B would reduce this impact to a less-than-significant level.	PS	LS
SVCS-3: Potential development under the General Plan Update could require new or expanded public school facilities.	Adherence to General Plan Update Policies LU6.1 and ES1.3 and Implementing Actions LU2.D, LU6.A, and LU6.B would reduce this impact to a less-than-significant level.	PS	LS
SVCS-4: Potential development under the General Plan Update could require new or expanded public school facilities.	Adherence to General Plan Update Policies LU6.1 and ES1.3 and Implementing Actions LU2.D, LU6.A, and LU6.B would reduce this impact to a less-than-significant level.	PS	LS
SVCS-5: Potential development under the General Plan Update could expose people and structures to wildland fire hazards.	Adherence to General Plan Update Policies LU6.1 and ES1.3 and Implementing Actions LU2.D, LU6.A, and LU6.B would reduce this impact to a less-than-significant level.	PS	LS
4.Q Recreation			
None			

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

**TABLE 2-1 (Continued)
IMPACTS AND RECOMMENDED MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance Prior to Mitigation	Level of Significance After Mitigation
4.R Utilities and Service Systems			
SERVICE-1: Potential development that could be allowed under the General Plan Update could require new or expanded water resources and facilities.	Adherence to General Plan Update Policies PF1.2, CD1.4, OS3.3, CC4.3, and HE5.2, and Implementing Actions ES3.B, CD1.B, OS3.D, OS3.E, CC4.H, CC4.I, HE5.H, and HE5.J, would reduce this impact to a less-than-significant level.	PS	LS
SERVICE-2: Potential development that could be allowed under the General Plan Update could require new or expanded wastewater collection, treatment and/or disposal service.	Adherence to General Plan Update Policies PF2.2 and PF2.3 and Implementing Actions PF2.A and PF2.B, would reduce this impact to a less-than-significant level.		
SERVICE-3: Potential development that could be allowed under the General Plan Update could require new or expanded wastewater collection, treatment and/or disposal service.	Adherence to General Plan Update Policies PF4.1, CC3.1, and CC6.1, and Implementing Actions PF4.A, PF4.B, CC3.A, CC3.B, CC3.C, CC3.D, CC3.E, CC3.F, and CC6.H, would reduce this impact to a less-than-significant level.		
Cumulative Impacts			
The following significant and unavoidable impacts: 1) inconsistency between the General Plan Update and the regional Clean Air Plan; 2) potential generation of construction noise; 3) increased motor vehicle causing unacceptable LOS operations at selected local intersections by Year 2035; 4) impacts to emergency vehicle access; and 5) cumulative demands for wastewater treatment capacity.		PS	SU

1 PS: Potentially significant 2 SU: Significant and unavoidable 3 LSM: Less than significant with mitigation

CHAPTER 3

Project Description

3.1 Introduction



View along Railroad Avenue



View north towards Mt. St. Helena from Adams Street.

This 2016 Revised Draft Environmental Impact Report (EIR) evaluates the potential environmental impacts of the Draft St. Helena General Plan Update (General Plan Update or St. Helena General Plan Update) (City of St. Helena dated April 2016). The proposed April 2016 General Plan Update would be used to guide land use decisions in the St. Helena. The update would provide a long-term vision for the city and, through its policies and implementing actions, would indicate how that vision may be achieved over the life of the document. The General Plan Update would be the primary policy document for the City of St. Helena through the year 2035.

California Government Code Section 65300 et seq. mandates that all counties and incorporated cities prepare a general plan that establishes policies and standards for future development, housing affordability, and resource protection. State law encourages cities to keep general plans current through regular updates. This General Plan Update is intended to make significant needed revisions to the adopted 1993 General Plan, with an emphasis on new policies related to land use designations, economic sustainability, water conservation, road extensions, preservation of agricultural land, climate change, and multi-modal transportation options (to reduce private vehicular use with less reliance on assuming road extensions will be made to handle regional traffic).

The General Plan Update proposes a number of changes to the land use designations of the 1993 General Plan. The changes focus on: 1) a new “Mixed-Use” designation in the core areas of the City of St. Helena as a means of reducing reliance on the private automobile and encouraging a more sustainable land use pattern within the city; and 2) the creation of a new residential land use designation, referred to as “Low/Medium Density Residential” (4.1 to 7.0 units/acre) applicable to approximately 250 acre of land, which replaces approximately 65% of the existing Medium Density Residential Designation. The new Mixed Use designation would be applied to areas previously designated Service Commercial. The new “Low/Medium Density” land use designation (4.1 to 7 units/acre) would be applied to areas

previously designated “Medium Density Residential” (5.1 to 16 units/acre). These mixed use areas are a part of the fourteen (14) “Change Areas” identified in the Land Use Element of the General Plan. This EIR is also intended to analyze subsequent zone changes and zoning ordinance amendments that will be needed to ensure consistency between the April 2016 General Plan Update and the City’s Zoning Ordinance.

3.2 Project Objectives

CEQA Guidelines¹ Section 15124(b) requires a description of project objectives. This chapter, Project Description, outlines the objectives and guiding principles of the General Plan Update. The proposed General Plan Update would replace the existing 1993 General Plan in all elements, excluding the Housing Element which was recently adopted and certified by the California Department of Housing and Community Development (HCD) in May 2015. The existing 1993 General Plan has a horizon year of 2010. The proposed General Plan Update would establish a planning and policy framework that would extend to the horizon year of 2035.

3.2.1 Purpose of the General Plan Update

The City of St. Helena began its General Plan update process in April 2007. The General Plan Update would be the primary policy document for St. Helena as it moves toward the Horizon year 2035. The primary purpose of updating the city’s adopted General Plan is to incorporate recent planning trends and policies regarding climate protection and sustainability, while reflecting and updating the evolving key policy needs of the city.

3.2.2 Objectives

The St. Helena General Plan Update expresses the city’s vision for its physical, social, and economic development through the year 2035. The General Plan Update goals, policies, and implementing actions provide for a sustainable community, a stable economy, and environmental stewardship. Key General Plan Update objectives are as follows:

- Identify an overall vision for the city, based on extensive community input;
- Establish a basis for judging whether specific development proposals and public projects are consistent with the vision identified in the General Plan;
- Guide City departments, other public agencies, and private developers in the design of projects that will enhance the character of the community,

¹ California Code of Regulations, Title 14, Chapter 3.

preserve and enhance critical environmental resources, and minimize natural and man-made hazards;

- Provide the basis for updating, establishing, and setting priorities for detailed plans and implementing programs, such as the city's Zoning Ordinance, specific and area plans, and the Capital Improvement Program;
- Provide estimates for projected population and employment growth to the year 2035;
- Protect the agricultural character of the city by focusing new development in the developed portions of the city;
- Reduce traffic congestion by providing alternative transportation choices, enhancing regional public transit connections, and achieving an appropriate jobs/housing balance to reduce commuter trips;
- Set forth environmental protection goals and implementing policies to guide future development in the community;
- Promote revenue-generating land uses in the City to the extent they conform to St. Helena's small-town character and would not result in significant adverse impacts;
- Promote healthy growth for the city at a rate that would not surpass infrastructure capabilities and available resources; and
- Increase the supply of affordable workforce housing to maintain St. Helena's quality of life and long-term economic sustainability.

3.3 Regional Location and Planning Boundaries

The City of St. Helena is located approximately 65 miles north of San Francisco and 77 miles west of Sacramento. State Route 29 (also known as State Route 29 with the City) connects St. Helena to other communities in the Napa Valley, including Calistoga to the north and Yountville, Napa and American Canyon to the south. Figure 3-1 presents the regional context of the city.

State Route 29 connects St. Helena to other communities in the Napa Valley.

St. Helena (including its Sphere of Influence) encompasses a land area of 3,024 acres, as illustrated in Figure 3-2. 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. Based on recent data from the Association of Bay Area Governments (ABAG), St. Helena has a population of approximately 5,900

residents. The city's Urban Limit Line (shown in Figure 3-2) generally separates developed areas from agricultural areas within the city limits.

The City "Planning Area," which is the geographic area covered by the City's General Plan, is coterminous with the existing City limits. The City's Urban Limit line (ULL), which primarily serves as a demarcation between the City's Agricultural, Open Space, and Woodland and Watershed land use designations and uses, encompasses a smaller area, as approximately 65% of the total land area of the incorporated City is located "outside" (i.e. on the agricultural/open space side) of the Urban Limit Line, while the developed portion of the City containing the residential, commercial, and industrial areas is "inside" the Urban Limit Line.

3.4 General Plan Requirements

California Government Code Section 65300 defines a General Plan as "a comprehensive, long-term plan for the physical development of the county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning". State requirements call for General Plans that "comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

While considerable flexibility is allowed for general plans, state planning laws establish some requirements for the issues that general plans must address. The California Government Code establishes both the content of general plans and rules for their adoption and subsequent amendment.

Together, state law and judicial decisions establish three overall guidelines for general plans:

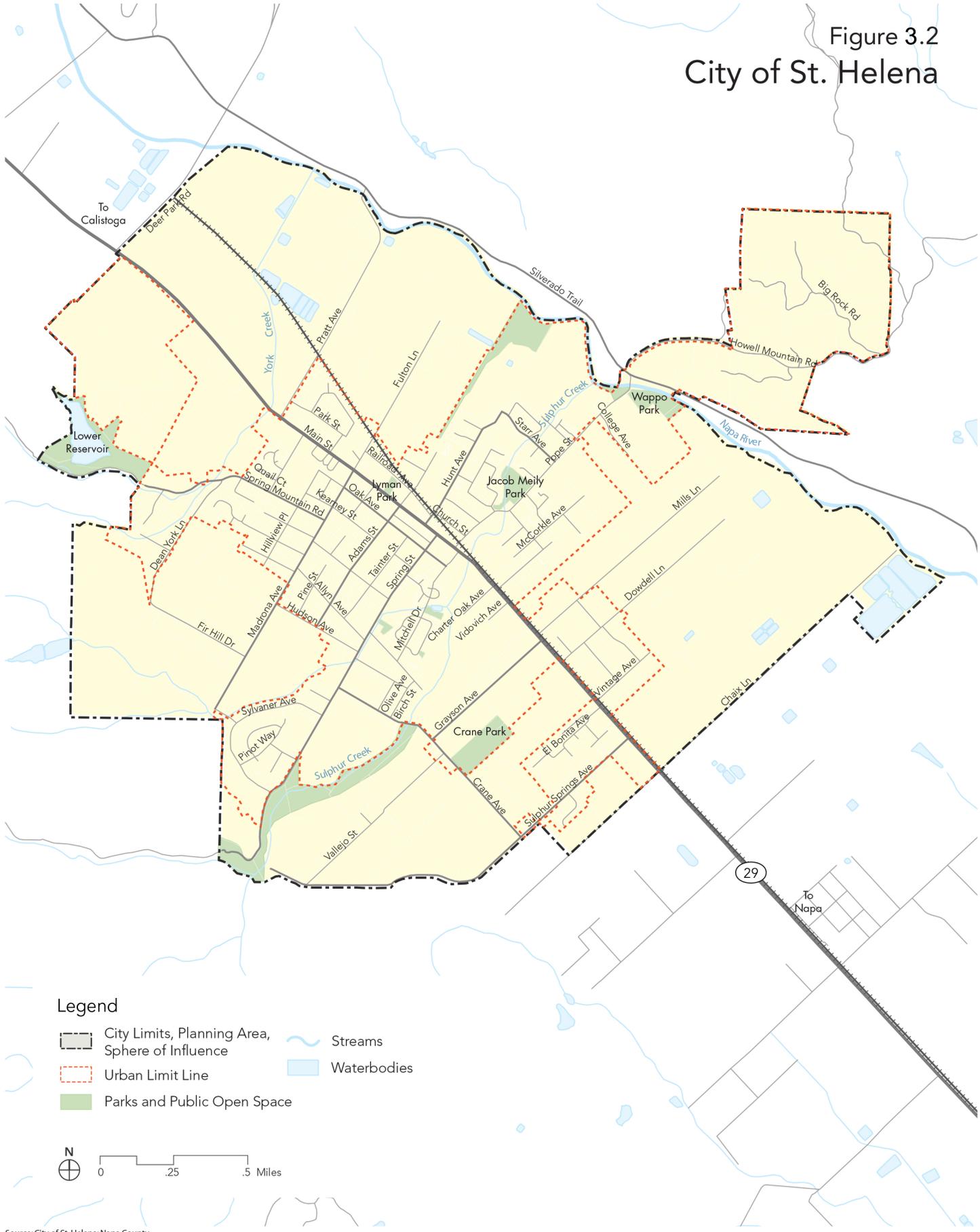
- **The General Plan Must Be Comprehensive.** This requirement has two aspects. First, the general plan must be geographically comprehensive. That is, it must apply throughout the entire incorporated area and should include other areas that the city determines are relevant to its planning. Second, the general plan must address the full range of issues that affect the city's physical development.

Figure 3.1
Regional Context



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

Figure 3.2
City of St. Helena



Source: City of St. Helena; Napa County

- **The General Plan Must Be Internally Consistent.** This requirement means that the General Plan must fully integrate its separate parts and relate them to each other without conflict. For example, the proposed land use recommendations must be consistent with the proposed transportation recommendations. The consistency requirement applies as much to figures and diagrams as to the general plan text. It also applies to data and analysis as well as policies.
- **The General Plan Must Be Long-Range.** Because anticipated development will affect the city and the people who live or work there for years to come, state law requires every general plan to take a long-term perspective.

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. State 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. These added optional General Plan Elements are identified in the following section.

3.5 St. Helena General Plan Update

This section identifies the various elements of the General Plan Update, including the added optional elements, the related vision, and the potential future growth that could occur under the updated General Plan with comparisons made to growth allowed under the current 1993 General Plan.

3.5.1 Elements of the General Plan Update

The General Plan Update includes the following 12 elements:

- 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*

* These are optional elements that are not required by State law.

- Arts, Culture and Entertainment*

The 12 elements may be briefly summarized as follows:

- The **Land Use and Growth Management Element** addresses allowable land uses, desirable development patterns within the City, and appropriate rates of growth.
- The **Economic Sustainability Element** focuses on the need for a sustainable economy responsive to short-term and longer-term community concerns.
- The **Public Facilities and Services Element** addresses services and utilities such as water, wastewater, storm drainage, solid waste, schools, and libraries. It is important to note that a number of significant policies and programs have been included as part of this General Plan update to mitigate impacts in relation to water use. One of these new policies involves the concept of “water neutrality” whereby new development, through the implementation of specific water conservation requirements, must meet the standard of “no net increase” in water use.
- The **Circulation Element** addresses a comprehensive and multimodal transportation network to serve existing and future growth, as well as parking, transit, and pedestrian/bicycle usage. Standards and guiding principles for transportation facilities are addressed. Policies to reduce greenhouse gas emissions in the transportation sector are also included. The updated General Plan places less reliance than the 1993 Genreal Plan on the use of road extensions. While the updated General Plan includes the majority of the road extensions identified in the 1993 General Plan, the updated General Plan specifies that as a default condition the identified road extensions are considered to be for bike/pedestrian/emergency vehicle use. In order for the road extensions to be constructed to accommodate vehicular traffic (auto, truck, etc.), a traffic study would need to be prepared that would document the road extension meets certain requirements, and that City Council must make certain required findings as specified in the updated General Plan.
- The **Historic Resources Element** focuses on the city’s historic resources and buildings and the potential for rehabilitation, retrofit, and adaptive reuse.
- The **Community Design Element** provides guidance for the quality and character of the community’s built environment, building upon its distinct history while promoting new design approaches.
- The **Open Space and Conservation Element** focuses on the provision of open spaces and protection of natural and agricultural resources.
- The **Public Health, Safety and Noise Element** is a required element that addresses the protection of St. Helena’s population from flooding, fires, excessive noise, hazardous materials, air pollution, and geologic and seismic hazards. This Element also addresses the significant flood

control improvements along the Napa River that have been constructed since the current 1993 General Plan was prepared.

- The **Climate Change Element** is an optional element that many California communities are now including in their general plans. This element addresses energy conservation, renewable energy production, and reduced transportation-related and other sources of greenhouse gas emissions.
- The recently adopted 2015-2023 **Housing Element** identifies housing needs over the eight -year period between 2015 and 2023, with policies to protect the existing housing stock while meeting the housing needs of all residents. The Housing Element provides for affordable housing throughout the city. (The State Department of Housing and Community Development formally certified the City's Housing Element on May 29, 2015). The proposed General Plan Update does not include any changes or amendments to the Housing Element.
- The **Parks and Recreation Element** presents a framework for a comprehensive system of quality parks, trails, and recreational facilities.
- The **Arts, Cultural and Entertainment Element** aims to protect the city's identity, heritage, and cultural resources while expanding opportunities for art enrichment.

3.5.2 The General Plan Update Vision

As stated on page 1-7 of the General Plan Update:

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.

A large part of the vision is ensuring that future changes to St. Helena's social, economic, and environmental landscape meet the needs of both current residents and future generations. Guiding principles are outlined that address sustainability, a healthy economy, and environmental stewardship.

A large part of the General Plan Update vision is ensuring that future changes to St. Helena's social, economic, and environmental landscape meet the needs of both current residents and future generations.

For sustainability, the General Plan Update addresses the need to provide affordable housing, to protect historic and agricultural features, and to focus on high-quality education. Economic principles address the desire to focus on central St. Helena as the cultural and economic heart of the community and the need for improvements that reduce traffic congestion and reduce dependency on the automobile. Environmental stewardship principles address the provision of adequate water and wastewater service, encouragement of green buildings and infrastructure including the concept of all new development being "water neutral," enhancement of air quality and protection of riparian corridors and biological resources. Protection of agricultural resources, parks, hillsides, and

existing trees and landscaping are also guiding principles addressed in the General Plan Update.

3.5.3 General Plan Update Change Areas

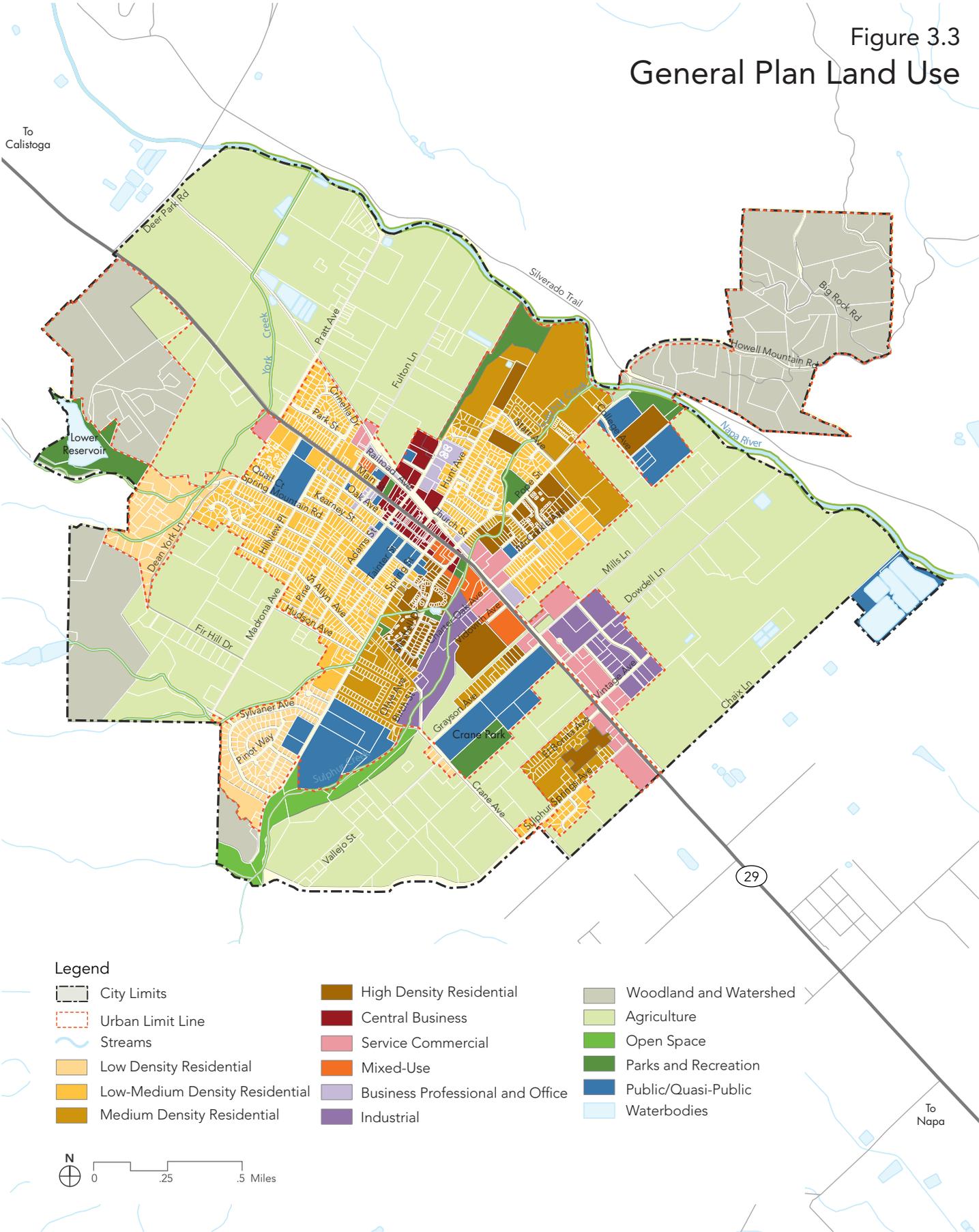
The General Plan Update identifies nine areas for changes in land use designations.

During the General Plan update process, fourteen sites were identified for changes in land use designations, including sites for Mixed-Use. In addition, the updated General Plan calls for the creation of a new land use designation, “Low/Medium Density” residential that replaces the majority of the current “Medium Density” land use designation.

Fourteen Change Areas: The fourteen proposed change areas would allow a combination of commercial and residential uses on the same site. The fourteen sites cover approximately 100 acres total. With some minor exceptions as noted below, these sites are located within the Urban Limit Line and include parcels with existing commercial, residential, agricultural, and woodlands/watershed land use designations. The fourteen areas identified for changes in land use designations, which are shown in Figure 3-3, are as follows:

- 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 property, to Central Business District. A modification of the Urban Limit

Figure 3.3
General Plan Land Use



Legend

- City Limits
- Urban Limit Line
- Streams
- 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
- Open Space
- Parks and Recreation
- Public/Quasi-Public
- Waterbodies

N
0 0.25 0.5 Miles

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

Line is also proposed, which would increase the developable area by 0.83 acre and orient development along Adams Street.

- 2) State Route 29, Spring Street and Oak Avenue (2.61 acres): A Mixed-Use designation is proposed for this area to allow a mix of commercial, office and residential development. The existing General Plan land use designation is Central Business.
- 3) Mitchell Drive and Oak Avenue-Northwest (2.04 acres): Higher Density Residential is the proposed designation for this area to allow for higher density development within walking distance of downtown. The existing General Plan land use designation is Medium Density Residential.
- 4) Mitchell Drive and Oak Avenue-Southeast Side (1.58 acres): A Mixed-Use designation is proposed for this area to allow a mix of commercial, office, and residential development. The existing General Plan designation is Service Commercial.
- 5) State Route 29 and Charter Oak Avenue (12.12 acres): A Mixed-Use designation is proposed for this area to allow a mix of residential and commercial uses along State Route 29. The existing General Plan designation is Service Commercial.
- 6) State Route 29 and Vidovich Avenue (14.44 acres): A Mixed-Use designation is proposed for this area to allow a mix of lodging, commercial, office, and residential development. The Vineland Station Hotel Project has been approved for this location but has not yet been developed.
- 7) Spring Street and St. James Drive (4.65 acres): A Medium Density Residential designation is proposed for this area to accurately reflect existing densities. The existing 1993 General Plan designation is High Density Residential.
- 8) Grayson Avenue (7.01 acres): A Medium Density Residential designation is proposed on these parcels to allow more flexibility in density for this area. The existing General Plan designation is Low Density Residential.
- 9) West end of Spring Street (14.31 acres): The General Plan Update proposes a minor modification to the Urban Limit Line and an identical shift expanding the Low Density Residential designation by 1.49 acres. This change is proposed to better reflect the flat portion of this parcel. The existing General Plan designations are Low Density Residential and Woodlands & Watershed.
- 10) Mills Lane and State Route 29 (7.51 acres): Adjust the Urban Limit Line, General Plan, and Zoning Designations to change the 1.6 acre parcel fronting on Main St/Hwy 29 from Service Commercial to Agriculture. To offset this change, 1.6 acres of land in the interior of the site that is currently designated Agricultural will be changed to Service Commercial. This “swap” of land use designations will result in need to shift the Urban Limit Line by approximately 100 feet to the north, resulting in 1.6 acres of land being placed on the “urbanized” side of the Urban Limit Line.

