2.0 LAND USE AND GROWTH MANAGEMENT
2.0 LAND USE AND GROWTH MANAGEMENT ELEMENT

2.1 PURPOSE OF THE ELEMENT

The Land Use and Growth Management Element is the central element of the General Plan in that it addresses the relationship between all land uses within the St. Helena planning area. The policies contained in the Land Use and Growth Management Element provide a basis for and are intended to be consistent with the policies set forth in the other eight elements. The Element consists of text, policies and the General Plan Land Use Map, which together describe the planned location, amount, and intensity of all uses within the planning area. The General Plan Land Use Map is shown in Figure 2-1.

The text and policies in the element need to be considered in conjunction with the Land Use Map to understand the City's intentions for future growth and conservation within the community. The policies are intentionally general in nature to provide flexibility in guiding future development throughout the community. The Land Use Map complements the land use policies by graphically illustrating the City's desired, long-term land use pattern.

2.2 LAND USE CHARACTER AND GROWTH ISSUES

Character

As of 1990, St. Helena was a community with 4,990 residents. The 3,055 acres within the incorporated limits of the City consists of roughly 1,500 acres of urbanized area and 1,420 acres of undeveloped agricultural lands. Within the urbanized area, residential designations comprise approximately 684 acres (22%), commercial and business designations comprise approximately 169 acres (6%), and public and quasi-public designations comprise 135 acres (4%). Table 2-1 shows the acreage breakdown for the City by general land use category. Commercial uses in St. Helena are primarily service oriented. Aside from the wine industry, there is little industrial development in the City. There are four active wineries within the City, and approximately 1,400 acres are planted with vineyards.

The City's development pattern is relatively compact, with commercial development and wineries concentrated along the Highway 29 corridor, and residential development radiating out from the Central Business District which lies along Highway 29 (Main Street) between Sulphur Springs Creek and Pine Street. The majority of the residential development is located west of Main Street and north of Sulphur Springs Creek. Agricultural lands surround the urban area on the valley floor, and very low density residential development is beginning to occupy the wooded hillsides that frame the valley on the east and west.

Issues

St. Helena's character is a function of three factors: its location in a rural agricultural valley; the Valley's renown as a world-class wine-making region; and the City's proximity
to a major metropolitan area. Because of these three factors, the forces that influence St. Helena's growth and character are more complex than one would normally expect for a small agriculturally-oriented community.

### Table 2-1

<table>
<thead>
<tr>
<th>Land Use Designation</th>
<th>Total Acreage</th>
<th>Percentage of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Low Density</td>
<td>135</td>
<td></td>
</tr>
<tr>
<td>Medium Density</td>
<td>462</td>
<td></td>
</tr>
<tr>
<td>Higher Density</td>
<td>87</td>
<td></td>
</tr>
<tr>
<td><strong>Subtotal:</strong></td>
<td><strong>684</strong></td>
<td><strong>22%</strong></td>
</tr>
<tr>
<td>Commercial</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Central Business</td>
<td>18</td>
<td></td>
</tr>
<tr>
<td>Local-Serving</td>
<td>36</td>
<td></td>
</tr>
<tr>
<td>Service Commercial</td>
<td>33</td>
<td></td>
</tr>
<tr>
<td><strong>Subtotal:</strong></td>
<td><strong>87</strong></td>
<td><strong>3%</strong></td>
</tr>
<tr>
<td>Business and Professional Office</td>
<td>19</td>
<td><strong>1%</strong></td>
</tr>
<tr>
<td>Industrial</td>
<td>63</td>
<td><strong>2%</strong></td>
</tr>
<tr>
<td>Public/Quasi-Public</td>
<td>135</td>
<td><strong>4%</strong></td>
</tr>
<tr>
<td>Parks and Recreation</td>
<td>46</td>
<td><strong>2%</strong></td>
</tr>
<tr>
<td>Woodland and Watershed</td>
<td>467</td>
<td><strong>15%</strong></td>
</tr>
<tr>
<td>Agriculture</td>
<td>1,420</td>
<td><strong>47%</strong></td>
</tr>
<tr>
<td>Open Space</td>
<td>133²</td>
<td><strong>4%</strong></td>
</tr>
<tr>
<td><strong>TOTAL:</strong></td>
<td><strong>3,055</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

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1. All calculations are based planimeter measurements, and have been rounded off to the nearest whole acre.

2. This figure is a very rough estimate. It assumes 55 acres for the Sulphur Springs Creek channel, and 34,000 linear feet of creek corridor with an average width of 100 feet.
General Plan
Land Use Map - Core Area

This map depicts the land use categories adopted in conjunction with the 1993 St. Helena General Plan. This is a general representation map which does not depict revisions since 1993 and should not be used for exact boundary designations. Please contact the St. Helena Planning Department at 963-2741 to confirm the land use category of a parcel.

Figure 2-2
St. Helena
General Plan Update
Wallace Roberts & Todd
Historically, the City developed as a service center for the agricultural industry in the Upper Napa Valley. While the community still sees itself