- 11) Mills Lane and State Route 29 (7.51 acres): Adjust the Urban Limit Line, General Plan, and Zoning Designations to change the 1.6 acre parcel fronting on Main St/Hwy 29 from Service Commercial to Agriculture. To offset this change, 1.6 acres of land in the interior of the site that is currently designated Agricultural will be changed to Service Commercial. This “swap” of land use designations will result in need to shift the Urban Limit Line by approximately 100 feet to the north, resulting in 1.6 acres of land being placed on the “urbanized” side of the Urban Limit Line.
- 12) 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 that would allow the parcels to be developed as a parking lot.
- 13) Flood Control Project Site (15.7 acres): Change the Land Use designation on this property (the flood control project site) from Medium Density Residential to Open Space.
- 14) Railroad Avenue (4 parcels): Modify General Plan and Zoning Designations for parcels with addresses 1547 to 1569 from Medium Density Residential to Mixed Use.
- 15) City Hall Site: The Central Business District (CBD) is proposed for the property where City Hall is currently located.

Low Medium Density Residential Land Use Designation: In addition to the preceding fourteen “change areas,” a new residential land use designation of “Low/Medium Density” residential is proposed with a density range of 4.1 to 7 units/acre. This new “Low/Medium Density” residential land use designation replaces the majority of the current “Medium Density” designation in the City. In terms of acreages, under the 1993 General Plan there are a total of 433 acres designated as “Medium Density” residential,” which has a current density range of 5.1 to 16.0 units/acre. Under the updated General Plan, the “Medium Density” residential designation is proposed to be split, with 248 acres becoming the new land use designation of “Low/Medium Density (4.1 to 7 units/acre)” residential. The remaining 185 acres retain the “Medium Density” residential land use designation at a density range of 5.1 to 16.0 units /acre.

The net reduction in the theoretical amount of development that could be built as a result of creating the new “Low/Medium Density” land use designation is significant. Based solely on the much lower maximum density allowed in the proposed “Low/Medium Density” designation as compared to the current “Medium Density” designation (7 units/acre versus 16 units/acre) and ignoring for comparison purposes the City’s Growth Management provisions and other practical limitations on growth, anywhere between 1,000 to 2,000 fewer residential units could be built in St Helena under the updated April 2016 General Plan as would be allowed under the current 1993 General Plan. As a point of reference, the addition of 2,000 units would more than double the current population of the City of St Helena.

The creation of this new “Low/Medium Density” land use designation also results in a better fit between the density of existing development and the density allowed by the City’s General Plan. Under the 1993 General Plan, the Medium Density designation has a maximum density which is three to four times higher

than the existing low density pattern of residential development of 4 to 5 units/acre. This discrepancy between the maximum density of residential development allowed within the majority of the City's existing single family neighborhoods under the current 1993 Plan of up to 16 units/acre as compared to the actual existing density of development of 4 to 5 units acre is resolved by the April 2016 General Plan update through the creation of the new "Low/Medium Density" Land Use designation.

The location of these designations, as proposed under the updated General Plan, is depicted in Figure 3.3.

3.5.4 Potential Growth under the General Plan Update

The main areas for potential growth under General Plan Update would include the "Change Areas," the "Key Housing Opportunity Sites," and "Pipeline Projects."

The areas with the greatest potential for future residential growth within St. Helena include the fourteen "Change Areas" previously identified, and the areas with the greatest difference between the current density of existing development and the maximum density allowed by the General Plan and Zoning, namely the areas designated Medium Density Designation, and the "Key Housing Opportunity Sites" as identified in the 2015 to 2023 Housing Element. These areas are shown in Figure 3-4. Change Areas and Medium Density Areas are identified as part of the April 2016 General Plan Update and Key Housing Opportunity Sites were identified in the recently adopted 2015-2023 Housing Element. For the analysis in this EIR, anticipated growth by the year 2035, the horizon year for the General Plan Update, has been estimated based on the annual amount of development allowed by the City's Growth Management Program and by historic growth patterns.

Projected Future Growth:

Residential: An additional 260 new housing units are projected to be built within St Helena with the April 2016 General Plan by the Horizon Year 2035 (see Table 3-1). The 260 new units are primarily assumed to be located within a combination of "Key Housing Opportunity Sites", and on vacant and underdeveloped parcels located in the High and Medium Density Land Use Designation. The estimate of 260 units was derived in part by assuming development of 9 units per year for 20 years (2015 to 2035) based on the maximum upper limit of 9 units/year under the City's Growth Management Program.

In addition, since affordable housing does not count against housing allowed under the City's Growth Management Program, it is assumed for the purposes of projecting future growth, that an average of 4 new units per year of affordable housing are developed in St Helena. This assumed affordable housing growth rate of 4 units/year is based on the

number of affordable housing units agreed to by the City as part of a recent settlement with housing advocates (the Calderon Settlement Agreement). The assumed development of 4 units/year of affordable housing is also consistent with the City's most recent Regional Housing Needs Assessment (RHNA) number of 31 units for the current 8 year 2015-2023 housing cycle, which works out to an annual rate of just under 4 units/year.

Based on this projected Future Growth Scenario, the population of St Helena would increase by 632 residents to a total population of 6532 residents, a 10-percent increase over the city's existing population of 5,900.

This amount of future projected residential growth represents something of a "worst case" scenario, as it assumes over each year of a 20 year period the maximum amount of residential growth allowed under the limitations of the City's Growth Management Program, as well as assuming a relatively high annual growth rate of affordable housing. Such a "worst case" analysis is appropriate in the context of analyzing a project for CEQA purposes, as if actual future development turns out to be less than that assumed, the environmental analysis will have analyzed the upper limit of that development. The converse situation, with the environmental analysis underestimating the ultimate amount of future development, could result in environmental impacts being under reported.

**TABLE 3-1
GENERAL PLAN UPDATE – ANTICIPATED RESIDENTIAL GROWTH**

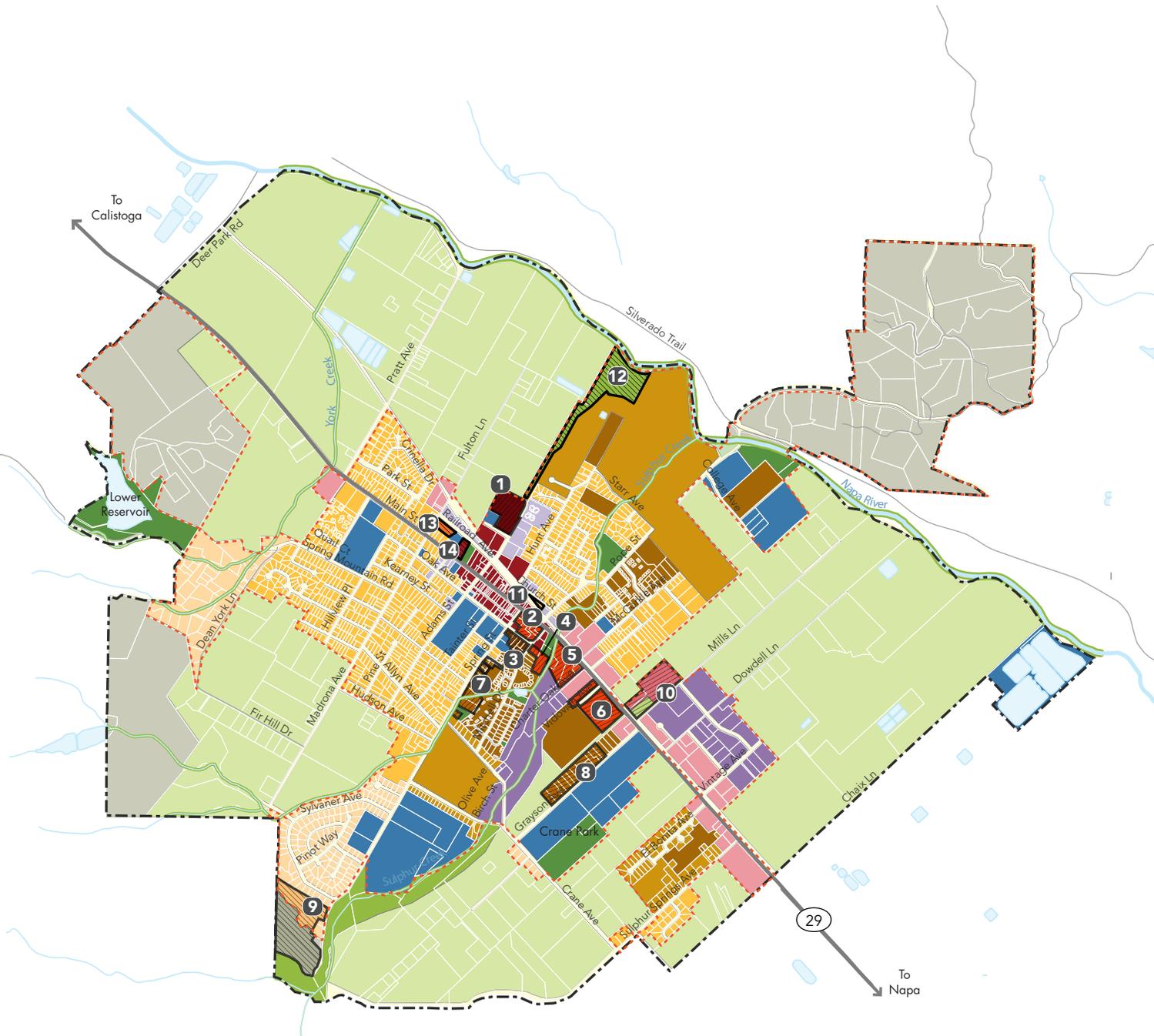
	Single-Family Units	Multi-Family Units^a	Total Housing Units	Population Growth^b
Development Allowed by Growth Management System (2035) ^a	180	80	260	632

^a Assumes 4 units/year of affordable housing, which is assumed to be multiple family housing. This annual rate of development of affordable housing is consistent with the City's 2014 Calderon Settlement Agreement and exceeds the City's RHNA numbers.

^b Assumes 2.43 persons per unit.

^c Growth Management System limit assuming 9 units per year for 20 years.

SOURCE: City of St. Helena, 2015



Legend

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

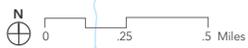


Figure 3.4
Land Use Change Areas

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

The Likely Buildout Scenario assumes 379 new housing units and 277,104 square feet of new commercial uses in the city by 2030.

Projected Future Commercial/Industrial Growth:

For employment growth, the April 2016 General Plan Update includes projects that have previous approvals or have been proposed by property owners/developers. In addition, an increment of future commercial and industrial development is assumed for the Change Areas designated for “Mixed Use” Developed, with the amount of development assumed based on the acreage of the “Mixed Use” areas involved.

Based on the preceding methodology a total of 88,000 sq ft of new office space, 75,000 sq ft of new retail space, 27,000 sq ft of /industrial/winery, and 300 new hotel rooms are assumed to be developed under the April 2016 General Plan by the Horizon Year 2035 (see Table 3-2). This commercial development would provide for an approximately 13 percent increase over the city’s existing total of approximately 1.5 million square feet of commercial floor space.

**TABLE 3-2
GENERAL PLAN UPDATE – COMMERCIAL AND JOB GROWTH 2015 TO 2035**

	Total Commercial Square Footage	Jobs
New Office Space (square feet)	88,000	350
New Retail Space (square feet)	75,000	300
New Winery Uses (square feet)	27,000	75
New Hotels (rooms)	300	150

SOURCE: City of St. Helena, 2016

The preceding projections, as with the residential projections, are assumed to be “maximum case,” as the projected increase of 875 new jobs by the year 2035 is almost double the amount of job growth projected by ABAG, which works out to be 520 new jobs by 2035.

**TABLE 3-10
CHANGES BETWEEN EXISTING CONDITIONS AND FUTURE CONDITIONS
(GENERAL PLAN UPDATE)**

Factor	Existing Conditions	Likely Horizon Year Development Scenario		Percent Change from Existing
		Increase	Total	
Population	5,900	+632	6,532	9%
Number of Housing Units		+260	3,011	+9.5%
Commercial Square Footage	7,100,000	+190,000sqft	7,400,000	+4%
Number of Jobs	5,590	+875 jobs		+16%

^a ABAG. 2013. Projections and Priorities

^b Area calculated by measuring the parcels within the industrial, central business, and service commercial districts.

SOURCE: City of St. Helena, 2010b, 2016

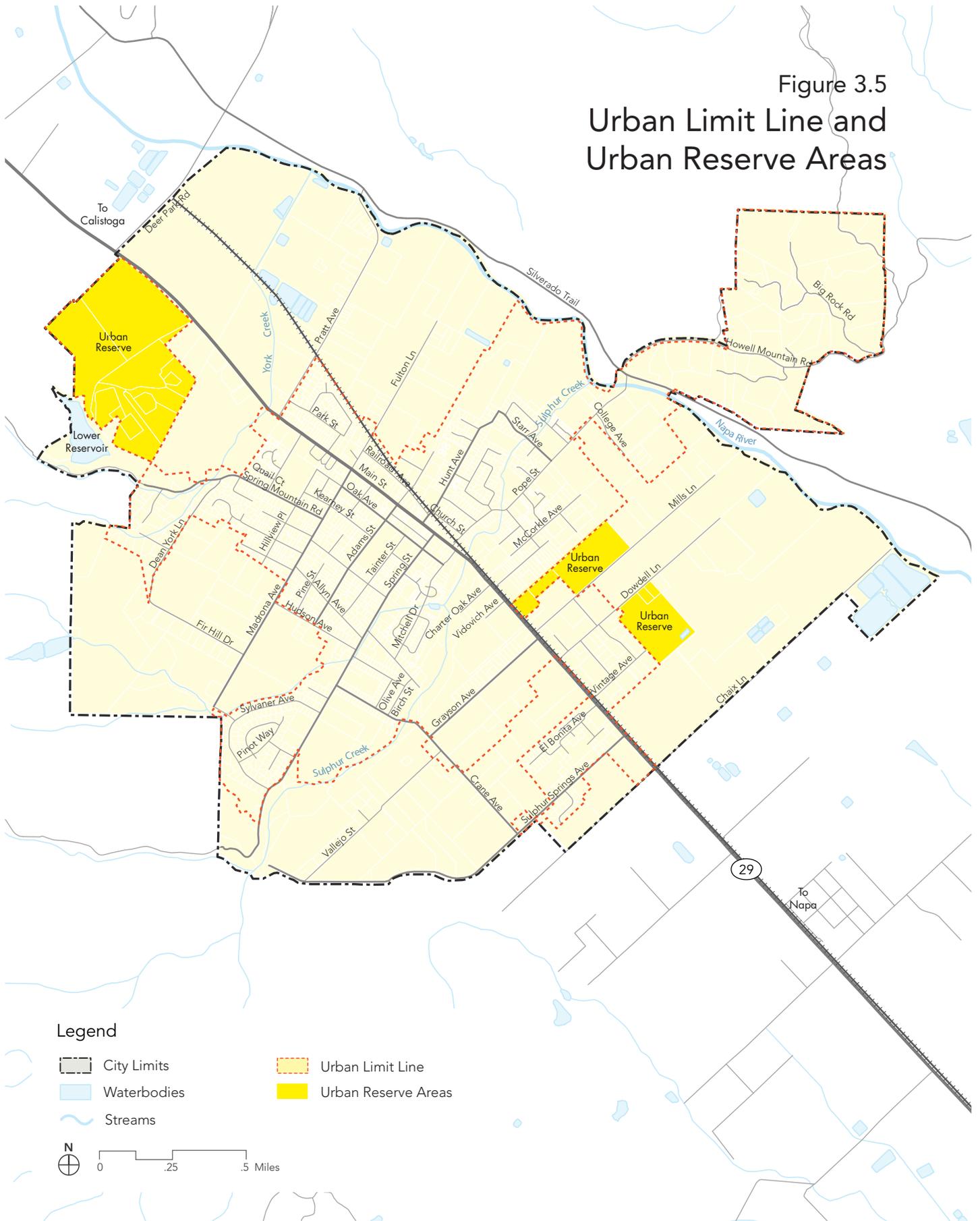
Urban Reserve Areas

The General Plan Update identifies three Urban Reserve Areas that could be considered for development after areas within the Urban Limit Line are developed.

The proposed General Plan Update identifies three “Urban Reserve Areas” that “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” (City of St. Helena, 2016). These same areas were so designated in the 1993 General Plan and are not proposed to be changed under the proposed General Plan Update. Figure 3-5 illustrates the locations of the three Urban Reserve Areas. As shown in Figure 3-5, the Urban Reserve Areas consist of an area located north of Mills Lane and east of Hwy 29, another area south of Dowdell Lane and east of Hwy 29 and a larger area located at the northern edge of the City west of Hwy 29.

The General Plan Update designates the Urban Reserve Areas for Agriculture land uses. No development, other than would be permitted under the Agricultural land use designation, is assumed in the Urban Reserve Areas during the time frame of the General Plan 2015-2035, as all projected future development can be accommodated without assuming any development on these properties. In addition, the three Urban Reserve areas are outside the City’s Urban Limit Line (ULL) and would therefore require a change to the General Plan in order to shift the Urban Limit line.

Figure 3.5
 Urban Limit Line and
 Urban Reserve Areas



Legend

-  City Limits
-  Urban Limit Line
-  Waterbodies
-  Urban Reserve Areas
-  Streams

0 .25 .5 Miles

3.6 Adoption and Future Use of the General Plan Update

Once the General Plan Update is adopted by the St. Helena City Council, it would provide a basis for a variety of future, subsequent activities and actions. This EIR may be used as the basis for adopting the General Plan Update and for future, subsequent actions in accordance with the General Plan Update. It is the City's intent to consider certain key updates to the City's Zoning Ordinance concurrently or soon after the General Plan Update in order to ensure that key provision of the General Plan can be implemented in the near term, without the City having to immediately undertake a potentially lengthy comprehensive Zoning Ordinance Update. Once the key zoning ordinance updates are completed concurrent or soon after the General Plan Update, the City as soon as practical will commence a comprehensive update to the City's Zoning Ordinance.

3.6.1 Adoption of the General Plan Update

The St. Helena General Plan Update was first presented to the City of St. Helena Planning Commission for review and recommendation in August and September of 2010. In September 2010 the Planning Commission recommended that the City Council certify the EIR and adopt the proposed General Plan update. The City Council first heard the General Plan update in October 2010. In November 2010 the City Council continued taking action on the General Plan until February 2011, at which time action on the General Plan was again continued to a date unspecified.

Ultimately the City Council held a total twelve (12) hearings and study sessions on the General Plan between February 2011 and June 2014. Numerous changes were made on the Draft General Plan, including but not limited to policies related to water use and conservation, economic sustainability of the community, local transportation issues and related topics. In June 2014 the City Council referred the Draft General Plan to the Planning Commission, directing the Planning Commission to provide the City Council with comments on the numerous changes made to the General Plan by City Council during the time period from February 2011 to June 2014. As directed by Council, the Planning Commission from September 2014 to December 2014 reviewed the various changes the City Council had made to the Draft General Plan from the time the Commission last reviewed the General Plan in September 2010. In December 2014 the Planning Commission forwarded its comments back to the City Council.

On April 15, 2015 the City Council, at a Study Session, provided further direction to City staff, notably concerning creating a new residential land use category to better fit the density of existing development to replace the majority of the City's single family neighborhoods designated Medium Density Residential. On September 8, 2015 the City Council held a final General Plan Workshop to provide direction on the contents of the General Plan. At this meeting City Council directed that all sections of the updated General Plan Program EIR be recirculated for a new 45 day public review period given the amount of time transpired since the Draft Program EIR was circulated in August and September 2010, and given the extent of the changes that have been made to update the environmental document since September/October 2010.

As part of the adoption of the General Plan Update, the City Council will be requested to take the following actions:

- Adoption of required findings for EIR certification, including required findings under CEQA Guidelines Sections 15090, 15091, and 15093;

- Certification of the General Plan Update EIR;
- Adoption of the General Plan Update

It is important to note that the General Plan Update as proposed is almost entirely “self-mitigating”, as the General Plan contains Policies and Implementation Measures that reduce almost all impacts to a less than significant level, with the exception of the CEQA overrides that are necessary as described in Chapter 2, the Summary, and in the respective chapters of this document.

3.6.2 Future Use of the General Plan Update

After the adoption of the proposed General Plan Update by the St. Helena City Council, all subsequent activities and development within the city would be subject to, and must be consistent with, the policies set forth in the adopted General Plan Update. Some of these activities would include residential developments that would be subject to Tentative Subdivision Map approval, rezoning, and design review approval. Commercial, office, and industrial uses would be subject to design review and use permit approval, and possibly Tentative Subdivision Map approval, depending on the extent of the proposed use. Public agency-sponsored development, such as additions or improvements to public services including schools and parks, roadways, and infrastructure, would also be required to be consistent with the policies set forth in the adopted General Plan Update.

After adoption of the General Plan Update, all subsequent activities and development in the city must be consistent with its policies.

City of St. Helena Actions

Subsequent actions that may be taken by the City in accordance with the General Plan Update include, but are not limited to, the following:

Amendment of the St. Helena Zoning Ordinance so that the text of the City’s Zoning Ordinance is consistent with the General Plan Update land use map;

- Implementation and/or updating of financing programs or fee programs for public facilities;
- Approval of subsequent development applications;
- Approval of subsequent public facility, infrastructure and roadway improvement projects; and
- Additional land use studies and/or planning.

Other Governmental Agency Actions

Additional subsequent approvals and permits from local, regional, state, and federal agencies that may be required to carry out future development projects in accordance with the General Plan Update include, but are not limited to, the following:

- Napa County Local Agency Formation Commission (LAFCO) approval of annexations, revised service areas or spheres of influences for service districts, if applicable;
- Bay Area Air Quality Management District (BAAQMD) approval of dust control plans and other permits for subsequent projects;
- California Department of Transportation (Caltrans) approval of encroachment permits within state rights-of-way, improvements and/or funding for the improvements on State Route 29 currently under construction;
- Extension of service and/or expansion of infrastructure facilities by area service districts, if applicable;
- California Department of Fish and Wildlife (CDFW) approval of potential future streambed alteration agreements, pursuant to the Fish and Game Code, and approval of any future potential take² of state-listed wildlife and plant species covered under the California Endangered Species Act;
- Regional Water Quality Control Board (RWQCB) approval of any activity affecting St. Helena water features, pursuant to the Clean Water Act and RWQCB standards;
- U.S Army Corps of Engineers (USACE) approval of any future wetland fill activities, pursuant to the Clean Water Act; and
- U.S. Fish and Wildlife Service (USFWS) approvals involving any future potential take of federally-listed wildlife and plant species and their habitats covered under the Federal Endangered Species Act.

References

City of St. Helena. 2016. *St. Helena General Plan Update 2035 (Draft)*.

City of St. Helena. 2010b. City of St. Helena Notice of Preparation (Revised), City of St. Helena General Plan Update 2035 Program Environmental Impact Report. April 19, 2010, Revised 2016

² To “take” a listed, threatened, or endangered species is to harm, harass, injure, kill, capture, collect, or otherwise hurt any individual of the species. “Take” is further defined in Section 4.G, Biological Resources, of this EIR.

4.A Land Use and Planning

Introduction

This section describes existing land uses within St. Helena, reviews existing plans and policies that guide development in the city and evaluates the potential land use and planning impacts of the General Plan Update.

Setting

Regional Setting

St. Helena sits at the heart of the upper Napa Valley.

St. Helena is located in the northern portion of Napa County within the San Francisco Bay Area 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. The city is located approximately 65 miles north of San Francisco and 77 miles west of Sacramento. Highway 29 (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 main north-south roadway serving St. Helena is Highway 29, also known as Main Street within the City, that continues north into Lake County.

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 surrounding St. Helena.

Local Setting

The City of St. Helena encompasses a land area of approximately 2,940 acres.¹ The area contains agricultural lands, business and industrial uses serving agricultural areas and single- and multi-family residential neighborhoods and a downtown that extends along Main Street and serves as the commercial center for the city and surrounding communities.

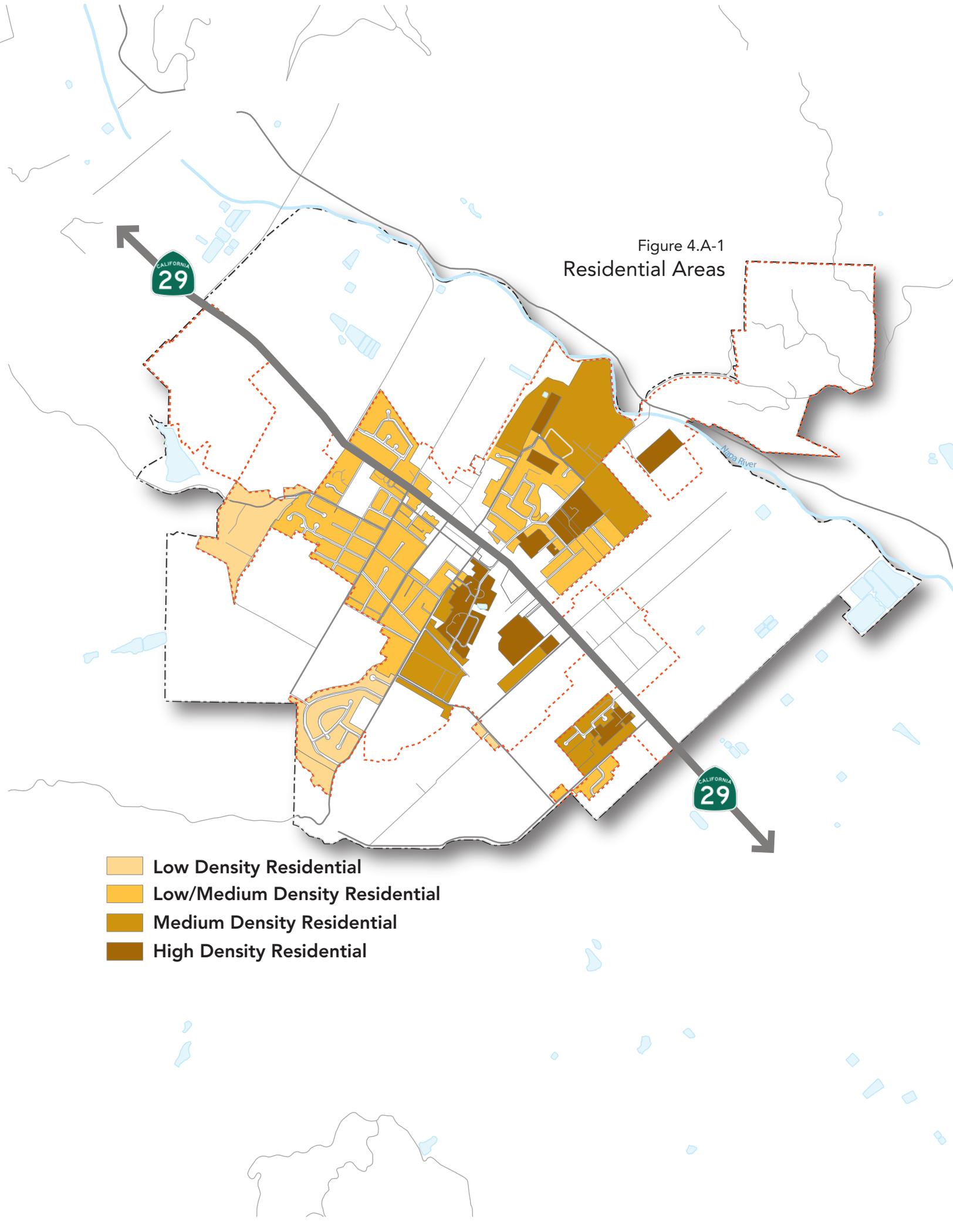
Agricultural lands comprise approximately 42 percent of the land area within the city limits, with most acreage actively cultivated with vineyards. Within the urbanized areas of the city, residential land uses occupy the majority of land area.

The City of St. Helena has established an Urban Limit Line within the incorporated city limits that encompasses the urbanized areas of the city.

¹ If streets, railroads, and other rights-of-way are included, the acreage increases to about 3,024 acres.

Figure 4.A-1
Residential Areas

- Low Density Residential
- Low/Medium Density Residential
- Medium Density Residential
- High Density Residential



Existing Land Uses

Figure 4.A-1 illustrates residential existing land uses in St. Helena; Figure 4.A-2 depicts commercial and mixed-use areas of the community and Figure 4.A-3 shows business and industrial portions of St. Helena. As shown in the figure, existing land uses include residential, commercial, industrial, public, parks and recreation, and agricultural uses. Table 4.A-1 lists existing land uses by total acreage and by acreage within and outside the Urban Limit Line.

**TABLE 4.A-1
EXISTING LAND USE DISTRIBUTION, 2015**

Land Use	Within Urban Limit Line		Outside Urban Limit Line		Total Within City Limits	
	Acres	Percent	Acres	Percent	Acres	Percent
Rural Residential ^a	408.64	31.3	256.45	15.7	665.09	22.6
Single-Family Residential	417.08	31.9	12.67	0.8	429.75	14.6
Multi-Family Residential	47.17	3.6	---	---	47.17	1.6
Service Commercial	71.26	5.5	---	---	71.26	2.4
Central Business	23.13	1.8	---	---	23.13	0.8
Office	13.75	1.0	---	---	13.75	0.5
Industrial	58.22	4.5	---	---	58.22	2.0
Winery Industry	---	---	151.49	9.3	151.49	5.2
Agriculture	108.18	8.3	1,138.18	69.6	1,246.36	42.4
Open Space	---	---	5.07	0.3	5.07	0.2
Park	19.64	1.5	40.02	2.4	59.66	2.0
Public/Quasi-Public	122.98	9.4	31.11	1.9	154.09	5.2
Vacant	15.58	1.2	---	---	15.58	0.5
TOTAL	1,305.63	100.0	1,634.99	100.0	2,940.62	100.0

Acres listed do not include acreage of streets, railroad, or other rights-of-way.

^a The Rural Residential land use category consists of woodland/watershed and small agricultural parcels.

SOURCE: City of St. Helena, 2015

Residential Uses

The main core of residential development is located off Highway 29 (Main Street) and in the west side of town.

The main core of residential development is located along Main Street and in the west side of town, extending in a northeast-southwest direction (see Figure 4.A-1). Housing in the residential areas consists mostly of single-family detached houses. As shown in Figure 4.A-1, some residential areas, especially rural residential areas farther from the town center, abut agricultural uses. Multi-family housing developments are situated mainly in the central core of the city, typically adjoining single-family areas.

As shown in Table 4.A-1, single-family housing occupies approximately 430 acres (14.6 percent) of the total land area within the city limits. Rural

residential areas occupy approximately 665 acres (22.6 percent), and multi-family housing occupies approximately 47 acres (1.6 percent).

Commercial Uses

Commercial uses located along or near Highway 29 (Main Street).

Commercial uses, including service commercial, retail, restaurants, office and other similar central business uses, are located along or near Main Street (see Figure 4.A-2). Commercial uses along Main Street extend from north of Adams Street to Lewelling Lane, at the southerly city limits, and occupy both sides of the street for most of this length. At the center of town, between Spring and Adams streets, the commercial uses expand beyond Main Street onto intersecting and parallel streets, such as Kearney Street, Oak Avenue, and Hunt, Library, and Railroad Avenues.

As shown in Table 4.A-1, service commercial uses occupy approximately 71 acres (2.4 percent) of the total land area within the city limits. These uses typically include local-serving uses such as auto repair home goods sales and similar uses. Central business uses include more visitor serving uses and occupy approximately 23 acres (0.8 percent), and office uses occupy approximately 14 acres (0.5 percent) of the city's total land area.

Industrial Uses

Two main areas of industrial use are identified in St. Helena: (1) a building materials establishment (Harold Smith & Sons) and other industrial uses north of Grayson Avenue, in the vicinity of Sulphur Creek; and (2) a light industrial park located east of Main Street and south of Mills Lane (see Figure 4.A-3). Additional winery-related uses are located along Main Street at the northern and southern ends of the city (see Figure 4.A-1).

As shown in Table 4.A-1, industrial uses occupy approximately 58 acres (2.0 percent) of the total land area within the city limits, and winery industry uses occupy approximately 152 acres (5.2 percent).

Public and Quasi-Public Uses

Public and quasi-public uses in St. Helena include government-owned facilities, schools and churches. These uses are located mainly in the area west of Main Street, along with St. Helena High School which is located west of Main Street just south of Grayson Avenue. As shown in Table 4.A-1, public and quasi-public uses occupy approximately 154 acres (5.2 percent) of the total land area within the city limits.

Parks and Recreational Uses

Parks and recreational uses are located throughout the central part of St. Helena. As shown in Table 4.A-1, park uses occupy approximately 59 acres (2.0 percent) of the total land area within the city limits, although this estimate includes sites such as the 21.65-acre, City-owned “Lower Reservoir” property that have not yet been developed for park use. (See further discussion in Section 4.Q, Recreation.)

Agricultural Uses

Agriculture is the predominant land use by area in the City of St. Helena.

As noted above, agriculture is the predominant land use by area in the City of St. Helena. Agricultural uses are found adjacent to the Urban Limit Line of the city with large areas in the northeast and southeast portions of the city, where they extend from approximately Main Street to the Napa River.

Most parcels used for agriculture are relatively large and most are used for viticulture. In some areas, agricultural lands adjoin or have been surrounded by urban uses,.

Most of the agricultural land is located outside the Urban Limit Line. As shown in Table 4.A-1, agricultural uses occupy approximately 1,246 acres (42.4 percent) of the total land area within the city limits. Of that total, approximately 108 acres are located within the Urban Limit Line and approximately 1,138 acres are located outside the Urban Limit Line.

For more discussion of agricultural uses, see Section 4.B, Agricultural and Forestry Resources, of this EIR.

Regulatory Framework

ABAG Regional Housing Needs Allocation

The Association of Bay Area Governments (ABAG) allocates housing needs for each City and County in the region according to income levels so that each jurisdiction can make plans to provide for its fair share of housing needs by income group. ABAG’s most recent housing needs cover the period from January 31, 2015 to January 31, 2023. ABAG has determined that a total of 31 units would be needed in St Helena during this eight year time period, consisting of 8 very low income units, 5 low income units, 5 moderate income units, and 13 units affordable to above moderate income households. This “fair share” total represents what ABAG considers to be the minimum total number of housing units that need to be added to St Helena’s housing stock over the time period 2015 to 2023 in order for the City of St Helena to achieve an appropriate distribution of housing opportunities. The City’s Housing Element for the time period 2015 to 2023 was approved and

certified by the State Department of Housing and Community Development (HCD) in May 2015 (see further discussion in Section 4.O Population and Housing of this EIR).

Napa County General Plan

Provisions of the Napa County General Plan apply to unincorporated areas of Napa County, including unincorporated areas adjoining the St. Helena city limits.

The Napa County General Plan applies to unincorporated areas of Napa County, including areas adjoining the St. Helena city limits.

The Napa County General Plan land use map designates the areas north and south of the city limits for Agricultural Resource land uses and the areas east and west of the city for Agricultural, Watershed & Open Space land uses.

The Napa County General Plan contains a series of policies for an area identified as “South St. Helena,” located immediately south of the city limits. Recognizing that this area is designated for Agricultural Resource land uses but contains existing residences and businesses, the County General Plan allows existing parcels zoned for commercial uses as of February 1, 1990 “to develop commercial uses and mixed residential-commercial uses which are permitted by the existing commercial zoning as if they were designated on the land use map for these uses” (County of Napa, 2015).

Napa County Local Agency Formation Commission

The Napa County Local Agency Formation Commission (LAFCo) is an independent County agency established by State law. LAFCo has approval authority regarding changes in organization to cities, including annexations, detachments, new formations, and incorporations. LAFCo approval is necessary for changes to St. Helena’s city limits or Sphere of Influence. Action by LAFCo in 2009 modified the Sphere of Influence to be co-terminus with the city limits.

Existing St. Helena General Plan

The existing St. Helena General Plan, adopted in 1993, outlines policies, standards, and programs that together provide a comprehensive, long-term plan for physical development within the city. Individual development projects proposed within the city must demonstrate general consistency with the goals and policies outlined within the General Plan, which articulates and implements the city’s long-term vision as it pertains to land use, agriculture, open space, and other areas.

The proposed project analyzed in this EIR is the St. Helena General Plan Update, which is an update of the existing General Plan. Once the General

Plan Update is adopted, future developments within the city will be subject to policies outlined in the updated document.

St. Helena Residential Growth Management System

The St. Helena Residential Growth Management System (Municipal Code Section 17.152) limits the residential growth rate in the city, while providing for development of both market-rate and affordable housing units. Under this system, no more than nine building

permits for market-rate housing may be issued each year. Permits remaining unused at the end of the year are carried over into the subsequent year but are only available for allocation for the construction of market-rate units in development projects that include a minimum of 40 percent income restricted dwelling units. The number of income-restricted housing units constructed is determined by the City Council through the discretionary review process. Housing agreements that are required for income-restricted housing developments in the community, contain guarantees that the dwelling units would continue to be affordable to persons of very low, low, or moderate incomes for an agreed-upon period of time (City of St. Helena, 2010e). The City of St. Helena does not own or manage income -restricted housing within the city. This is done by non-profit entities (e.g., Bridge Housing, EAH Housing, etc.) and/or by contracts with the City of Napa’s Housing Department.

St. Helena Zoning Ordinance

The St. Helena Zoning Ordinance implements the General Plan and provides location-specific regulations.

The St. Helena Zoning Ordinance (Title 17 of the Municipal Code) implements the General Plan and provides location-specific regulation, such as use restrictions and building height and bulk limitations. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless the proposed action conforms to the Zoning Ordinance or a variance is granted pursuant to provisions of the Zoning Ordinance. For some projects, the site may be rezoned or the Zoning Ordinance may be amended.

The Zoning Ordinance establishes 22 zoning districts, consisting of 15 independent districts and 7 overlay districts, as follows (City of St. Helena, 2010d):

- Twenty-Acre Agriculture (A-20) District
- Winery (W) District
- Agricultural Preserve (AP District)
- Low Density Residential (LR) District
- Low Density Residential One Acre Minimum (LR-1A) District
- Medium Density Residential (MR) District
- High Density Residential (HR) District
- Central Business (CB) District
- Service Commercial (SC) District
- Business and Professional Office (BPO) District
- Industrial (I) District
- Woodlands and Watershed (WW) District
- Public and Quasi-Public (PQP) District
- Parks and Recreation (PR) District
- Open Space (OS) District
- Rural-Residential Overlay (RR) District
- Specific Plan Overlay (SP) District

- Flood Plain Overlay (FP) District
- Historic Preservation Overlay (HP) District
- Planned Development Overlay (PD) District
- Mobilehome Park Overlay (MHP) District
- Parking Impact Overlay (PI) District

The locations of these zoning districts are generally consistent with current land use patterns.

Habitat Conservation Plans

No Habitat Conservation Plans have been established within the St. Helena Planning Area.

Impacts and Mitigation Measures

Significance Criteria

Appendix G of the CEQA Guidelines provides that a project would have a significant land use or planning impact if it would:

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

Relevant Policies

The following policies and implementing actions of the General Plan Update are relevant to land use and planning impacts as defined by the significance criteria above:

LUI.1. Require new development to occur in a logical and orderly manner within well-defined boundaries and be consistent with the ability to provide urban services. New development should mitigate infrastructure impacts by using sustainable, best management practices in green building and stormwater management, while minimizing impacts on sewer, water and energy resources.

LUI.2. Allow urban development to occur only within the Urban Limit Line. Consider an exception for worker housing 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. 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.

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

LU1.6. Support the redevelopment of vacant and underutilized sites within the downtown area to mixed-use development opportunities. Encouraging infill development with a mix of uses will support a pedestrian-oriented, vibrant retail and commercial district that is centrally located and easily accessible to residents and neighborhoods.

LU1.A. Continue to a the construction of second units-also known as “granny flats” or accessory dwelling units-and the division of single family dwellings into two or more units, 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 designated as Central Business and Service Commercial as Mixed-Use, in accordance with the General Plan Land Use Map. Include provisions to allow for compatible uses on the same site, either in the one structure or adjacent structures. The mix of uses can be vertical or horizontal, and can include attached residential development in keeping with the integrity of historic structures and historic districts.

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) footprint with the older residences in the neighborhood.

LU2.4. Encourage the subdivision 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 of 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.A. Update the zoning ordinance and map to be compatible with the General Plan land use map and designations.

LU2.B. Develop and implement residential design guidelines and/or form based codes, to provide oversight and guidance for new buildings and renovations. Guidelines should ensure that new residential development is consistent with the design, size and footprint of older residences in the neighborhood. Consider the impact of new development on surrounding residences, such as solar access.

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.

LU3.9. 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.

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

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

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

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.

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

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.B. Update the Municipal Code to encourage businesses that are complementary to St. Helena’s small-town character and that provide goods at a range of prices. Update the Municipal Code to define and permit non-chain, discount type stores. Maintain the existing provisions in the Municipal Code that prohibit formula restaurants or those that solely provide take-out service, outlet and chain discount-type stores, and retail businesses over 10,000 square feet in size.

CD3.I. Limit building envelope sizes and require adequate side and rear setbacks to preserve the character of existing residential areas and to avoid overbuilt lots. Require future development to conform to the pattern and density of the neighboring areas in order to complement existing town character and to protect against incursion into vineyard agricultural areas.

CD3.B. Revise the ordinance language to limit lot coverage according to parcel size in residential areas in order to preserve neighborhood character, reduce adverse view and shade impacts on existing homes, improve groundwater infiltration, and avoid overbuilt conditions.

PS4.I. Maintain a transitional zone around industrial areas to protect the health and safety of residential neighborhoods.

PR3.C. Design and locate new parks to minimize noise and activity impacts on nearby agricultural and residential uses. This includes requiring context-sensitive site designs that minimize negative impacts on surrounding uses, such as pathway and picnic area locations, ball field usage and park lighting.

Impact Analysis

Less-than-Significant Impacts

Conflicts with Existing Zoning

The General Plan Update would not create conflicts with existing zoning because, once the General Plan Update is adopted and as a routine matter, the City would update the St. Helena Zoning Ordinance and associated zoning map to achieve consistency between the adopted General Plan Update and zoning, as required by state law (Government Code Section 65860[a]). General Plan Update Implementing Actions LU2.A, LU4.A, and LU5.A (“update the zoning ordinance and map to be compatible with the General Plan land use map and designations”) address this requirement. These implementing actions would ensure that the General Plan Update would not create conflicts with existing zoning, and therefore the impact would be less than significant. The environmental impacts of changes in land use that may result from adoption of the General Plan Update and the resulting zoning changes are evaluated throughout this EIR.

In general, City of St. Helena zoning districts are similar to the General Plan Update land use designations. Table 4.A-2 lists General Plan Update land use

designations and the corresponding zoning districts. As shown in the table, the proposed Mixed-Use land use designation is the only General Plan Update designation for which there is no corresponding zoning district. The Zoning Ordinance update would therefore need to include establishment of a mixed-use zoning district consistent with the General Plan Update and/or provide for other changes to the Zoning Ordinance (e.g., as provided by Implementing Action LU1.B).

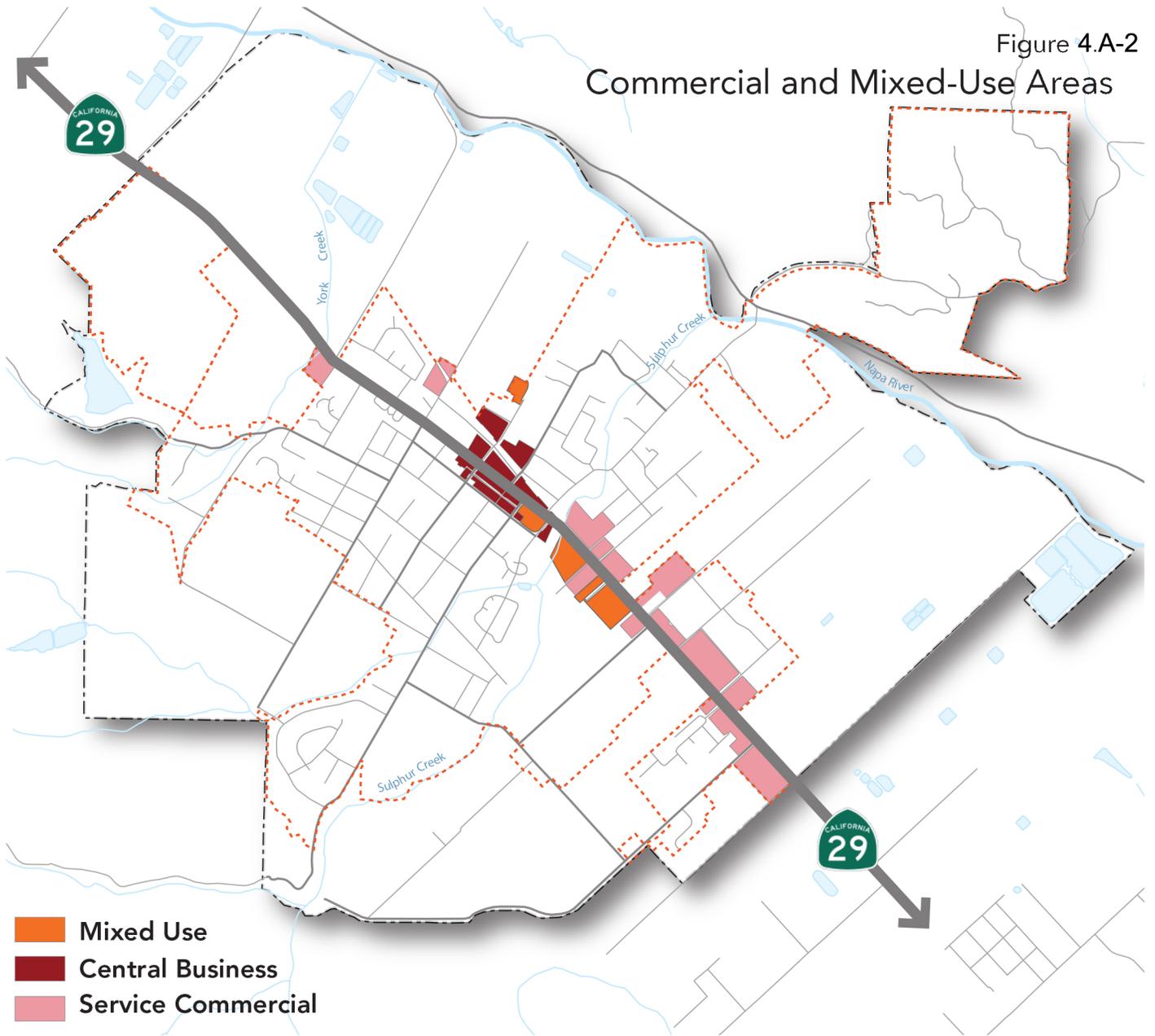
Conflicts with Applicable Land Use Plans, Policies, and Regulations

The General Plan Update would not conflict with any applicable land use plans, policies, or regulations of agencies with jurisdiction in St. Helena. The City of St. Helena is the primary agency with jurisdiction over the planning area, and the General Plan Update would represent the primary land use plan applicable to the area.

**TABLE 4.A-2
GENERAL PLAN UPDATE LAND USE DESIGNATIONS AND CORRESPONDING ZONING DISTRICTS**

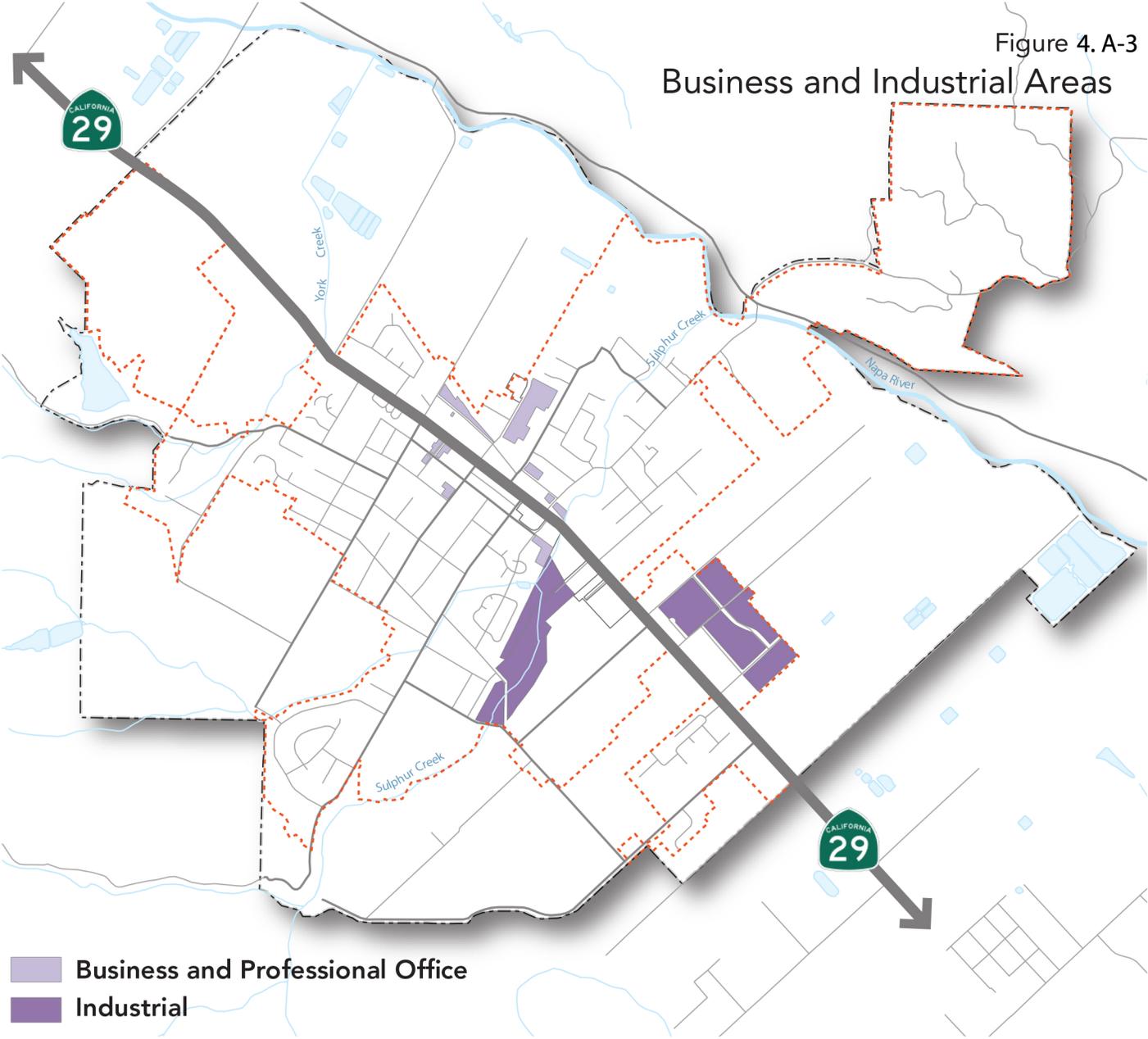
General Plan Update			
Land Use Designation	Allowable Uses	Allowable Density/ Intensity	Corresponding Zoning District
Low Density Residential	Single-family detached homes, secondary residential units and limited agricultural uses	1.0 to 3.0 dwelling units per acre	LR: Low Density Residential LR-1A: Low Density Residential 1-Acre Minimum
Low/Medium Density Residential	Single-family detached homes, secondary residential units	3.1 to 7.0 units/acre	None
Medium Density Residential	Single-family detached and attached homes and secondary residential units	7.1 to 16.0 dwelling units per acre	MR: Medium Density Residential
Higher Density Residential	Single-family and multi-family housing, including apartments, townhouses, and group homes	16.1 to 28.0 dwelling units per acre	HR: High Density Residential
Mixed-Use	Medium density residential mixed with retail, office, restaurant, or other local-serving uses	Up to 20 dwelling units per acre; maximum FAR 1.0	(None)
Central Business	Retail and commercial businesses that serve residents and visitors, including restaurants, lodging, retail, office, etc.	Maximum FAR 2.0 with off-site parking	CB: Central Business
Service Commercial	Retail and service uses that are local-serving and may be auto-oriented, including offices, restaurants, service stations, etc.	Maximum FAR 0.50	SC: Service Commercial
Business and Professional Office	Administrative and professional office uses, including medical, financial, etc.	Maximum FAR 0.50	BPO: Business and Professional Office
Industrial	Industrial parks, warehouses, light manufacturing, auto and farm-related uses	Maximum FAR 0.50	I: Industrial
Open Space	Natural open spaces devoted to natural resource preservation and management, outdoor recreation, public health and safety	N/A	OS: Open Space
Parks and Recreation	Parks and public recreation uses	N/A	PR: Parks and Recreation
Public and Quasi-Public	Government-owned facilities, schools, churches, cemeteries, etc.	Maximum FAR 0.50.	PQP: Public and Quasi-Public
Woodland and Watershed	Very low density residential that ensures protection of wildlife, vegetation, open space, and watershed resources	Minimum parcel size 5 acres	WW: Woodlands and Watershed
Agriculture	Agricultural and winery uses with restricted single-family residential	Minimum parcel size 5 to 40 acres	A-20: Twenty-Acre Agriculture W: Winery AP: Agricultural Preserve <i>Overlay Zones (Can implement any General Plan designation in combination with base zone district) RR: Rural Residential SP: Specific Plan FP: Flood Plain HP: Historic Preservation PD: Planned Development MHP: Mobilehome Park PI: Parking Impact</i>

Figure 4.A-2
Commercial and Mixed-Use Areas



Key Map

Figure 4. A-3
Business and Industrial Areas



Key Map

Potential development outlined in the General Plan Update (approximately 260 new housing units in the city by 2035) would help to achieve ABAG's regional housing need allocations and would be subject to the St. Helena Residential Growth Management System. Policies and implementing actions included in the General Plan Update would limit the rate of residential development and provide for development of affordable housing. See further discussion in Section 4.O, Population and Housing, of this EIR.

For these reasons, the potential for conflict with applicable land use plans, policies, and regulations is considered a less-than-significant land use impact.

Conflicts with Habitat Conservation Plans/Natural Community Conservation Plans

The General Plan Update would not conflict with applicable habitat conservation plans or natural community conservation plans, as no such plans apply within St. Helena. (See also Section 4.G, Biological Resources, of this EIR.) The potential for conflict with such plans is considered a less-than-significant impact.

Conflicts between Land Uses

As described in Chapter 3, Project Description, the General Plan Update could result in development of a variety of mixed uses (see Policies LU1.7, LU3.1, LU3.9, and HE2.3, and Implementing Actions LU1.B and HE2.H), and infill and redevelopment of vacant or underused parcels (see Policy ES1.1 and Implementing Action HE2.Q). The overall pattern of development would be similar to the existing pattern, with new development generally extending existing development patterns out to the Urban Limit Line. While the new development would not physically divide the established community, it could create limited, isolated areas of land use conflict (e.g., between residential and commercial developments, and between residential and industrial developments). (See Section 4.B, Agricultural and Forestry Resources, of this EIR for discussion of potential conflicts between urban and agricultural uses.)

The General Plan Update contains policies and implementing actions calling for orderly development within the Urban Limit Line (Policies LU1.1, LU1.2, LU1.4, and LU5.2). The General Plan Update also contains provisions for:

- Developing residential design guidelines (Implementing Action LU2.B)
- Maintaining a transitional zone around industrial areas to protect the health and safety of residential neighborhoods (Policies LU4.1 and PS4.1)
- Developing industrial design guidelines (Implementing Action LU4.B)

- Encouraging businesses that complement St. Helena’s small-town character (Implementing Action ES1.B)
- Preserving the character of existing residential areas through limitations on building envelope size and other provisions (Policy CD3.1 and Implementing Action CD3.B)
- Designing and locating new parks to minimize noise and activity impacts on nearby residential uses (Implementing Action PR3.C).

These provisions would help to reduce the potential for land use conflicts to a less-than-significant level.

Potentially Significant Impacts

The General Plan Update would not result in any potentially significant land use or planning impacts with implementation of self-mitigating identified in the “Relevant Policies” section of this chapter.

References – Land Use and Planning

- City of St. Helena. 2007. Regional Planning Context General Plan Update Background Working Paper. November.
- City of St. Helena. 2015. St. Helena General Plan Update 2030, Chapter Two, Land Use and Growth Management, Public Draft. February.
- City of St. Helena. 2015 St. Helena General Plan Update 2030, Chapter Seven, Community Design, Public Draft. February.
- City of St. Helena. 2015. St. Helena General Plan Update 2030, Chapter Eight, Open Space and Conservation, Public Draft. February.
- City of St. Helena. 2015. Zoning Ordinance (Title 17 of St. Helena Municipal Code).
- City of St. Helena. 2015. Municipal Code, Section 17.152, “Residential Growth Management System.”
- County of Napa. 2009. Napa County General Plan, Agricultural Preservation and Land Use Element. June 23.

4.B Agricultural and Forestry Resources

Introduction

This section describes existing agricultural and forestry resources in St. Helena, reviews relevant plans and regulations and evaluates potential impacts of the General Plan Update on agricultural and forestry resources.

Setting

Agricultural Resources

Agriculture is the predominant land use by area in the City of St. Helena. Figure 4.A-1 in Section 4.A, Land Use and Planning, illustrates the general location of existing agricultural land within the city limits.

Most of the agricultural land is used for viticulture and most parcels used for agriculture are relatively large, generally larger than 20 acres. In some areas, agricultural lands adjoin or have been surrounded by urban uses. A number of wineries also exist in St. Helena.

Forestry Resources

Most forest lands within the city limits are located in the western and eastern parts of the city. In addition, valley oak woodland and eucalyptus are located along creeks that extend through the city. (See further discussion in Section 4.G, Biological Resources.)

Regulatory Framework

Williamson Act Contracts

The Williamson Act protects agricultural land from growth pressures by reducing the tax liability for land while it remains in agricultural use.

Enacted by the California State Legislature in 1965, the California Land Conservation Act, also known commonly as the Williamson Act, protects agricultural land from growth pressures by reducing the tax liability for land while it remains in agricultural use. Property owners voluntarily enter into 10-year contracts with the local taxing jurisdiction that automatically renew each year. A Williamson Act contract provides a guarantee to the property owner that the property will be taxed according to its potential agricultural income, as opposed to the maximum valued use of the property, such as for residential development. Properties within a Williamson Act may also be used for recreational, scenic, and natural resource areas in addition to crop production.

Williamson Act contracts last for 10 years and can be terminated only by a cancellation or non-renewal. Cancellation involves an extensive review and approval process, in addition to a payment of fees of up to 12.5 percent of the property value. Under non-renewal, a notice is filed by the property owner, after which the 10-year contract expires over time. The non-renewal allows for tax rates to gradually increase over the remainder of the contract, reaching the market value rate by the end of the term (City of St. Helena, 2007).

Six properties subject to Williamson Act contract are located within the city limits. Of these six properties, three are located on the west side of Main Street between the El Bonita Motel and Grayson Avenue, and the other three are located on Vallejo Street near the western city limits. All six properties are located outside the Urban Limit Line.

The California Department of Conservation's Farmland Mapping and Monitoring Program assesses agricultural lands and conversion of these lands over time.

California Department of Conservation Farmland Mapping and Monitoring Program

In 1982, the California Department of Conservation enacted the Farmland Mapping and Monitoring Program (FMMP) database to assess the location, quality, and quantity of agricultural lands and conversion of these lands over time. The FMMP categorizes agricultural land as follows (California Department of Conservation,

2010a):

- **Prime Farmland:** Prime Farmland is land that has the best combination of physical and chemical characteristics for the production of crops. It has the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops when treated and managed, including water management, according to current farming methods. Prime Farmland must have been used for the production of irrigated crops at some time during the two update cycles prior to the mapping date. It does not include publicly owned lands for which there is an adopted policy preventing agricultural use.
- **Farmland of Statewide Importance:** Farmland of Statewide Importance is land other than Prime Farmland that has a good combination of physical and chemical characteristics for the production of crops. It must have been used for the production of irrigated crops at some time during the two update cycles prior to the mapping date. It does not include publicly owned lands for which there is an adopted policy preventing agricultural use.
- **Unique Farmland:** Unique Farmland is land that does not meet the criteria for Prime Farmland or Farmland of Statewide Importance but that has been used for the production of specific high economic value crops at some time during the two update cycles prior to the mapping date. It has the special combination of soil quality, location, growing season, and moisture supply needed to produce sustained high quality and/or high yields of a specific crop when treated and managed according to current farming methods. It does not include publicly owned lands for which there is an adopted policy preventing agricultural use.



Typical vineyards found in St. Helena

- *Farmland of Local Importance:* Farmland of Local Importance is either currently producing crops, has the capability of production, or is used for the production of confined livestock. Farmland of Local Importance is land other than Prime Farmland, Farmland of Statewide Importance, or Unique Farmland. This land may be important to the local economy due to its productivity or value. It does not include publicly owned lands for which there is an adopted policy preventing agricultural use.
- *Grazing Land:* Grazing Land is defined in California Government Code Section 65570(b)(3) as “...land on which the existing vegetation, whether grown naturally or through management, is suitable for grazing or browsing of livestock.”

Figure 4.B-1 illustrates the locations of these agricultural land categories within the St. Helena city limits. As shown in the figure, the city limits encompass approximately 956 acres of Prime Farmland, approximately 284 acres of Farmland of Statewide Importance, approximately 53 acres of Unique Farmland, and approximately 33 acres of Farmland of Local Importance. No Grazing Land is located within the city limits. “Other Land” and Urban and Built-Up Land make up almost 1,827 acres. Figure 4.B-2 shows the approximate distribution and acreage of various categories of important farmland in the City as mapped by the State Department of Conservation.

Existing St. Helena General Plan

The existing St. Helena General Plan, adopted in 1993, outlines policies, standards, and programs that together provide a comprehensive, long-term plan for physical development within the city. Individual development projects proposed within the city must demonstrate general consistency with the goals and policies outlined within the General Plan, which articulates and implements the city’s long-term vision, including provisions related to agricultural and forestry resources.

The proposed project analyzed in this EIR is the St. Helena General Plan Update, which is an update of the existing General Plan. Once the General Plan Update is adopted, future developments within the city will be subject to policies outlined in the updated document.

St. Helena Municipal Code (Right-to-Farm Provisions)

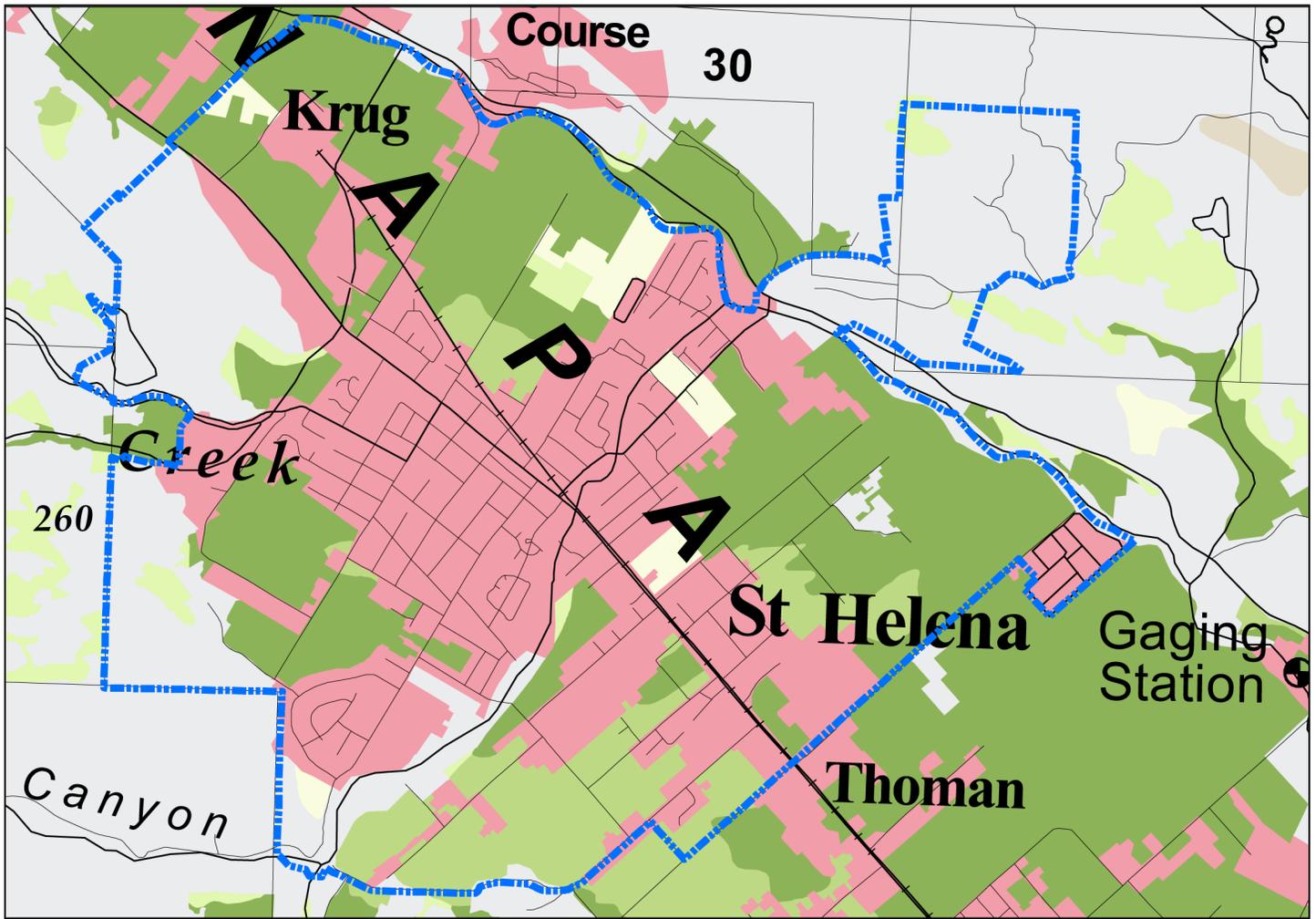
The St. Helena Municipal Code (Chapters 17.32 through 17.60 and 17.68) contains the following “right-to-farm” provision in the regulations for non-agricultural zoning districts:

Property owners within this district shall recognize that there exists a right to farm properties within the district and in the vicinity of the district. There is a good faith expectation that no complaints will occur regarding legal normal agricultural activities on properties in the district or in the vicinity of the district. Such activities may include day or night disbursement of chemicals, and creation of dust, noise, or fumes.

Figure 4.B-1
 Open Space, Conservation and
 Agricultural Areas



Source: City of St. Helena; Napa County, CA Dept. of Conservation
 Map Revised: April 2016



 St Helena City Limits

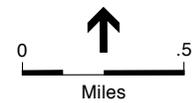
 Urban Limit Line

**California Department of Conservation Mapping Category
(approximate acreage within St Helena city limits)**

-  Urban and Built-Up Land (1171 acres)
-  Grazing Land
-  Farmland of Local Importance (23 acres)
-  Prime Farmland (966 acres)
-  Farmland of Statewide Importance (284 acres)
-  Unique Farmland (53 acres)
-  Other Land (656 acres)

 Area designated for urban uses by proposed General Plan.
(Note: See Figure 2.1 in proposed General Plan. "Urban uses" are defined as the residential, commercial, mixed use, office, industrial, parks/recreation, and public/quasi-public land use categories.)

 Area of Prime Farmland, Unique Farmland, or Farmland of Statewide Importance designated for urban uses by proposed General Plan (82 acres)



SOURCE: California Department of Conservation,
"Napa County Important Farmland 2014" map; ESA, 2016

St. Helena General Plan Update EIR

Figure 4.B-2
Farmland in St. Helena Planning Area

In addition, Municipal Code Section 17.04.100 (“Cultivated agricultural use within established zoning districts”) specifies the following:

It is the policy of the city as expressed in the general plan to recognize and provide for cultivated agriculture within the city limits. Cultivated agricultural uses are permitted within the A-20 zoning district and regulated by use permit in the woodlands and watershed zoning district. It is the intent of the city to allow cultivated agricultural uses including, but not limited to, farming, horticulture, floriculture and viticulture, but excluding animal husbandry and livestock farming, in all zoning districts within the urban limit line prior to establishment of urban land uses. Allowing cultivated agriculture within the urban limit line shall not compromise the long-term objective of providing for designated urban uses. Water used for cultivated agriculture shall be in conformance with Section 13.04.100 of this code.

Impacts and Mitigation Measures

Significance Criteria

Appendix G of the CEQA Guidelines provides that a project would have a significant impact on agricultural or forestry resources if it would:

- Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use;
- Conflict with existing zoning for agricultural use, or a Williamson Act contract;
- Conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code section 12220(g)), timberland (as defined by Public Resources Code section 4526), or timberland zoned Timberland Production (as defined by Government Code section 51104(g));
- Result in the loss of forest land or conversion of forest land to non-forest use; or
- Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland, to non-agricultural use or conversion of forest land to non-forest use.

Relevant Policies

The following policies and implementing actions of the General Plan Update are relevant to agricultural and forestry resource impacts as defined by the significance criteria above:

LUI.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. 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.

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.

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, Meadwood, Madrone Knoll, Rutherford and the unincorporated area south of St. Helena.

LU5.1. Discourage conversion of existing agricultural 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.

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.

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

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

OS1.K. Require environmental review of new agricultural uses including, but not limited to, farming, horticulture, floriculture and viticulture, animal husbandry and livestock farming. Viticulture review must include the replanting of existing vineyards in accordance with County regulations.

OS1.L. Discourage removal of trees for agricultural or other development in hillside areas.

OS1.M. 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.

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

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

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

- Appropriate Heritage tree deed restrictions.

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

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

CC4.1. Support efforts to protect and increase the amount of vegetation and biomass in soil, and reduce emissions from agricultural sources.

CC4.2. Encourage responsible and sustainable agricultural and landscaping practices.

CC4.4. Support efforts to expand and improve the City's managed urban forest program in order to reduce greenhouse gas emissions and improve overall air quality. (Also see the Open Space and Conservation Element for additional policies and implementing actions relating to urban forests.)

CC4.A. Establish programs to support and encourage local agriculture, food production and school and community gardens.

CC4.C. Establish programs and plans that create and enhance urban forests and greenways.

CC4.E. Support efforts by local growers and restaurants to produce and use locally-grown food and remove associated regulatory hurdles.

CC4.F. Revise ordinances to further protect habitat and mitigate the conversion of oak woodlands, natural resources, riparian habitat and other important natural communities by permanently protecting similar habitats.

CC4.G. Support and promote the Napa Green Certified Winery Program and the Napa Green Certified Land Program.

CC4.J. Establish an urban forestry program to ensure a coordinated and comprehensive approach to maintaining and increasing the City's trees.

PR3.1. Ensure that the design and development of parks and recreation facilities preserves viewsheds and creates a buffer between urban and agricultural uses, where necessary.

PR3.2. Protect sensitive habitat, agricultural land and open space when planning and maintaining City park lands.

PR3.A. Develop design guidelines for recreational facilities that preserve viewsheds and maintain a transition buffer between urban and agricultural uses. Include specific design criteria regarding recreational trails and picnic areas adjacent to agricultural uses.

PR3.C. Design and locate new parks to minimize noise and activity impacts on nearby agricultural and residential uses. This includes requiring context-sensitive site designs

that minimize negative impacts on surrounding uses, such as pathway and picnic area locations, ball field usage and park lighting.

Impact Analysis

Adoption and implementation of the General Plan Update would result in the following impacts with respect to agriculture and forestry resources.

Impact AF-1. Potential substantial impacts on forests and woodlands.

The General Plan Update would maintain the existing designation for three areas along the western boundary of the city and one area in the northeastern corner of the city for Woodland and Watershed use. These areas represent the major areas of forest land within the city. The General Plan Update contains policies (CC4.1 and CC4.4) and implementing actions (OS1.L, OS4.A, OS4.B, OS4.C and CC4.C) that would protect forest resources and trees. For these reasons, the potential for loss of forest land or conversion of forest land to non-forest use is considered a less-than-significant impact.

Impact AF-2. Potential substantial impacts on forests and woodlands.

The General Plan Update would not conflict with existing Williamson Act contracts. The General Plan Update would designate the areas that are subject to Williamson Act contract (see Figure 4.B-1) for Agriculture use. The potential for conflict with Williamson Act contracts would therefore represent a less-than-significant impact.

Impact AF-3. Conversion of Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use.

Figure 4.B-2 shows areas of Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (hereafter collectively referred to as “Farmland”) identified by the California Department of Conservation Farmland Mapping and Monitoring Program that are designated for urban uses by the General Plan Update.¹ Eight such areas, totaling approximately 73.5 acres, have been identified, as shown in Figure 4.B-2. The eight “Farmland” areas are located within the Urban Limit Line, as shown in Figure 4.B-2.²

Development in accordance with the General Plan Update could convert these areas of “Farmland” to non-agricultural use. The eight “Farmland” areas overlap portions of two Change Areas (1 and 8), three Pipeline Projects (Doumani and Montessori School & Arts Center), and five Key Housing Opportunity Sites identified in the General Plan Update (see Figure 3-4 in Chapter 3, Project Description, of this EIR).

¹ For purposes of Figure 4.B-2, “urban uses” are defined as the residential, commercial, mixed-use, office, industrial, parks/recreation, and public/quasi-public land use designations of the General Plan Update.

² In the vicinity of the Adams Street land use change area, the Urban Limit Line would be reconfigured in accordance with General Plan Update Implementing Action HE1.F (“amend the General Plan to reconfigure the Urban Limit Line in accordance with the adopted Adams Street property Preferred Alternative”).

The existing General Plan already commits all but 0.83 acre of the 73.5 acres of “Farmland” to urban uses. Thus, compared to the existing General Plan, the General Plan Update would result in conversion of less than one additional acre of “Farmland” to urban uses. The impact of buildout under the proposed General Plan Update would thus be very similar to the impact of buildout under the existing General Plan. (The additional 0.83 acre is located on a portion of the City-owned property on Adams Street, in Change Area 1. The existing General Plan designates this 0.83-acre area for Agriculture, and the proposed General Plan Update land use designation is Mixed-Use.³) See Chapter 5, Alternatives to the Project, for additional discussion of the existing General Plan and its impacts compared to the proposed General Plan Update.

The City of St. Helena has strong and longstanding programs and practices in place for protection of agricultural land. The City adopted an Urban Limit Line within the incorporated city limits for the sole purpose of protecting agricultural land. Within the incorporated area, approximately 48 percent of all land is designated for agriculture. The City’s Sphere of Influence, as designated by the Napa County Local Agency Formation Commission (LAFCo), is the same as the city limits, indicating LAFCo’s approval of use of land within the city limits for urban development. In addition, the cities and the County of Napa have agreed that urban uses belong in the cities, with the purpose of this agreement being to reduce development pressures on agricultural lands in the unincorporated area (Desmond, Poole 2010).

The proposed General Plan Update contains extensive policies and implementing actions for protection of agricultural land (see “Relevant Policies” above). For example, Policies LU1.3, LU5.1, CD4.3, OS2.1, and PR3.2 provide support for agricultural uses within and adjacent to the city; Policy LU-1.4 encourages infill development and higher densities within currently developed areas in order to minimize the need to expand the Urban Limit Line; and Implementing Actions LU5.B and PS2.H call for continued enforcement of the City’s “right-to-farm” provisions.

In addition, under General Plan Update Implementing Action LU5.C, the City would “initiate studies to explore the feasibility and desirability of implementing permanent agricultural protection for lands within the Urban Limit Line in the form of agricultural preserves.”

The General Plan Update would protect agricultural lands that might otherwise be developed by increasing development densities at the city core. In addition, the City will continue to maintain an Urban Limit Line that is within the city limits as a further way to protect agricultural lands.

³ The remaining properties in the 73.5-acre total consist of the following five properties, which have been within the City’s Urban Limit Line and designated for urban uses by the existing General Plan since 1993: (1) the Hunter property, designated for Medium Density Residential uses by the existing General Plan; (2) the Aves property on Pope Street, designated for Medium Density Residential uses by the existing General Plan; (3) the Romero property on Pope Street, designated for Medium Density Residential uses by the existing General Plan; (4) the Particelli property at the end of McCorkle Avenue, designated for Medium Density Residential uses by the existing General Plan; and (5) a portion of the Lorraine Ruston property on Spring Street, designated Woodlands & Watershed/Low Density Residential by the existing General Plan. The General Plan Update proposes the same land use designations for these properties (Desmond, 2010).

Impact AF-4. Potential for causing conversion of farmland to a non-agriculture use.

As shown in Figure 4.B-2, areas designated for urban uses by the General Plan Update would adjoin farmland at various locations in the eastern and western parts of the city. Development of urban uses in these locations could create land use conflicts with agricultural operations, thereby leading to pressure to convert the existing farmland to non-agricultural use. Examples of conflicts between urban and agricultural uses include complaints from residents about noise, dust, odors, slow-moving traffic, and other aspects of agricultural operations. Areas that would be designated for urban uses and that would adjoin farmland include two Change Areas (1 and 8), three Pipeline Projects (Doumani and Montessori School & Arts Center), and five Key Housing Opportunity Sites identified in the General Plan Update (see Figure 3-4 in Chapter 3, Project Description, of this EIR).

The General Plan Update designates these areas of farmland for Agriculture or Open Space use and contains policies and implementing actions calling for orderly development within the Urban Limit Line (Policies LU1.1, LU1.2, LU1.4, and LU5.2), protection of and support for agricultural uses (Policies LU1.3, LU5.1, LU5.3, LU5.4, CD4.3, OS2.1, and Implementing Actions LU5.B, LU5.D, LU5.E, OS1.K, PS2.H, CC4.A, CC4.E and CC4.G), development of uses compatible with agricultural uses (Policy LU4.2). The General Plan Update does not contain policies and implementing actions that address the land use relationships or design of other, non-park uses that adjoin agricultural uses, however.

References – Agricultural and Forestry Resources

- California Department of Conservation. 2008. “Napa County Important Farmland 2012” (map). Available at <ftp://ftp.consrv.ca.gov/pub/dlrp/FMMP/pdf/2008/nap08.pdf>.
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- City of St. Helena. 2007. Regional Planning Context General Plan Update Background Working Paper. November.
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4.C Transportation and Traffic

Introduction

This section of the EIR evaluates the potential transportation impacts resulting from implementation of the proposed General Plan Update. Impacts are evaluated based upon a comparison between existing conditions and future conditions (Year 2035) with implementation of the General Plan Update.

Environmental Setting

The circulation network serving St. Helena consists of roadways, transit, bicycle, and pedestrian facilities. A description of travel characteristics, major transportation facilities, and existing travel conditions is provided in the *City of St. Helena General Plan 2030: Background Transportation Report*; a summary of those key travel characteristics is included in this section. A full copy of the report can be viewed at the St. Helena Planning Department.

Travel Characteristics

According to background data, many more workers commute into St. Helena than are living within the city, suggesting a jobs/housing imbalance in which the number of jobs in the City of St. Helena far exceeds the number of residential units that provide housing for employees working within the city. Jobs/housing balance is a measure of the equilibrium between employment and residential units in a specific area. A balanced ratio between jobs and housing can reduce travel times and traffic congestion in a given area. This trend is exacerbated by the high costs of housing in the community, which has accelerated since approximately 2012.

Motor Vehicle Circulation

The City of St. Helena lies on a north-west/south-east axis, with State Route (SR) 29/Main Street providing the backbone and the main route for intercity and regional travel. For simplicity, all streets parallel to State Route 29 will be referred to as north-south routes, while streets perpendicular to State Route 29 will be referred to as east-west routes.

Within St. Helena, State Route 29 has two travel lanes and is known as Main Street.

The street network to the west of State Route 29 is a grid pattern of residential blocks connected to State Route 29 by a series of east-west streets connecting residential areas. To the east of State Route 29, the grid network is discontinuous due to the lack of parallel facilities to State Route 29 to connect the east-west roadways. The existing street network is displayed in Figure 4.C-1.

State Route 29 is a two- to four-lane rural highway that stretches through Napa County from Vallejo at Napa County's southern border to Lake County in the north. Within the City of St. Helena, State Route 29 has two travel lanes in St. Helena, one northbound and one southbound. State Route 29 has parallel parking on both sides of the street and a center turn lane between Dowdell Lane and Madrona Street-Fulton Lane. State Route 29 provides the primary route for travel within St. Helena and to further destinations around the region.

Since State Route 29 is a major north-south thoroughfare for Napa County, heavy through traffic is typical along State Route 29 and drivers often try to avoid this congestion by using Silverado Trail and alternate parallel routes such as Oak Avenue and Valley View/Crane Avenue in St. Helena neighborhoods.

The Highway 29 Channelization Project is a project being undertaken by the California Department of Transportation (Caltrans) that will rehabilitate pavement, widen northbound and southbound shoulders, construct a two-way left turn lane, and improve the railroad crossing at Whitehall Lane along State Route 29 (Highway 29). The project limits are Mee Lane in the south, approximately 1.97 miles south of the Saint Helena City Limits, to Charter Oak Avenue in the north, within the City Limits. The current lane configurations will not be affected at the study locations of State Route 29/Grayson Avenue/Mills Lane and State Route 29/Sulphur Springs Avenue. These intersections currently have left turn lanes, so the addition of the two-way left turn lane along the corridor will not affect operations. Shoulder widening will occur at these two locations allowing for vehicles to pull off the roadway. The Channelization Project was proposed by Caltrans prior to the commencement of the General Plan Update project by the City of St. Helena.

No significant capacity increase is expected at these two locations from this project.

North-South Streets

Major north-south streets in St. Helena are the following:

- *Silverado Trail* is a major north-south road that runs parallel to State Route 29 on the east side of St. Helena and extends between Soscol Avenue (in the City of Napa) to the south and Lake County Highway (in the City of Calistoga) to the north.
- *Oak Avenue* is a two-lane intracity street that runs parallel to State Route 29 to the west.
- *Valley View Street/Crane Avenue* is a two-lane, north-south street that begins as a rural roadway at Sulphur Springs Avenue and transitions into a suburban residential collector north of Vallejo Street.

East-West Streets

Major east-west streets in St. Helena are the following:

- *Pratt Avenue* is a two-lane street that connects State Route 29 to Silverado Trail on the north side of the city. Pratt Avenue provides access to both residential and winery uses, but lacks any north-south connections outside of State Route 29. Pratt Avenue extends over an existing bridge above the Napa River,
- *Pope Street* is a two-lane street that runs parallel to Pratt Avenue (to the South) and connects State Route 29 and downtown St. Helena to Silverado Trail via a historic bridge over the Napa River. Pope Street also provides access to suburban residential neighborhoods on the east side of State Route 29.
- *Madrona Street/Fulton Lane* is a two-lane, east-west street. To the west of State Route 29, Madrona Street provides access to residential neighborhoods and to Spring Mountain Road, a regional connection to the City of Santa Rosa in Sonoma County. To the east of State Route 29, Madrona becomes Fulton Lane which provides “dead end” access to commercial and residential areas.
- *Adams Street* and *Spring Street* are both downtown streets that primarily provide access to the residential neighborhoods on the west side of the city.
- *Dowdell Lane* is a two-lane street to the east of State Route 29 that provides access to a variety of agricultural and industrial uses located in the southeastern quadrant of the city.
- *Sulphur Springs Avenue* is two-lane street on the southern edge of the city that provides access to a variety of commercial and rural residential uses.

Other Streets

In addition to streets listed above, there are a number of local streets with low traffic speeds and volumes that provide direct access to abutting land uses.

Level of Service

Level of service is a qualitative assessment of traffic conditions perceived by motorists.

Level of service (LOS) is a qualitative assessment of traffic conditions perceived by motorists. LOS generally reflects driving conditions such as travel time and speed, freedom to maneuver, and traffic interruptions. LOS uses quantifiable traffic measures such as average speed, intersection control delay, and volume-to-capacity ratio to determine driver satisfaction.

Defining Level of Service

LOS is reported for individual intersections and is designated by a range of letters. “A” represents the most favorable conditions (free flow) and “F”

represents the least favorable conditions (jammed with excessive delays). Table 4.C-4 describes the characteristics of each LOS designation and presents the relationship between level of service and control delay for unsignalized and signalized intersections. For purposes of this EIR, the intersection level of service was analyzed.

Table 4.C-1 summarizes Level of Service thresholds for intersections.

**TABLE 4.C-1
 INTERSECTION LEVEL OF SERVICE THRESHOLDS**

LOS	Unsignalized Intersection Control Delay (sec/veh) ^a	Signalized Intersection Control Delay (sec/veh) ^a	General Description
A	0 – 10.0	0 – 10.0	Little to no congestion or delays.
B	10.1 – 15.0	10.1 – 20.0	Limited congestion. Short delays.
C	15.1 – 25.0	20.1 – 35.0	Some congestion with average delays.
D	25.1 – 35.0	35.1 – 55.0	Significant congestion and delays.
E	35.1 – 50.0	55.1 – 80.0	Severe congestion and delays.
F	> 50.0	> 80.0	Total breakdown with extreme delays.

^a Control delay includes initial deceleration delay, queue move-up time, stopped delay, and acceleration delay. Unsignalized intersection LOS is presented as the delay and LOS for the most delayed movement.

SOURCE: Highway Capacity Manual, Chapter 17 (Unsignalized Intersections), Transportation Research Board, 2000

Existing Level of Service Standards

The existing (1993) City of St. Helena General Plan establishes LOS C as the desired standard for signalized intersections except for those on State Route 29, where LOS D is permitted. The existing General Plan establishes LOS C as the standard for unsignalized intersections.

Existing Intersection Conditions

To better understand the current traffic issues facing St. Helena, 21 study intersections in the community were chosen and analyzed. These intersections were selected as those most likely to be affected by future development, based on a review of intersections evaluated in previous traffic studies in St. Helena.

Intersections are typically analyzed based on the average delay in seconds that vehicles have to wait at an intersection before proceeding through. Table 4.C-6 shows the existing delay and LOS of the selected intersections. These values were calculated based on traffic counts conducted by Omni-Means in 2013.¹ Appendix E contains the LOS computations for these intersections.

**TABLE 4.C-3
 EXISTING INTERSECTION LEVELS OF SERVICE**

Intersection	Control	AM Peak Hour	PM Peak Hour
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¹ Traffic counts are not typically taken during the summer as schools are not in session which can disproportionately affect the counts. However, in the case of St. Helena, traffic is typically higher during the summer months due to Wine Country tourism.

	Type	Delay ^b	LOS	Delay ^b	LOS
1. Fulton Ln./Railroad Ave.	SSS ^a	10.2	B	11.2	B
2. Nain St./Adams St.	Signal	14.64	B	14.1	B
3. Adams St./Railroad Ave.	AWSC	9.8	A	12.5	B
4. Adams St./Library Ln.	SSSI	10.3	B	13.2	B
5. State Route 29 / Hunt Ave.	SSS	16.5	C	14.7	B
6. Hunt Ave./Railroad Ave.	SSS	13.4	B	14.0	B
7. Hunt Ave./Starr Ave.	SSS	7.6	A	7.5	A
8. Starr Ave./ Pope St.	SSS	16.1	C	15.2	C
9. Paseo Grand/College/Pope St.	SSS	27.4	D	14.9	B
10. Main St./Fulton Ln.	Signal	6.6	A	8.5	A
11. Main/Pope St./Mitchell Dr.	Signal	20.9	C	18.7	B
12. Pope St./Howell Mt./Silverado Tr.	SSS	101.7	F	OVR^d	F
13. Main St./Pratt Ave.	SSS	34.7	D	53.1	F
14. Main St./Grayson/Mills Ln.	SSS	62.2	F	42.3	E
15. Main St. Sulphur Sprngs. Ave.	SSS	18.4	C	17.1	C
16. Pratt Ave./Silverado Tr.	SSS	14.9	B	23.8	C
17. Madrona Ave./Spring Mt. Rd.	SSS	10.7	B	10.9	B
18. Madrona Ave./Hudson Ave.	SSS	9.4	A	9.4	A
19. Valley View St./Spring St.	SSS	10.9	B	10.8	B
20. Grayson Ave./Crane Ave.	SSS	9.5	A	8.2	A
21. Sulphur Sprngs. Ave./Crane Ave.	SSS	9.5	A	9.4	A

^a Signal = Signalized intersection; AWS = All-Way Stop-Controlled intersection; SSS = Side-Street Stop-Controlled intersection

^b Unsignalized intersection delay is presented as the delay and LOS for the most delayed movement.

^c Any delay greater than 50 seconds at a stop controlled intersection represents a failing intersection with oversaturated conditions. **Bold** represents unacceptable operations.

^d Over

SOURCE: Omni Means Transportation Planners, 2015

As shown in Table 4.C-3, three of the 21 intersections have a peak hour LOS of E or worse during the PM peak hour. All of these intersections are unsignalized. Two of the intersections are on State Route 29 and one is on the Silverado Trail. The operations at these intersections are due to excessive delays and long queues for the side-street stop-controlled traffic. The delays and queues are attributed to heavy through movements along State Route 29 and Silverado Trail and the lack of “gaps” available for vehicles to proceed through the intersection.

Motor Vehicle Parking

Parking is mainly a concern in downtown St. Helena.

In general, the City of St. Helena has few restrictions on on-street parking, and parking is mainly a concern in downtown St. Helena. Along State Route 29, parallel on-street parking is free to encourage commercial activity and to provide a buffer between pedestrians and the roadway. However, time limits are established in the downtown parking zone to encourage turnover.

Public Transit

Public transit services are available in all of the cities and in much of the unincorporated area of Napa County. The primary transit service in Napa County is provided by VINE Transit, a fixed-route bus service providing service to and within Calistoga, St. Helena, Napa, American Canyon, Yountville, and parts of unincorporated Napa County.

Development and land use patterns in the Napa Valley have resulted in low rates of transit ridership.

Development and land use patterns in the Napa Valley have resulted in low rates of transit ridership. According to the 2015 American Community Survey, 1.4 percent of St. Helena residents commute by transit (see Table 4.C-1), compared to 5.0 percent statewide.

St. Helena is served by VINE Route 10 and the St. Helena Shuttle. The bus routes through St. Helena are shown in Figure 4.C-2 and function as follows:

- *Route 10* – A major intercity route in Napa County, Route 10 provides service between Calistoga and Vallejo approximately once an hour from 5:00 AM to 9:45 PM on weekdays, once every hour and a half to two hours on Saturdays from 6:00 AM to 8:45 PM, and four times a day on Sundays between 8:20 AM and 7:15 PM. Within St. Helena, Route 10 runs along State Route 29 and makes stops at Pratt Avenue, City Hall, Mitchell Drive, Mills Lane, and Dowdell Lane. Route 10 provides transit connections at the Vallejo Ferry Terminal to the greater San Francisco Bay Area region.
- *St. Helena VINE Shuttle* – The St. Helena Shuttle provides a fixed route service within the City of St. Helena and to the St. Helena Hospital in Deer Park, just north of the city during weekdays. The shuttle is also available for door-to-door service within St. Helena when a reservation is made on the same day of travel. The shuttle operates ten trips on weekdays between the hours of 7:45 AM and 5:00 PM. Service is not available on weekends.

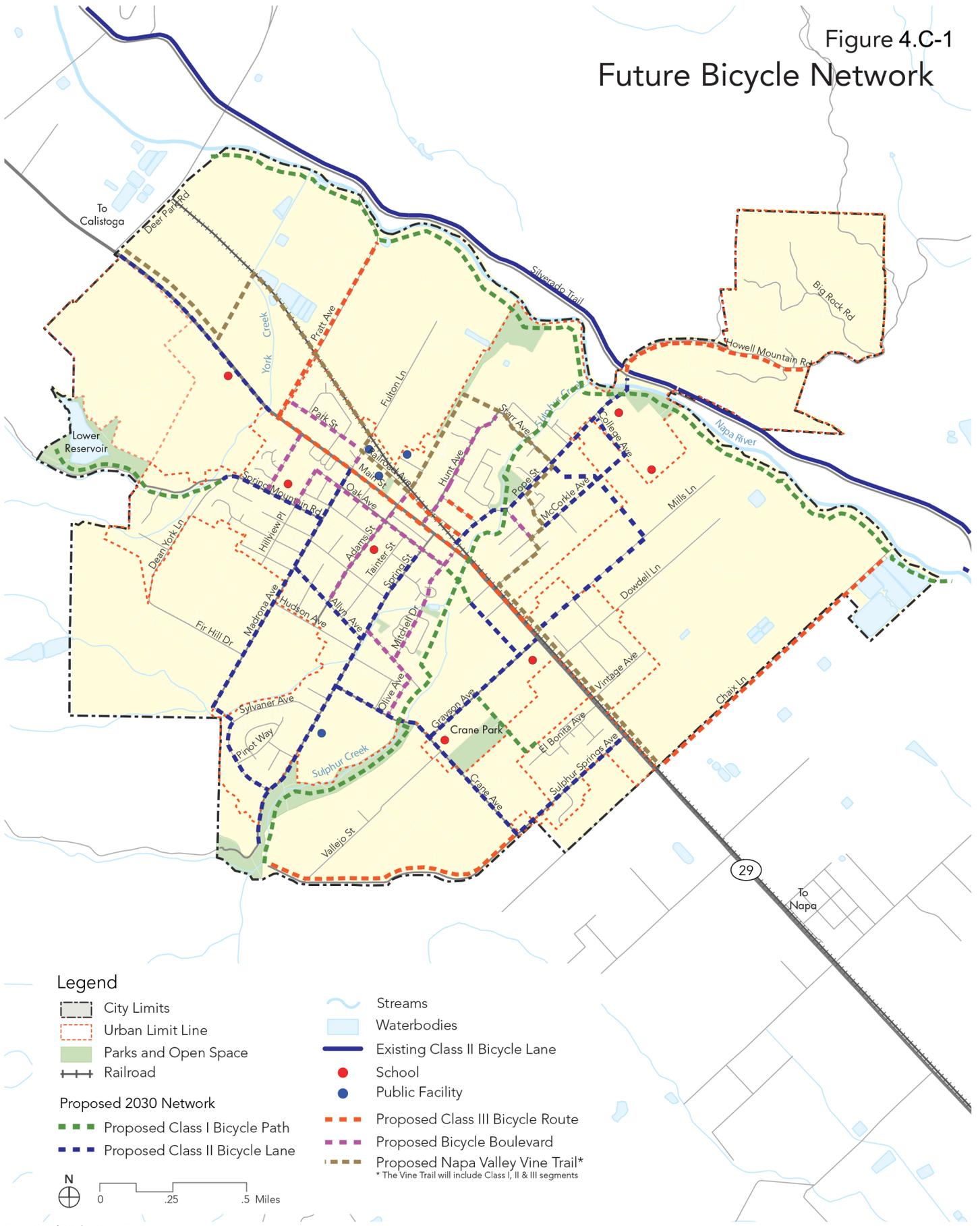
Bicycle Circulation

The size, topography, and climate of St. Helena make it an ideal city for bicycling.

The size, topography, and climate of St. Helena make it an ideal city for bicycling. Bicycles are a convenient means of transportation for short trips within cities, especially those less than three miles in length, such as St Helena.

The planned bicycle network is illustrated in Figure 4.C-1. Most existing city bicycle routes are “Class III” bikeways (shared use with pedestrian or motor vehicle traffic), with the exception of one segment of “Class II” bike lane (striped lane for one-way bike travel on street) along Starr Avenue. These

Figure 4.C-1
Future Bicycle Network



Legend

- City Limits
- Urban Limit Line
- Parks and Open Space
- Railroad
- Streams
- Waterbodies
- Existing Class II Bicycle Lane
- School
- Public Facility
- Proposed 2030 Network
 - Proposed Class I Bicycle Path
 - Proposed Class II Bicycle Lane
 - Proposed Class III Bicycle Route
 - Proposed Bicycle Boulevard
 - Proposed Napa Valley Vine Trail*
 - *The Vine Trail will include Class I, II & III segments

Proposed 2030 Network



0 .25 .5 Miles

bicycle routes are consistent with the existing (1993) St. Helena General Plan, which states that bicyclists shall be discouraged from using State Route 29 for safety purposes and shall be encouraged to use other parallel streets. State Route 29 is designated as a Class III bikeway. The city has limited Class I bike facilities (separated right-of-way for exclusive use of bicycles and pedestrians). Plans for the County-wide Vine Trail would provide Class I, II & III segments throughout the community connecting St Helena to regional destinations throughout the Napa Valley. Portions of the Vine Trail through St. Helena have been constructed. Other portions are being planned.

An existing Class II bike route is located within the Silverado Trail right-of-way.

Key constraints to bicycling in St. Helena include the lack of bikeway and support facilities (such as bicycle parking).

Pedestrian Circulation

Neighborhoods toward the city's periphery have fewer pedestrian amenities and lack sidewalks in some locations.

Downtown St. Helena was originally developed with a grid of streets that included a comprehensive network of sidewalks in most parts of the city. The central business district surrounding State Route 29 is the city's core pedestrian district. Older neighborhoods surrounding the downtown core generally have sidewalks that provide pedestrian access between residential areas and schools, community centers, and other walkable destinations. These sidewalks are aging and maintenance has not kept pace with their deterioration or changing accessibility standards. Significant improvements are needed to maintain and upgrade existing sidewalks throughout the City. The City recently installed green bike lanes, and reduced lane widths along Sulphur Springs Avenue, Crane/Valley View and Spring Street to improve the bicycling and walking environment by encouraging reduced vehicular speeds.

Neighborhoods toward the city's periphery have fewer pedestrian amenities and lack sidewalks in some locations. Areas such as the Dean York neighborhood, and areas adjacent to or outside the urban services boundary have a rural character where sidewalks may not be appropriate.

Open Space Access

Several open spaces and parks located within St. Helena and in the surrounding area lack well-defined and accessible connections for pedestrians and bicyclists. For example, Lower Reservoir Park, a proposed but unbuilt park located at the northwest end of the city, lacks effective bicycle and pedestrian access. Similarly, opportunities to provide pedestrian and bicycle access to the

Napa River are being pursued by local wineries and will create recreational and commuting opportunities for both visitors and local residents

Rail Service

The Napa Valley Wine Train is a private, family-owned tourist rail service that brings passengers from Napa to St. Helena.

No commuter or freight rail service exists in St. Helena. The Napa Valley Wine Train is a private, family-owned tourist rail service that is operated by the Napa Valley Railroad. The Wine Train brings passengers from the City of Napa to the City of St. Helena. Generally passengers are not allowed to embark or disembark at St. Helena unless booked on a special tour package. The Wine Train rail line runs parallel to SR 29 starting in Napa and passes through the towns of Yountville, Rutherford, and Oakville.

The Wine Train as of 2015 is under new ownership. The new owners have discussed the possibility of increasing train service, including stops within St. Helena.

Airports

There are no airports in St. Helena. The closest airports are Angwin-Parrett Field, a public use general aviation airport located in Angwin; Napa County Airport, a public general aviation airport located in Napa; and Charles M. Schulz Airport, a public airport located in Santa Rosa.

Regulatory Framework

Federal Regulations (Americans with Disabilities Act)

Titles I, II, III and V of the Americans with Disabilities Act (ADA) of 1990 have been codified in Title 42 of the United States Code, beginning at Section 12101. Title III prohibits discrimination on the basis of disability in “places of public accommodation” (businesses and non-profit agencies that serve the public) and “commercial facilities” (other businesses). The regulation includes Appendix A to Part 36 (Standards for Accessible Design) establishing minimum standards for ensuring accessibility when designing and constructing a new facility or altering an existing facility.

Examples of key guidelines include detectable warnings for pedestrians entering traffic where there is no curb, a clear zone of 48 inches for the pedestrian travelway, and a vibration-free zone for pedestrians.

State Programs and Regulations

State Transportation Improvement Program

The California Department of Transportation (Caltrans) manages the operation of state highways, including State Route 29 through St. Helena.

The California Transportation Commission (CTC) administers transportation programming, the public decision-making process that sets priorities and funds projects envisioned in long-range transportation plans. It commits expected revenues over a multi-year period to transportation projects. The State Transportation Improvement Program (STIP) is a multi-year capital improvement program of transportation projects on and off the state highway system, funded with revenues from the State Highway Account and other funding sources. The California Department of Transportation (Caltrans) manages the operation of state highways, including SR 29 through St. Helena.

AB 32 and SB 375

With the passage of Assembly Bill (AB) 32, the Global Warming Solutions Act of 2006, the State of California committed itself to reducing greenhouse gas (GHG) emissions to 1990 levels by 2020. The California Air Resources Board (CARB) is coordinating the response to comply with AB 32.

In 2007, CARB adopted a list of early action programs that could be put in place by January 1, 2010. In 2008, CARB defined its 1990 baseline level of emissions, and by 2011 it will complete its major rule making for reducing GHG emissions. Rules on emissions, as well as market-based mechanisms like the proposed cap and trade program, took effect on January 1, 2012.

On December 11, 2008, CARB adopted its Proposed Scoping Plan for AB 32. This scoping plan included the approval of Senate Bill (SB) 375 as the means for achieving regional transportation-related GHG targets. SB 375 provides guidance on how curbing emissions from cars and light trucks can help the state comply with AB 32.

SB 375 contains the following major components:

- *Regional GHG Emissions Targets.* SB 375 addresses regional GHG emissions targets. CARB's Regional Targets Advisory Committee will guide the adoption of targets to be met by 2020 and 2035 for each Metropolitan Planning Organization (MPO) in the state. These targets, which MPOs may propose themselves, will be updated every eight years in conjunction with the revision schedule of housing and transportation elements.
- *Sustainable Communities Strategy.* MPOs will be required to create a Sustainable Communities Strategy (SCS) that provides a plan for meeting regional targets. The SCS and the Regional Transportation Plan (RTP) must be consistent with each other, including action items and financing decisions. If the SCS does not meet the regional target, the MPO must

produce an Alternative Planning Strategy that details an alternative plan to meet the target.

- *Coordination of Housing and Transportation Plans.* SB 375 requires that regional housing and transportation plans be synchronized on eight-year schedules. In addition, Regional Housing Needs Assessment (RHNA) allocation numbers must conform to the SCS. If local jurisdictions are required to rezone land as a result of changes in the housing element, rezoning must take place within three years.
- *Transportation and Air Emissions Modeling.* Finally, MPOs must use transportation and air emissions modeling techniques consistent with guidelines prepared by the CTC. Regional transportation planning agencies, cities, and counties are encouraged, but not required, to use travel demand models consistent with the CTC guidelines.

Regional Agencies and Plans

Metropolitan Transportation Commission (MTC)

The Metropolitan Transportation Commission prepares the regional transportation plan (RTP), a long-range development plan for allocating state and federal transportation funds.

The majority of federal, state, and local financing available for transportation projects is allocated at the regional level by the MTC, the transportation planning, coordinating, and financing agency for the nine-county Bay Area. MTC prepares the regional transportation plan (RTP), which is a long-range development plan for allocating state and federal transportation funds. The MTC approved the Bay Area Plan in 2013 to guide future regional through the year 2040.

Napa Valley Transportation Authority (NVTA)

The Napa Valley Transportation Authority (NVTA) is the countywide transportation planning body for the incorporated and unincorporated areas of Napa County.

The Napa Valley Transportation Authority (NVTA), formerly Napa County Transportation and Planning Agency (NCTPA), serves as the countywide transportation planning body for the incorporated and unincorporated areas of Napa County. Because the County does not have a Congestion Management Agency or an adopted congestion management plan, NVTA works with the Metropolitan Transportation Commission (MTC) to prepare the Napa County portion of the regional transportation plan (RTP).

In 1999, the NVTA adopted the Napa County Strategic Transportation Plan which the NVTA intended to be a long-range guide for decision-making and funding of Napa County roadways, transit, and bicycle facilities. The plan was updated through the Napa Transportation Future Study (Napa County 2009). As of 2015, the NVTA is in the process of updating the Strategic Transportation Plan.

The following goals are included the Strategic Plan:

- Reduce/restrain growth of automobile vehicle miles traveled (VMT)

- Spread the travel load from peak times to non-peak times
- Improve the quality and safety of our street and road infrastructure
- Shift travel from Single-Occupancy Vehicles to other modes
- Reduce overall energy use and greenhouse gas (GHG) emissions

Facilities that are included in the Strategic Plan include State Routes 29/128 and the Silverado Trail.

Local Plans

Existing St. Helena General Plan

The existing St. Helena General Plan, adopted in 1993, outlines policies, standards, and programs that together provide a comprehensive, long-term plan for physical development within the city. Individual development projects proposed within the city must demonstrate general consistency with the goals and policies outlined within the General Plan, which articulates and implements the city's long-term vision, including provisions for transportation and traffic.

The proposed project analyzed in this EIR is the St. Helena General Plan Update (General Plan Update), which is an update of the existing General Plan. Once the General Plan Update is adopted, future developments within the city will be subject to policies outlined in the updated document.

Bicycle Master Plan

The City currently has a *Bicycle Master Plan* developed as part of the Napa County Transportation and Planning Agency's countywide *Bicycle Master Plan* that was adopted in 2003. The countywide *Bicycle Master Plan* identifies a number of improvements in and near the City of St. Helena. These include but are not limited to installation of a Class II trail along Zinfandel Lane from SR 29 to the Silverado Trail and a Class III trail along Spring Mountain Road from the Napa County Line to the St. Helena City Limit line. The countywide Bicycle Master Plan was adopted in 2012.

Impacts and Mitigation Measures

This subsection describes the transportation analysis methodology and assumptions, lists criteria for determining impact significance, identifies relevant policies and implementing actions of the proposed General Plan Update, and identifies potential impacts of the proposed General Plan Update.

Methodology and Assumptions

Quantitative roadway impact analysis was conducted for Year 2035 land uses and transportation improvements described in the proposed General Plan Update. Impacts are identified based upon a comparison between existing conditions (based on data collected in 2015) and future (Year 2035) with General Plan Update conditions. For purposes of this EIR, General Plan Update conditions are based on forecasted Year 2035 land uses and transportation improvements described in the proposed General Plan Update.

Planned Roadway Improvements

The General Plan Update carries over several street extensions from the 1993 General Plan to provide new connections and reduce traffic congestion within the city, particularly along State Route 29. The analysis of future conditions in this EIR assumes that these improvements identified in the proposed General Plan Update would be in place by the Year 2035.

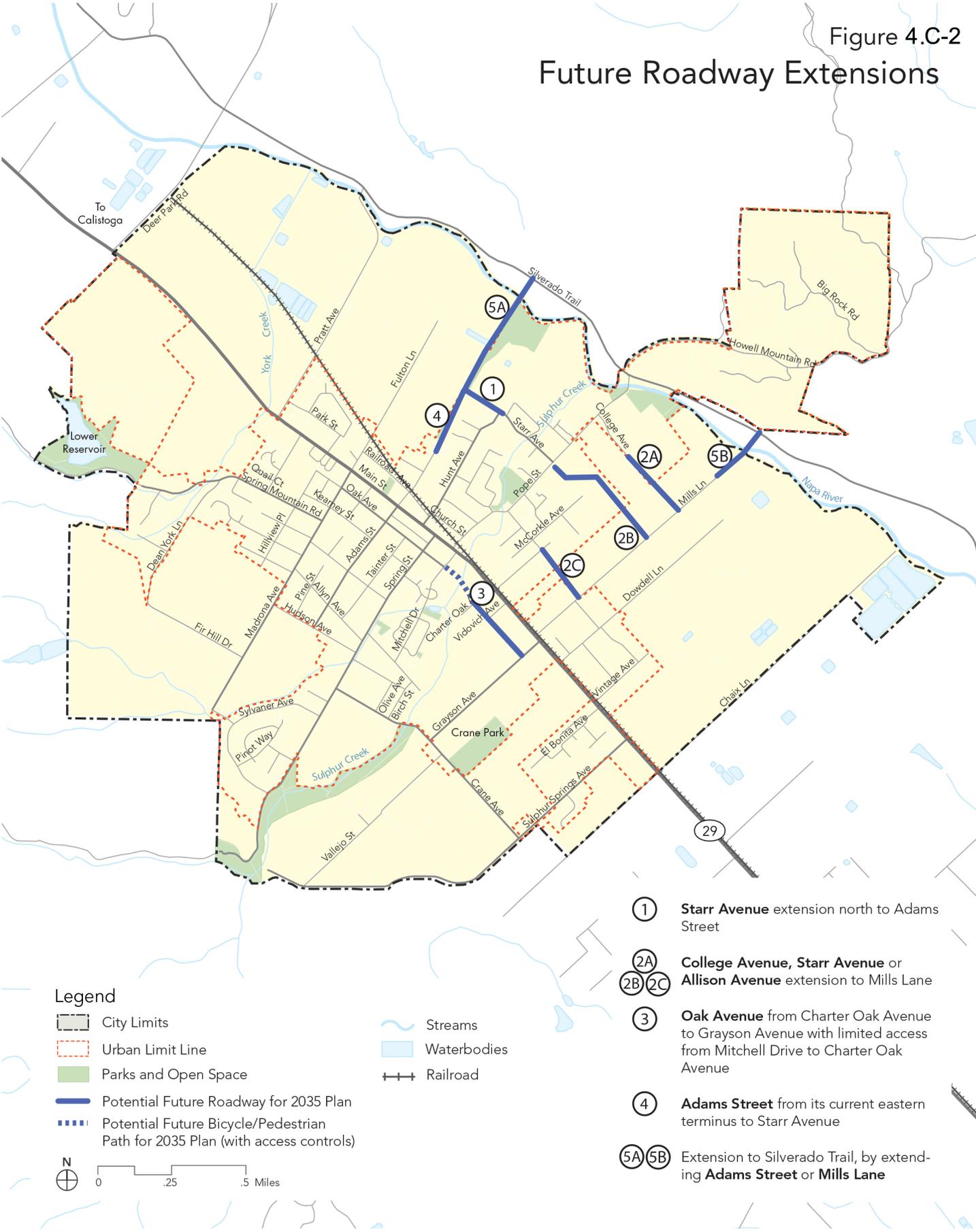
One major transportation improvement that is anticipated to be completed by 2025 is the installation of a traffic signal at the intersection of State Route 29 and Grayson Avenue.

Possible future street extensions are shown in Figure 4.C-4 and include those identified below. The updated General Plan specifies that the default roadway extensions are for bike/pedestrian/emergency vehicle only. Any roadway improvements beyond this default condition which would permit vehicular traffic (auto/truck etc) requires a traffic analysis, and that City Council make certain findings concerning traffic impacts on existing neighborhoods located in close proximity to such an extension:

- *Starr Avenue* extension north to Adams Street;
- *Starr Avenue* or *College Avenue* extension to Mills Lane;
- *Oak Avenue* from Charter Oak Avenue to Grayson Avenue;
- *Adams Street* extension from its current eastern terminus to Starr Avenue; and
- Extension to Silverado Trail, by extending *Adams Street* or *Mills Lane*.

For the two street extensions where multiple variations exist, the transportation analysis for Year 2035 assumes a Starr Avenue extension to Mills Lane and an Adams Street extension to Silverado Trail. These were selected in consultation with City staff, who expect that these would provide the most benefit to transportation circulation within the city.

Figure 4.C-2
 Future Roadway Extensions



Legend

- City Limits
- Urban Limit Line
- Parks and Open Space
- Potential Future Roadway for 2035 Plan
- Potential Future Bicycle/Pedestrian Path for 2035 Plan (with access controls)
- ~ Streams
- Waterbodies
- Railroad



- 1 **Starr Avenue** extension north to Adams Street
- 2A **College Avenue, Starr Avenue** or 2B **Allison Avenue** extension to Mills Lane
- 2C
- 3 **Oak Avenue** from Charter Oak Avenue to Grayson Avenue with limited access from Mitchell Drive to Charter Oak Avenue
- 4 **Adams Street** from its current eastern terminus to Starr Avenue
- 5A 5B Extension to Silverado Trail, by extending **Adams Street** or **Mills Lane**

Source: City of St. Helena; Napa County
 Map Revised: September 2010

Motor Vehicle Circulation Analysis

A general trend nationwide has been that increases in trips and trip length proceed at a higher rate than growth in population. This is due in part to changing lifestyles (the prevalence of two-income families and a greater percentage of non-work trips on a day-to-day basis) and increased reliance on the private automobile. St. Helena's roadways currently experience congestion during peak travel periods. Even with substantial increases in alternative mode shares in the years ahead, automobile travel in St. Helena will likely remain the form of transportation used for most trips. Potential impacts are evaluated at roadway segments.

LOS was forecast at each of the study, based on anticipated development in the community between 2015 and 2035. These data were used to determine the peak LOS rating, or hour when the highest number of vehicles passed through the intersection during each commute period for the study intersections and average daily trips (ADT) and daily LOS for the study roadway segments. Table 4.C-8 lists each study intersection along with a comparison of the AM and PM peak level of service for existing conditions and future conditions. Table 4.C-9 lists each study roadway segment along with a comparison of the daily level of service for existing conditions and future conditions. Figure 4.C-6 shows study intersections and roadway segments where potentially significant impacts are anticipated.

Future Intersection Operations

Twenty-one intersections were studied as shown in Table 4.C-4. At the Pope Street/Howell Mountain Road/Silverado Trail study intersection, intersection operations are unacceptable (LOS F) in the AM and PM peak periods. The amount of increased delay at this intersection is anticipated to be significant and could not be calculated by the traffic impact software used in this analysis. By the Year 2035, peak hour signal warrant criteria may be met for this intersection during the PM peak hour.

While the State Route 29/Pratt Avenue intersection would deteriorate from LOS D to LOS F during the AM peak hour and would remain at LOS F during the PM peak hour, signal warrant criteria would not be met because the side-street approach would not serve more than 100 vehicles in the AM or PM peak hour.

Intersection operations at the Paseo Grand and College and Pope Street would deteriorate from LOS D to F during the AM peak hour period in the year 2035 and from LOS B to E during the PM peak hour.

**TABLE 4.C-4
 INTERSECTION LEVELS OF SERVICE: EXISTING AND GENERAL PLAN UPDATE CONDITIONS**

Intersection	Control Type ^a	Existing Conditions				Year 2035 General Plan Update Conditions			
		AM Peak Hour		PM Peak Hour		AM Peak Hour		PM Peak Hour	
		Delay ^b	LOS	Delay ^b	LOS	Delay ^b	LOS	Delay ^b	LOS
1. Fulton Ln./Railroad Ave.	SSS ^a	10.2	B	11.2	B	11.4 ^c	B	13.0	B
2. Main St./Adams St.	Signal	14.64	B	14.1	B	22.4	C	28.0	C
3. Adams St./Railroad Ave.	AWSC	9.8	A	12.5	B	10.6	B	16.0	C
4. Adams St./Library Ln.	SSSI	10.3	B	13.2	B	11.2	B	12.6	B
5. State Route 29 / Hunt Ave.	SSS	16.5	C	14.7	B	28.8	D	30.8	D
6. Hunt Ave./Railroad Ave.	SSS	13.4	B	14.0	B	12.7	B	19.0	C
7. Hunt Ave./Starr Ave.	SSS	7.6	A	7.5	A	7.6	A	7.9	A
8. Starr Ave./ Pope St.	SSS	16.1	C	15.2	C	22.4	C	24.7	C
9. Paseo Grand/College/Pope St.	SSS	27.4	D	14.9	B	66.1	F	35.7	E
10. Main St./Fulton Ln.	Signal	6.6	A	8.5	A	10.4	B	18.1	B
11. Main/Pope St./Mitchell Dr.	Signal	20.9	C	18.7	B	39.1	D	46.2	D
12. Pope St./Howell Mt./Silverado Tr.	SSS	101.7	F	OVR	F	OVR	F	OVR	F
13. Main St./Pratt Ave.	SSS	34.7	D	53.1	F	219.2	F	OVR	F
14. Main St./Grayson/Mills Ln.	Signal	62.2	F	42.3	E	34.1	C	50.1	D
15. Main St. Sulphur Sprngs. Ave.	SSS	18.4	C	17.1	C	30.9	D	28.5	D
16. Pratt Ave./Silverado Tr.	SSS	14.9	B	23.8	C	17.7	C	34.9	D
17. Madrona Ave./Spring Mt. Rd.	SSS	10.7	B	10.9	B	11.4	B	11.7	B
18. Madrona Ave./Hudson Ave.	SSS	9.4	A	9.4	A	9.8	A	9.8	A
19. Valley View St./ Spring St.	SSS	10.9	B	10.8	B	11.5	B	11.3	B
20. Grayson Ave./ Crane Ave.	SSS	9.5	A	8.2	A	9.9	A	8.5	A
21. Sulphur Sprng. Ave./ Crane Ave.	SSS	9.5	A	9.4	A	9.8	A	9.8	A

LOS = level of service OVR= uncountable high vehicle delay

^a Signal = Signalized intersection; AWS = All-Way Stop-Controlled intersection; SSS = Side-Street Stop-Controlled intersection

^b Unsignalized intersection delay is presented as the delay and LOS for the most delayed movement.

^c Any delay greater than 50 seconds at a stop controlled intersection represents a failing intersection with oversaturated conditions. **Bold** represents unacceptable operations.

^d Signalized under General Plan Update conditions.

SOURCE: OMNI MEANS 2015

Significance Criteria

Appendix G of the CEQA Guidelines provides that a project would have a significant transportation and traffic impact if it would:

- Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit;
- Conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways;
- Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks;
- Substantially increase hazards due to a design feature (i.e., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment);
- Result in inadequate emergency access; or
- Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities.

Based on the City of St. Helena's current transportation impact criteria and the state of the practice for evaluating impacts on the transportation system, the above general significance criteria are interpreted as follows in evaluating the proposed General Plan Update.

City Roadway and Intersection Impact Criteria

The City's current LOS standard is LOS D for signalized intersections on State Route 29 and LOS C elsewhere. Based on existing CEQA and City of St Helena standards, traffic impacts are identified as significant if implementation of the General Plan Update would cause:

- Operations at a signalized intersection along State Route 29 to deteriorate from LOS D under conditions without the project to LOS E or F, or operations at other signalized intersections to deteriorate from LOS C under conditions without the project to LOS D, E or F.

- The LOS to deteriorate to LOS F for signalized intersections that operate at LOS E under conditions without the project.
- The average intersection delay to increase by more than five seconds for signalized intersections that operate at LOS F under conditions without the project.
- The LOS to deteriorate to LOS D, E or F for unsignalized intersections operating at LOS C or better under conditions without the project, **and** the traffic volumes would satisfy the Caltrans peak hour volume warrant criterion for traffic signal installation. For unsignalized intersections on State Route 29 operating at LOS D or better under conditions without the project, the impact would be significant if the project would cause the LOS to deteriorate to LOS E or F, **and** the traffic volumes would satisfy the Caltrans peak hour volume warrant criterion for traffic signal installation.
- Average delay to increase by five or more seconds for unsignalized intersections operating at unacceptable levels (LOS D, E or F; or LOS E or F on State Route 29) under conditions without the project, **and** the traffic volumes would satisfy the Caltrans peak hour volume warrant criterion for traffic signal installation.
- Operations on street segments to deteriorate from LOS D under conditions without the project to LOS E or F. For street segments that operate at LOS E under conditions without the project, the impact would be significant if the project would cause the LOS to deteriorate to LOS F.
- An increase of more than five percent for average daily traffic for street segments that operate at LOS F.

Parking Criteria

Implementation of the General Plan Update would have a significant impact if it would require vehicle parking during peak hours or days of the week beyond the capacity of local parking resources.

Design Review Impact Criteria

Implementation of the General Plan Update would have a significant impact if it would:

- Introduce a design feature that substantially increases traffic safety hazards.

Air Traffic Impact Criteria

Implementation of the General Plan Update would have a significant impact if it would:

- Increase air traffic levels, resulting in a substantial safety risks.

4.D Air Quality

Introduction

This section summarizes information on the air quality environment in St. Helena and provides an evaluation of the air quality-related effects of the proposed General Plan Update. The analysis considers existing and projected air quality along major roadways, in addition to other air pollutant sources in the area. Mitigation measures are recommended that address General Plan Update policies and implementing actions. Also see Chapter 4J of this EIR that analyzed potential greenhouse gas emission impacts.

Setting

The City of St. Helena is located in the northern portion of Napa County, part of the nine-county San Francisco Bay Air Basin. The climate is characterized by warm dry summers and mild moist winters. The summer average maximum temperatures are in the 80s to low 90s, while winter average maximum temperatures are in the high 50s and low 60s, with minimum temperatures in the high to mid 30s.

Air quality in and around St. Helena is very good due to the rural nature of the area and lack of upwind air pollution sources.

Due to the climate and terrain of the valley, the potential for air pollution could be high if there were sufficient sources of air contaminants nearby. The summer and fall prevailing winds can transport ozone precursors northward from the San Pablo Bay and Carquinez Strait area into the Napa Valley, which effectively traps and concentrates pollutants when stable conditions are present. In addition, pollutants may be recirculated by the local upslope and downslope flows created by the surrounding mountains, contributing to buildup of air pollution within the valley. In the late fall and winter, particulate matter from motor vehicles, agriculture, and wood burning in fireplaces and stoves can build up in the valley because of the high frequency of light winds and stable atmospheric conditions.

Since 1972, the Bay Area Air Quality Management District (BAAQMD) has operated a multi-pollutant monitoring site on Jefferson Street in Napa, which allows the analysis of trends in air quality. Air quality in and around St. Helena is very good due to the rural nature of the area and lack of upwind air pollution sources. (See further discussion under “Regulatory Framework” below.)

Besides various small permitted sources, there are no substantial sources of air pollution or toxic air contaminants in St. Helena. The primary source of air pollution within the City of St. Helena is traffic, particularly State Route 29 traffic. BAAQMD lists stationary sources in St. Helena that include fueling stations, a dry cleaner, two auto body shops with spray painting

operations, and some standby emergency and diesel generators. A review of the permit data for these sources shows that they would have very localized impacts.

No major sources of odors are identified in St. Helena (V. Carniglia, Interim Planning Director, 2015).

Regulatory Framework

Federal Air Quality Standards

In addition to being subject to federal requirements, air quality in California is governed by more stringent regulations under the California Clean Air Act.

The Federal Clean Air Act governs air quality in the United States. In addition to being subject to federal requirements, air quality in California is also governed by more stringent regulations under the California Clean Air Act (CAA). At the federal level, the United States Environmental Protection Agency (USEPA) administers the CAA.

Under the CAA, the USEPA has established concentration-based national ambient air quality standards (NAAQS) for criteria air pollutants (see Table 4.D-1) and has identified hazardous air pollutants, for which emissions standards are developed. The NAAQS are periodically reviewed as new health information is made available.

State Air Quality Standards

The California Clean Air Act is administered by the California Air Resources Board (CARB) at the state level and by the Air Quality Management Districts at the regional and local levels. The Bay Area Air Quality Management District (BAAQMD) regulates air quality at the regional level, which includes the nine-county Bay Area.

California ambient air quality standards (CAAQS) are established by CARB for criteria air pollutants and also address some industry-specific pollutants that are not found an issue in the Napa Valley (see Table 4.D-1). The CAAQS are established based on health effects and are also periodically reviewed and updated if necessary as new information is made available. CARB also identifies toxic air contaminants, which are similar to hazardous air pollutants identified by the USEPA.

Air Pollutants and Contaminants of Concern in Bay Area

State and federal ambient air quality standards cover a wide variety of pollutants. However, only a few of these pollutants are problems in the Bay Area, either due to the strength of the emission or the climate of the region. Problem air pollutants in St. Helena and the Bay Area include ozone, respirable particulate matter (PM₁₀), fine particulate matter (PM_{2.5}) and toxic air

contaminants (TACs). The Bay Area is currently classified as a federal and state nonattainment area for ozone and PM_{2.5} and a state nonattainment area for PM₁₀.

**TABLE 4.D-1
CALIFORNIA AND NATIONAL AMBIENT AIR QUALITY STANDARDS**

Pollutant	Averaging Time	California Standards ^a		National Standards ^b	
		Concentration	Attainment Status	Concentration	Attainment Status
Carbon Monoxide (CO)	8-Hour	9 ppm (10 mg/m ³)	Attainment	9 ppm (10 mg/m ³)	Attainment ^f
	1-Hour	20 ppm (23 mg/m ³)	Attainment	35 ppm (40 mg/m ³)	Attainment
Nitrogen Dioxide (NO ₂)	Annual Mean	0.030 ppm (57 mg/m ³)	Attainment	0.053 ppm (100 µg/m ³)	Attainment
	1-Hour	0.18 ppm (338 µg/m ³)	Attainment	0.100 ppm ^j	Unclassified
Ozone (O ₃)	8-Hour	0.07 ppm (137 µg/m ³)	Nonattainment ^h	0.075 ppm	Nonattainment ^d
	1-Hour	0.09 ppm (180 µg/m ³)	Nonattainment	Not Applicable	Not Applicable ^e
Suspended Particulate Matter (PM ₁₀)	Annual Mean	20 µg/m ³	Nonattainment ^g	Not Applicable	Not Applicable
	24-Hour	50 µg/m ³	Nonattainment	150 µg/m ³	Unclassified
Suspended Particulate Matter (PM _{2.5})	Annual Mean	12 µg/m ³	Nonattainment ^g	12 µg/m ³	Attainment
	24-Hour	Not Applicable	Not Applicable	35 µg/m ³ See footnote ⁱ	Nonattainment
Sulfur Dioxide (SO ₂) ^k	Annual Mean	Not Applicable	Not Applicable	80 µg/m ³ (0.03 ppm)	Attainment
	24-Hour	0.04 ppm (105 µg/m ³)	Attainment	365 µg/m ³ (0.14 ppm)	Attainment
	1-Hour	0.25 ppm (655 µg/m ³)	Attainment	0.075 ppm (196 µg/m ³)	Attainment

^a California standards for ozone, carbon monoxide (except Lake Tahoe), sulfur dioxide (1-hour and 24-hour), nitrogen dioxide, suspended particulate matter - PM₁₀, and visibility reducing particles are values that are not to be exceeded. The standards for sulfates, Lake Tahoe carbon monoxide, lead, hydrogen sulfide, and vinyl chloride are not to be equaled or exceeded. If the standard is for a 1-hour, 8-hour or 24-hour average (i.e., all standards except for lead and the PM₁₀ annual standard), then some measurements may be excluded. In particular, measurements are excluded that CARB determines would occur less than once per year on the average.

^b National standards shown are the "primary standards" designed to protect public health. National standards other than for ozone, particulates and those based on annual averages are not to be exceeded more than once a year. The 1-hour ozone standard is attained if, during the most recent three-year period, the average number of days per year with maximum hourly concentrations above the standard is equal to or less than one. The 8-hour ozone standard is attained when the 3-year average of the 4th highest daily concentrations is 0.075 ppm (75 ppb) or less. The 24-hour PM₁₀ standard is attained when the 3-year average of the 99th percentile of monitored concentrations is less than 150 µg/m³. The 24-hour PM_{2.5} standard is attained when the 3-year average of 98th percentiles is less than 35 µg/m³.

Except for the national particulate standards, annual standards are met if the annual average falls below the standard at every site. The national annual particulate standard for PM₁₀ is met if the 3-year average falls below the standard at every site. The

annual PM_{2.5} standard is met if the 3-year average of annual averages spatially-averaged across officially designed clusters of sites falls below the standard.

- ^c National air quality standards are set by EPA at levels determined to be protective of public health with an adequate margin of safety.
- ^d On September 22, 2011, the EPA announced it will implement the current 8-hour ozone standard of 75 ppb. The EPA expects to finalize initial area designations for the 2008 8-hour ozone standard by mid-2012.
- ^e The national 1-hour ozone standard was revoked by EPA on June 15, 2005.
- ^f In April 1998, the Bay Area was redesignated to attainment for the national 8-hour carbon monoxide standard.
- ^g In June 2002, CARB established new annual standards for PM_{2.5} and PM₁₀. Statewide VRP Standard (except Lake Tahoe Air Basin): Particles in sufficient amount to produce an extinction coefficient of 0.23 per kilometer when the relative humidity is less than 70 percent. This standard is intended to limit the frequency and severity of visibility impairment due to regional haze and is equivalent to a 10-mile nominal visual range.
- ^h The 8-hour CA ozone standard was approved by the CARB on April 28, 2005 and became effective on May 17, 2006.
- ⁱ EPA lowered the 24-hour PM_{2.5} standard from 65 µg/m³ to 35 µg/m³ in 2006. EPA designated the Bay Area as nonattainment of the PM_{2.5} standard on October 8, 2009. The effective date of the designation is December 14, 2009, and the Air District has three years to develop a SIP that demonstrates the Bay Area will achieve the revised standard by December 14, 2014. The SIP for the new PM_{2.5} standard must be submitted to the EPA by December 14, 2012.
- ^j To attain this standard, the 3-year average of the 98th percentile of the daily maximum 1-hour average at each monitor within an area must not exceed 0.100ppm (effective January 22, 2010).
- ^k On June 2, 2010, the EPA established a new 1-hour SO₂ standard, effective August 23, 2010, which is based on the 3-year average of the annual 99th percentile of 1-hour daily maximum concentrations. The existing 0.030 ppm annual and 0.14 ppm 24-hour SO₂ NAAQS however must continue to be used until one year following EPA initial designations of the new 1-hour SO₂ NAAQS. EPA expects to designate areas by June 2012.

Lead (Pb) is not listed in the above table because it has been in attainment since the 1980s.

ppm = parts per million

mg/m³ = milligrams per cubic meter

µg/m³ = micrograms per cubic meter

Source: Bay Area Air Quality Management District, 2013.

Ozone

Emissions from motor vehicle use may contribute to elevated ozone levels in the Napa Valley and other parts of the Bay Area.

Ground level ozone, often referred to as smog, is not emitted directly, but is formed in the atmosphere through complex chemical reactions. Ozone is not a pollutant that adversely affects St. Helena, but emissions from motor vehicle use in the area may contribute to elevated ozone levels in the Napa Valley and high ozone levels in other parts of the Bay Area. Motor vehicles are the largest source of ozone precursor emissions (i.e., nitrogen oxides and reactive organic gases) in the Bay Area.

The Bay Area is currently classified as a federal and state nonattainment area for ozone. The most recent three-year set of monitoring data (2012-2014) indicates that ozone levels in Napa have exceeded state standards on 0 to 2 days per year and federal standards on one day. During this same period, ozone levels basin-wide exceeded state standards on 3 to 10 days per year and federal standards on 3 to 5 days per year.

Exposure to levels of ozone above current ambient air quality standards can lead to human health effects, such as lung inflammation and tissue damage and impaired lung functioning. Ozone exposure is also associated with symptoms such as coughing, chest tightness, shortness of breath, and the worsening of asthma symptoms. The greatest risk for harmful health effects is among outdoor workers, athletes, children, and others who spend greater amounts of time outdoors during periods where ozone levels exceed air quality standards. Elevated ozone levels can reduce crop and timber yields, as well as damage native plants.

Particulate Matter

Although particulates are found naturally in the air, most particulate matter is emitted by motor vehicles, industry, construction, agricultural activities, and wind erosion of disturbed areas.

Particulate matter is a complex mixture of tiny particles that consists of dry solid fragments, solid cores with liquid coatings, and small droplets of liquid. These particles vary greatly in shape, size, and chemical composition, and can be made up of many different materials such as metals, soot, soil, and dust. Particles ten microns or less in diameter are defined as “respirable particulate matter” or “PM₁₀.” Very small particles that are 2.5 microns or less in diameter are defined as “fine particulate matter” or “PM_{2.5}.” These particulates can contribute significantly to regional haze and reduction of visibility. Inhalable particulates come from smoke, dust, aerosols, and metallic oxides. Although particulates are found naturally in the air, most particulate matter found in the area is emitted either directly or indirectly by motor vehicles, industry, construction, agricultural activities, and wind erosion of disturbed areas. Most PM_{2.5} is comprised of combustion products such as smoke or formed in the atmosphere from regional emissions of nitrogen oxides. There are many sources of PM₁₀ emissions, including combustion, industrial processes, grading and construction, and motor vehicles. The greatest quantity of PM₁₀ emissions associated with motor vehicle uses is generated by re-suspended road dust. Reductions in motor vehicle miles traveled, rather than changes to motor vehicle technology, are necessary to reduce PM₁₀ emissions. Wood burning in fireplaces and stoves is another significant source of particulate matter, primarily PM_{2.5}.

The Napa monitoring station was only measuring PM₁₀ until 2013 when it also began monitoring PM_{2.5}. Over the past 3 years (2012-2014), the Napa station has measured only one day of levels above the PM_{2.5} standard and no days had levels above the PM₁₀ standards. In the Bay Area, PM_{2.5} standards were exceeded on 3 to 13 measurement days per year.

Other Criteria Air Pollutants

Measured levels of other criteria air pollutants such as nitrogen dioxide and carbon monoxide are well below federal and state standards in Napa. Some pollutants, such as lead and sulfur dioxide, are not measured in or near Napa because there is no evidence that they would be at levels that would warrant concern (i.e., lack of emission sources). Carbon monoxide emissions from motor vehicles and stationary sources have been reduced greatly over the last 15 to 20 years, such that the entire Bay Area region has been brought into attainment of the federal and state standards. Current levels in Napa are about one-fourth of the most stringent federal and state standards. Carbon monoxide concentrations are expected to decrease further in the future as newer and cleaner vehicles replace older vehicles on the roadway.

Toxic Air Contaminants (TACs)

Toxic air contaminants (TACs) are another group of pollutants of concern in the Bay Area. Common sources of TACs include industrial processes, commercial operations such as gasoline stations and dry cleaners, and motor vehicle exhaust. Diesel particulate matter from exhaust has been identified as a TAC. Mobile sources, such as trucks, buses, and construction equipment are by far the largest source of diesel emissions. Diesel particulate matter is the most prevalent TAC in the state, due to the toxicity of diesel particulate matter and the common sources that include trucks and construction equipment. There are very few sources of TAC emissions in Napa County, however, due to the general land uses present in the County.

Sensitive Receptors

Some groups of people are more affected by air pollution than others. The State of California has identified the following people who are most likely to be affected by air pollution: children under 14, the elderly over 65, athletes, and people with cardiovascular and chronic respiratory diseases. These groups are classified as “sensitive receptors.” Locations that may contain a high concentration of these sensitive population groups include residential areas, hospitals, day care facilities, elder care facilities, elementary schools, and parks.

The State of California has identified children, the elderly, athletes, and people with cardiovascular and chronic respiratory diseases as “sensitive receptors” for air pollution.

Attainment Status

Areas with air pollutant levels that exceed adopted air quality standards are designated as “nonattainment” areas for the relevant air pollutants. Nonattainment areas are sometimes further classified by degree (marginal, moderate, serious, severe, and extreme for ozone, and moderate and serious for carbon monoxide and PM₁₀) or status (“nonattainment-transitional”). Areas that comply with air quality standards are designated as “attainment” areas for the relevant air pollutants. “Unclassified” areas are those with insufficient air quality monitoring data to support a designation of attainment or nonattainment, but are generally presumed to meet the ambient air quality standard. State Implementation Plans must be prepared by states for areas designated as federal nonattainment areas to demonstrate how the area will come into attainment of the exceeded federal ambient air quality standard. The Bay Area is considered a marginal nonattainment area for ozone under the NAAQS and nonattainment for ozone under the CAAQS (both 1- and 8-hour standards). The Bay Area is also designated as nonattainment for the 24-hour PM_{2.5} NAAQS. The Bay Area is also considered nonattainment for the State annual PM_{2.5} standard and the 24-hour PM₁₀ standard. The region is designated attainment or unclassified for all other ambient air quality standards.

Air Quality Plans

The Bay Area Air Quality Management District develops air quality plans and updates them approximately every three years.

The BAAQMD develops air quality plans addressing the California Clean Air Act and updates them approximately every three years with the goal of meeting the CAAQS. The BAAQMD’s 2010 Clean Air Plan is the latest Clean Air Plan which contains district-wide control measures to reduce ozone precursor emissions (i.e., ROG and NOX), particulate matter, and GHG emissions.

The Bay Area 2010 Clean Air Plan, which was adopted on September 15, 2010 by the BAAQMD’s board of directors:

- Updates the Bay Area 2005 Ozone Strategy in accordance with the requirements of the California Clean Air Act to implement “all feasible measures” to reduce ozone;
- Provides a control strategy to reduce ozone, particulate matter (PM), air toxics, and greenhouse gases in a single, integrated plan;
- Reviews progress in improving air quality in recent years; and
- Establishes emission control measures to be adopted or implemented in the 2010 to 2012 timeframe.

The region meets the federal and state standards for carbon monoxide. Regions previously classified as nonattainment under the NAAQS, must demonstrate that they can maintain the standards. A Carbon Monoxide Maintenance Plan was also approved in 1998 by the USEPA, which demonstrated how NAAQS for the carbon monoxide standard would be maintained.

BAAQMD adopts and enforces rules to reduce particulate matter emissions and develops public outreach programs (e.g., Spare the Air program) to educate the public to reduce PM₁₀ and PM_{2.5} emissions. As part of BAAQMD's plan to reduce PM₁₀ and PM_{2.5} concentrations, BAAQMD adopted Regulation 6, Rule 3: Wood-Burning Devices, which is intended to reduce emissions that come from residential wood burning. This new rule restricts wood burning when air quality is unhealthy and a wintertime Spare the Air Advisory is issued. The rule also requires that only cleaner burning EPA-certified stoves and inserts be installed in new construction or remodels, including natural gas fireplaces. The rule applies to new woodstove and fireplace inserts. The regulation also places limits on excessive smoke, prohibits the burning of garbage and other harmful materials, and also requires the labeling of firewood and solid fuels sold within the Bay Area.

CARB Air Quality and Land Use Handbook

The California Air Resources Board (CARB) Air Quality and Land Use Handbook seeks to highlight the potential health impacts associated with close proximity to common air pollution sources and to have those issues considered in the planning process.

In 2005, CARB released the final version of the Air Quality and Land Use Handbook, which is intended to encourage local land use agencies to consider the risks from air pollution before making decisions that approve the siting of new sensitive receptors, such as homes or day care centers, near sources of air pollution (CARB, 2005). Unlike industrial or stationary sources of air pollution, siting of new sensitive receptors does not require air quality permits, but could result in adverse air quality issues. The primary purpose of the handbook is to highlight the potential health impacts associated with close proximity to common air pollution sources and to have those issues considered in the planning process. CARB makes recommendations regarding the siting distance of new sensitive land uses near freeways, truck distribution centers, dry cleaners, gasoline dispensing stations, and other air pollution sources. CARB acknowledges that land use agencies have to balance other siting considerations, such as housing and transportation needs, economic development priorities, and other quality-of-life issues. In addition, siting some sensitive receptors, such as residences, near transportation facilities, employment centers, and services would reduce overall emissions from a community. These “advisory” siting recommendations (or buffer distances), summarized in Table 4.D-2, are based primarily on modeling information and may not be entirely reflective of conditions in the plan area. The siting of new sensitive land uses within the identified buffer distances may be

possible, but only after site-specific studies are conducted to identify the actual health risks.

**TABLE 4.D-2
CARB RECOMMENDED SETBACK DISTANCE FOR SENSITIVE USES
FROM COMMON SOURCES OF TOXIC AIR CONTAMINANTS**

Source Type	Recommended Buffer Distance for Sensitive Uses
Freeways and busy arterial roadways	500 feet
Distribution centers with 100 or more daily truck trips or 40 daily truck trips that use refrigeration units	1,000 feet
Dry cleaners (onsite dry cleaning)	300 feet for any dry cleaning operation. At least 500 feet for operations with 2 or more machines
Large gasoline stations (i.e. over 3.6 million gallons pumped per year)	50 feet for typical gas stations and up to 300 feet for large gas stations

SOURCE: CARB, 2005

BAAQMD CEQA Air Quality Guidelines

In May, 2011, the BAAQMD updated the BAAQMD CEQA Guidelines in support of the upcoming new Clean Air Plan. The CEQA Guidelines update revised significance thresholds, assessment methodologies, and mitigation strategies for criteria pollutants, air toxics, odors, and greenhouse gas emissions. These standards have been used in preparing this EIR.

Impacts and Mitigation Measures

Significance Criteria

Significance determinations are from the BAAQMD guidelines for evaluating air quality impacts from plans. The standards established by these guidelines address the California Environmental Quality Act (CEQA) thresholds identified in Appendix G of the state CEQA Guidelines.

Consistency with Regional Clean Air Plan

The most recently adopted Clean Air Plan (CAP) is the 2010 Clean Air Plan, adopted in September 2010. In assessing impacts of plans on regional air quality, proposed plans (e.g., general plan updates) would have a significant impact if:

- The rate of increase in vehicle miles traveled or vehicle trips (either measure may be used) within the plan area is equal to or lower than the rate of increase in population projected for the proposed plan.; and
- The plan incorporates current air quality plan control measures as appropriate to the plan area.

Local Carbon Monoxide Concentrations

A plan would have a significant impact if it would cause a violation of any air quality standard or contribute substantially to an existing or projected air quality violation. For general plans, a significant impact on local air quality is defined as increased carbon monoxide concentrations at the closest sensitive receptors that would cause a violation of the most stringent ambient state standard for carbon monoxide (20 parts per million [ppm] for the one-hour averaging period, or 9.0 ppm for the eight-hour averaging period).

Community Risk and Hazards

The proposed General Plan Update could cause significant community risk and hazard impacts if it does not:

- Create overlay zones around sources of TACs, PM, and hazards including special overlay zones of at least 500 feet (or Air District-approved modeled distance) on each side of all freeways and high-volume roadways; and
- Identify goals, policies, and objectives to minimize potential impacts from these sources (including adopted risk reduction plan areas).

Odors

Significant odor impacts would occur if odor sources could result in frequent complaints and if the General Plan Update does not identify goals, policies, and objectives to minimize potentially adverse impacts.

Construction and Operation Pollutant Emissions

The BAAQMD Air Quality Guidelines do not have thresholds related to direct and indirect criteria pollutant emissions resulting from plan implementation. Traffic resulting from the implementation of the plan would cause a significant local air quality impact if emissions of CO cause a projected exceedance of the ambient CO State standard of 9.0 parts per million (ppm) for 8-hour averaging period. This would be considered to cause or contribute substantially to an existing or projected air quality violation.

Relevant Policies

The following relevant policies and implementing actions of the General Plan Update address air quality as it affects the community.

Air Quality Policies

PSI.1. Achieve and maintain clean, healthy air for the residents of St. Helena to preserve environmental quality and community health.

PSI.2. Support regional efforts to achieve and maintain state ambient concentration standards to protect public health, reduce adverse industrial plant effects and enhance the visual environment. In particular, provide local support for implementation of policies and measures set forth in the Napa County Congestion Management Program.

PSI.3. Encourage effective regulation of those sources of air pollution, both inside and outside of St. Helena, which affect air quality, by implementing as many of the recommendations of the Napa County Congestion Management Plan as is feasible.

PSI.4. Promote balanced land use development that minimizes cumulative air quality impacts from proposed developments.

Policies and Implementing Actions that Promote Walking and Bicycling¹

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

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

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.

LU3.7. 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.

LU3.9. 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.

¹ These policies are included because they would have a direct connection to improving local air quality and reducing vehicular emissions.

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

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.

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

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.

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

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.

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

CR1.1. Promote a connected street, bicycle and pedestrian network within the City to provide better internal automobile, bicycle and pedestrian connections for residents. .

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

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.

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

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

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

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

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

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

Policies that Promote Transit or Other Travel Modes

CR1.6. Continue to support NVTA 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 with new owners of the Wine Train to consider the possibility of developing hospitality or 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.

CR3.1. Provide incentives and encourage existing major employers to develop and implement transportation demand, management (TDM) programs to increase the number of people who bike and walk 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 NVTAs goals to reduce/restrain growth of automobile vehicle miles traveled (VMT).

CR3.3. Shift travel from single-occupancy vehicles to other modes so that, by 2050, 45 percent of work trips by St. Helena residents and workers are by carpool, transit, walking or bicycling.

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 encourage 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.

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

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

Policies that Promote Traffic Calming

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

Other Policies and Implementing Actions Designed to Improve Air Quality

CR1.11. Establish a multimodal transportation impact fee program to finance and implement project mitigations that help achieve GHG the

City's traffic reduction goals. As part of the impact fee program, require new development to manage citywide travel demand and finance and construct all off-site circulation improvements necessary to mitigate project impacts to reduce the severity of cumulative transportation impacts to all modes of travel.

CD1.3. Require construction and development practices that reduce energy demand through conservation and efficiency, such as the use of green building materials, site design to maximize passive heating and cooling and energy generation. (Also see the Climate Change Element, Topic Area 2)

CCI.1. Promote a 'walkable' and "bikeable" city.

CCI.2. Support transportation efforts to optimize fuel efficiency and reduce vehicle miles traveled on local roads.

CCI.3. Seek initiatives that provide efficient modes of transportation for visitors and residents.

CC2.1. Encourage measures to reduce energy demand through conservation and efficiency.

CC2.2. Support local efforts to improve the energy supply by switching from fossil fuels to renewables.

Impact Analysis

Impact: AQ-1. Proposed approval and construction of land uses allowed under the General Plan Update would not be consistent with all provisions of the regional Clean Air Plan.

Land uses allowed under the General Plan Update and associated vehicular trips would not be consistent with all provisions of the regional Clean Air Plan.

Increase in Vehicle Miles Traveled or Vehicle Trips

Based on recent air quality modeling by the firm of Illingworth & Rodkin (2016), the projected vehicle trips associated with new development and "pull by" traffic under the General Plan Update would exceed the projected growth in population; thus, the General Plan Update would create an inconsistency with the regional Clean Air Plan. This would be a significant impact.

Future development in St. Helena would affect emissions of ozone precursor pollutants and particulate matter (PM_{2.5} and PM₁₀), both of which affect regional air quality. Future changes in development patterns that affect regional air quality are accounted for in the *Bay Area 2010 Clean Air Plan*. However, increased development and pass by traffic could lead to greater

vehicle use than assumed in the Clean Air Plan. Because of the complexities in comparing projections for a single city to those of a regional Clean Air Plan, BAAQMD has developed thresholds that are based on population and vehicle use projections for a plan area.

Residential development allowed by the General Plan Update could cause the population of St. Helena to grow at the same rate as the current 1993 General Plan due to the continued implementation of the City's growth management programs. Under the General Plan Update, a population increase of 632 persons and an additional 260 new housing units are anticipated. This growth is projected under the development that would be allowed under the Growth Management System through 2035. Under this scenario, St. Helena's population would increase by 11 percent to 6,532 persons. Total commercial square footage (including hotel uses) would increase by about 300,000 square feet, adding an estimated 875 new jobs.

Traffic forecasts take into account the changes to population and commercial (or non-residential) development. Previous traffic modeling indicated that St. Helena generated about 39,570 daily trips in 2010, of which about 18 percent were considered "internal." The California Emissions Estimator Model was used to predict the number of new trips generated under the Growth Management System through 2035. The land uses that could be developed under the General Plan Update were input into the model. This is a conservative approach, since it does not account for any internal trips (e.g., trips from new residences made to new non-residential land uses or less than the General Plan buildout). The number of trips computed by the model was adjusted to account for model default predicted pass-by trips, which really are not new trips. Based on this traffic modeling, potential growth under the General Plan and pass by trips would increase daily trips by 8,283 trips, or 21 percent to 47,853.

This traffic modeling conducted for the General Plan Update indicates a greater growth rate of vehicle trips (21%) than population (11%) or employment growth. The potential impact in relation to consistency with the Clean Air Plan would therefore be significant and no feasible mitigation measures exist to reduce this impact to a less-than-significant level. This impact would therefore remain significant and unavoidable.

Consistency with Air Quality Plan Control Measures

The General Plan Update includes policies and implementing actions that are consistent with control measures contained in the Bay Area 2005 Ozone Strategy. Thus, there would not be an inconsistency with the regional Clean Air Plan projections. This would be a less-than-significant impact.

Consistency of the General Plan Update with Clean Air Plan control measures is also demonstrated by assessing whether the proposed Plan implements all of the applicable Clean Air Plan control measures. The 2010 Clean Air Plan includes control measures that are intended to reduce air pollutant emissions in the Bay Area either directly or indirectly. The control measures are divided into five categories that include:

- Measures to reduce stationary and area sources;
- Mobile source measures;
- Transportation control measures;
- Land use and local impact measures; and
- Energy and climate measures.

In developing the control strategy, BAAQMD identified the full range of tools and resources available, both regulatory and non-regulatory, to develop each measure. Implementation of each control measure will rely on some combination of the following:

- Adoption and enforcement of rules to reduce emissions from stationary sources, area sources, and indirect sources;
- Revisions to the BAAQMD's permitting requirements for stationary sources;
- Enforcement of CARB rules to reduce emissions from heavy-duty diesel engines;
- Allocation of grants and other funding by the Air District and/or partner agencies;
- Promotion of best policies and practices that can be implemented by local agencies through guidance documents, model ordinances, and other measures;
- Partnerships with local governments, other public agencies, the business community, non-profits, and other groups;
- Public outreach and education;
- Enhanced air quality monitoring;
- Development of land use guidance and CEQA guidelines, and Air District review and comment on Bay Area projects pursuant to CEQA; and

- Leadership and advocacy.

This approach relies upon lead agencies to assist in implementing some of the control measures. A key tool for local agency implementation is the development of land use policies and implementing measures that address new development or redevelopment in local communities. The consistency of the General Plan Update is evaluated with respect to each set of control measures.

Stationary and Area Source Control Measures

The Clean Air Plan includes Stationary Source Control measures that BAAQMD adopts as rules or regulations through their authority to control emissions from stationary and area sources. The BAAQMD is the implementing agency, since these control measures are applicable to sources of air pollution that must obtain District permits. The City uses BAAQMD's CEQA Air Quality Guidelines to evaluate air pollutant emissions from new sources.

Mobile Source Measures

The Clean Air Plan includes Mobile Source Measures that would reduce emissions by accelerating the replacement of older, dirtier vehicles and equipment through programs such as the BAAQMD's Vehicle Buy-Back and Smoking Vehicle Programs, and promoting advanced technology vehicles that reduce emissions. The implementation of these measures rely heavily upon incentive programs, such as the Carl Moyer Program and the Transportation Fund for Clean Air, to achieve voluntary emission reductions in advance of, or in addition to, CARB requirements. CARB has new regulations that require the replacement or retrofit of on-road trucks, construction equipment, and other specific equipment that is diesel powered. See the earlier section of this chapter listing relevant policies dealing with Air Quality, Promoting Walking and Bicycling and Promoting Transit Use.

Transportation Control Measures (TCMs)

The Clean Air Plan includes transportation control measures (TCMs) that are strategies meant to reduce vehicle trips, vehicle use, VMT, vehicle idling, or traffic congestion for the purpose of reducing motor vehicle emissions. While most of the TCMs are implemented at the regional level (that is, by MTC or the California Department of Transportation [Caltrans]), there are measures that the Clean Air Plan relies upon local communities to assist with implementation. In addition, the Clean Air Plan includes land use measures and energy and climate measures whose implementation is aided by proper land use planning decisions.

Table 4.D-3 shows the relevant Clean Air Plan policies to the General Plan Update and indicates consistency with the policies. Since the table demonstrates that the

General Plan Update would be consistent with applicable Clean Air Plan policies, this impact would be less-than-significant.

**TABLE 4.D-3
APPLICABLE TRANSPORTATION CONTROL MEASURES AND RELEVANT
GENERAL PLAN UPDATE POLICIES AND IMPLEMENTING ACTIONS**

Transportation Control Measures (TCMs)	Relevant General Plan Update Policies and Implementing Actions
TCM B-2: Improve Transit Efficiency	Consistent While this is mostly a regionally implemented TCM, see Policies CR1.6, CR1.7, CR3.1, CR3.2, and CR3.4.
TCM B-4: Goods Movement	Consistent This is primarily a regional measure; however, see Policy CC1.3. St. Helena has a relatively small network of arterial roadways. Policies and implementing actions that directly and indirectly support management of arterial roadways include LU3.2, LU3.3, LU4.C, CR1.1, and CR3.4.
TCM C-1: Support Voluntary Employer-Based Trip Reduction Program	Consistent Policy CR3.1 would provide incentives and encourage existing major employers to develop and implement transportation demand management (TDM) programs to increase the number of people who take transit, bike, and/or walk to work. Policy CR3.3 aims to substantially reduce work trips made by St. Helena workers and residents. Policies LU3.10, CR1.6, CR1.7, and CR1.8 and Implementing Actions LU3.A and LU6.C would support development that would enable effective employer-based trip reductions.
TCM C-2: Safe Routes to School and Safe Routes to Transit	Consistent General Plan Update policies and implementing actions supporting youth transportation include PF5.B, PF5.3, CR2.6, CR3.5, and CR4.5.
TCM C-3: Promote Rideshare Services and Incentives	Consistent St. Helena is relatively rural compared to other Bay Area communities, so opportunities to effectively expand rideshare services and incentives are somewhat limited. Policy CR3.1 would provide incentives and encourage major employers to develop and implement transportation demand management programs that promote rideshare services.
TCM C-4: Conduct Public Outreach	Consistent The Climate Change Element of the General Plan Update addresses the primary programs that support the City's clean air programs and policies. The City is working with the other five jurisdictions in Napa County to develop a climate action plan. These actions would support TCM#15 in supporting clean air programs.
TCM C-5: Promote Smart Driving/Speed Moderation	Policy CR4.3 would continue St. Helena's efforts to calm traffic, minimizing traffic volumes and reducing traffic speeds.
TCM D-1: Improve Bicycle Access and Facilities	The General Plan Update includes numerous policies and implementing actions that would encourage bicycling and improve bicycle access and facilities: LU2.8, LU3.7, LU4.C, LU6.D, ES2.D, PF5.B, PF5.3, CR1.5, CR1.9, CR2.1, CR2.2, CR2.3, CR2.6, CR3.1, CR3.6, CR4.2, and CR4.5.
TCM D-2: Improve Pedestrian Access and Facilities	Consistent The General Plan Update includes numerous policies and implementing actions that would improve and expand pedestrian facilities: LU2.8, LU2.9, LU3.2, LU3.3, LU3.9,

	LU3.10, LU3.A, LU4.C, LU6.C, LU6.D, ES2.D, PF5.B, PF5.3, CR1.1, CR1.9, CR2.1, CR2.2, CR2.3, CR2.4, CR2.5, CR2.6, CR3.3, CR3.6, CR4.2, and CR4.5.
TCM D-3: Support Local Land Use Strategies	Consistent The General Plan Update includes numerous policies and implementing actions that would support land use strategies that would help improve air quality: LU2.7, LU2.8, LU3.2, LU3.3, LU3.9, LU3.10, and LU3.A,.
TCM E-2: Parking Pricing and Management Strategies	Consistent St. Helena does not have large parking facilities or employers that require large parking demands. The General Plan Update Policy CR3.1 would include TDM strategies that would modify parking codes to efficiently manage the supply of parking.

Impact AQ-2. Approval and implementation of the General Plan Update without mitigation would result in increases in air pollutant levels

Projects constructed under implementation of the General Plan Update would result in short-term emissions from construction activities that could cause localized health and nuisance impacts. Implementation of the General Plan Update would result in short-term emissions from construction activities associated with subsequent development, including site grading, asphalt paving, building construction, and architectural coating. Emissions commonly associated with construction activities include fugitive dust from soil disturbance, fuel combustion from mobile heavy-duty diesel- and gasoline-powered equipment, portable auxiliary equipment, and worker commute trips. During construction, fugitive dust, the dominant source of PM10 and PM2.5 emissions, is generated when wheels or blades disturb surface materials. Uncontrolled dust from construction can become a nuisance and potential health hazard to those living and working nearby.

Demolition and renovation of buildings can also generate PM10 and PM2.5 emissions. Off-road construction equipment is often diesel-powered and can be a substantial source of NOx emissions, in addition to PM10 and PM2.5 emissions. Worker commute trips and architectural coatings are dominant sources of ROG emissions. The BAAQMD CEQA Air Quality Guidelines do not identify plan level thresholds that apply to construction. Although construction activities at individual project sites are expected to occur during a relatively short time period, the combination of temporary dust from activities and diesel exhaust from construction equipment poses both a health and nuisance impact to nearby receptors. In addition, NOx emissions during grading and soil import/export for large projects may exceed the BAAQMD NOx emission thresholds. Adherence to the following General Plan policies would reduce this impact to a less-than-significant level by requiring all future development projects in the community comply with the current Bay

Area Air Quality Management District's measures to control particulate matter emissions during construction.

Additionally, implementation of the General Plan Update as well as implementation of the existing 1993 General Plan would result in long-term area and mobile source emissions from operation and use of subsequent development. Implementation of the General Plan Update could include stationary sources of pollutants that would be required to obtain permits to operate in compliance with BAAQMD rules. These sources include, but are not limited to, gasoline stations, dry cleaners, internal combustion engines, and surface coating operations. The permit process ensures that these sources would be equipped with the required emission controls and that, individually, these sources would result in a less than significant impact.

BAAQMD CEQA Air Quality Guidelines do not have thresholds related to direct and indirect regional criteria pollutant emissions resulting from plan implementation. The BAAQMD CEQA Air Quality Guidelines only require emissions computations for project-level analysis.

Increases in traffic caused by development under the General Plan Update without mitigation and as a result of "pass by" traffic, could increase local air pollutant levels. Carbon monoxide emissions from traffic would be the pollutant of greatest concern at the local level. Since 1998, carbon monoxide concentrations in the Bay Area region have remained below state and federal standards. Congested intersections with a large volume of traffic have the greatest potential to cause high, localized concentrations of carbon monoxide.

The BAAQMD CEQA Guidelines provide screening criteria to conservatively identify less-than-significant impacts of carbon monoxide from traffic. According to these guidelines, projects that would not increase traffic volumes at affected intersections to more than 44,000 vehicles per hour would have less-than-significant impacts. Since intersections in St. Helena all have traffic volumes well below this level, modeling is not necessary to identify this impact as less than significant.

Impact AQ-3. Approval and implementation of the General Plan Update without mitigation would increase the potential for community risk and hazards from air pollutants.

According to BAAQMD CEQA Guidelines, for a general plan to have a less-than-significant impact with respect to TACs, overlays or buffer zones should be established for existing and proposed land uses that would emit these air pollutants. Buffer zones to avoid exposure to substantial levels of air pollution (in the form of TACs) should be reflected in local plan policies, land use maps, and implementing ordinances. The plans should identify

goals, policies, and objectives to minimize potential impacts from these sources (including adopted risk reduction plan areas).

Stationary Sources

The City of St. Helena has some permitted stationary sources. These sources are located throughout the City, but mostly in commercial or semi-rural areas. The impact of these sources can only be addressed on a project-by-project basis, since impacts are generally localized. To assist lead agencies, BAAQMD has provided a database of permitted sources for each County. The database is contained in a Google Earth tool that allows a user to identify stationary sources within 1,000 feet of a receptor. The database can then be accessed through Google Earth to determine conservative screening levels of cancer risk, hazards, and PM_{2.5} concentrations. This allows many of the sources to be screened out of any additional analysis. Stationary sources that show the potential for significant community risk impacts after this first level of review are further analyzed by contacting BAAQMD for additional information and applying distance adjustment factors. A refined modeling analysis would be required if there are sources that still have potentially significant impacts after this level of review. A refined analysis would include dispersion modeling of the source using emissions and source information provided by BAAQMD. If the source still has significant community risk impacts following this level of effort, then risk reduction strategies would have to be implemented by the project on a case-by-case basis.

When siting new sensitive receptors, the BAAQMD Guidelines advise that lead agencies examine existing or future proposed sources of TAC and/or PM_{2.5} emissions that would adversely affect individuals within the planned project. New residences and sensitive receptors could be located near stationary sources of TACs located throughout the City, such as gasoline dispensing stations, and emergency back-up diesel generators. Without proper setbacks or mitigation measures, these sources could result in TAC levels that would be significant for new sensitive receptors.

Gasoline Stations

The Plan Bay Area DEIR² recommends a setback of 300 feet for large gasoline dispensing facilities (3.6 million gallons of throughput a year) and 50 feet for small facilities. This is consistent with CARB recommendations, which found that, except for the largest gasoline stations, health risks near

² Association of Bay Area Governments, Metropolitan Transportation Commission, 2013. *Draft Plan Bay Area Environmental Impact Report*. State Clearinghouse No. 2012062029. April.

gasoline stations should have cancer risks of less than 10 in one million at distances beyond 50 feet. No large volume gasoline stations are located in St. Helena.

Dry Cleaning Facilities

Perchloroethylene (Perc) is the solvent used commonly in past dry cleaning operations. Perc is a TAC because it has the potential to cause cancer. In 2005, CARB recommended setbacks of 300 feet between dry cleaning facilities that emit Perc and sensitive land uses. Since then, CARB has enacted new rules to substantially reduce Perc emissions and phase out the use of TACs in dry cleaning by 2023. Most of these operations have phased out TAC use and are no longer considered TAC sources. Dry cleaning operations are not considered a long-term TAC source that leads to excess cancer risk in this assessment.

Emergency Back-Up Generators

Electricity generators that are powered by diesel engines are common in the Bay Area. They are typically located at facilities where uninterrupted electricity is necessary. Common facilities include fire and police stations, hospital or medical treatment facilities, pump stations, schools, offices, and data centers. Diesel engines powering these generators are regulated by BAAQMD and CARB. CARB has established strict emissions limits and operating restrictions for engines larger than 50 horsepower. BAAQMD has developed criteria (Regulation 2 Rule 5) for approval of projects with new or modified emission sources of TACs. As a result, all new engines have very localized impacts and would not be permitted if they would cause significant cancer risks or hazards. Existing engines are only permitted to operate for a maximum of 50 hours per year for maintenance or routine testing.

Specific stationary sources in the Plan Area were identified using BAAQMD's *Stationary Source Screening Analysis Tool*, as described above. The BAAQMD data provide the screening risk, hazard and PM_{2.5} concentration levels associated with each source. Table 4.D-4 identifies the approximate setback distances from stationary sources that have potentially significant impacts using the screening data provided by BAAQMD and the *Risk and Hazards Emissions Screening Calculator (Beta Version)* tool. However, refined analysis of the effects from these sources through emissions and dispersion modeling would likely show lower TAC exposure.

**Table 4.D-4.
Approximate Screening Setback Distances for Stationary TAC Sources**

Source	Distance in Feet to Cancer Risk Threshold	Distance in Feet to PM _{2.5} Threshold
Pacific Bell, generator, Plant 13512 1240 Oak Avenue	175	<10
Nella Oil, Gasoline Station Plant G10941 800 Saint Helena Way	100	0
Saint Helena Chevron, Gasoline Station, Plant G11858 1400 Main Street	170	0
St Helena Petroleum, Gasoline Station Plant G8851 1153 main Street	140	0

Note that sources 18818, 3870, 16852, 12215, 9167 are not included since screening risk levels are 0 or well below thresholds, such that there is no screening distance. Source 7407 is not a source of TAC or PM_{2.5} emissions.
na = not applicable
Source: Illingworth & Rodkin, 2016

Highway and Roadway Traffic

The BAAQMD *Highway Screening Analysis Tool* and the *Roadway Screening Analysis Calculator* were used to predict screening distances along busy roadways in St. Helena in terms of cancer risk and PM_{2.5} exposure. Table 4.D-5 identifies the approximate setback distances from highway sources that have potentially significant impacts, using the data provided by BAAQMD. However, refined analysis of the effects from these sources through emissions and dispersion modeling would likely show lower TAC exposure.

**Table 4.D-5.
Screening Setback Distances for Roadway TAC Sources**

Source	Distance in Feet to Cancer Risk Threshold	Distance in Feet to PM _{2.5} Threshold
Highway 29	75	<10
Silverado Trail (assumed ADT of 12,000)	40	<10

Source: Illingworth & Rodkin, 2016

Summary of Operational Community Risk Impacts

The General Plan Update would allow growth of new residential land uses that would be sensitive receptors and new non-residential land uses that are a potential for new emissions sources. Typically, these sources would be evaluated through the BAAQMD permit process or the CEQA process to identify and mitigate any significant exposures. However, some sources that

would not undergo such a review, such as truck loading docks or truck parking areas, may have the potential to cause significant increases in TAC exposure. This impact would be potentially significant.

Temporary Construction Community Risk

Implementation of the General Plan Update would result in the potential construction of a variety of projects. This construction would result in short-term emissions of DPM, a TAC. Construction would result in the generation of DPM emissions from the use of off-road diesel equipment required for site grading and excavation, paving, and other construction activities. The amount to which the receptors are exposed (a function of concentration and duration of exposure) is the primary factor used to determine health risk (i.e., potential exposure to TAC emission levels that exceed applicable standards). Health-related risks associated with diesel-exhaust emissions are primarily linked to long-term exposure and the associated risk of contracting cancer. The calculation of cancer risk associated with exposure to TACs is typically based on a long-term exposure (e.g., 30- or 70-year period). The use of diesel-powered construction equipment, however, would be temporary and episodic and would occur over a relatively large area. Cancer risk and PM_{2.5} exposure would have to be analyzed through project-level analysis to identify the potential for significant impacts and measures to reduce those impacts to less than significant. Health risks associated with temporary construction would, therefore, be considered potentially significant.

Impact AQ-4. Implementation of the General Plan Update would not cause odors that would result in frequent complaints.

The BAAQMD CEQA Guidelines provide project screening trigger levels for potential odor sources. To avoid significant impacts, the BAAMQD CEQA Guidelines recommend that buffer zones to avoid adverse impacts from odors should be reflected in local plan policies and land use maps.

There are no identified sources of odors that result in frequent odor complaints in St. Helena. However, localized odor sources could create complaints if sensitive receptors are placed in close proximity. An example would be new residences built next to a restaurant or coffee shop that has on-site coffee roasting. This type of conflict can result in odor complaints that could be avoided during project planning.

The proposed General Plan Update includes Implementing Action PS1.K to provide buffers. to reduce potential odor impacts to a less-than-significant level.

References – Air Quality

Bay Area Air Quality Management District (BAAQMD). No date. Bay Area Air Pollution Summaries for 2012 through 2014 available at <http://www.baaqmd.gov/about-air-quality/air-quality-summaries>. Accessed December 30, 2015.

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California Air Resources Board (CARB). iADAM Air Quality Statistics, see <http://www.arb.ca.gov/adam>, accessed December 30, 2016

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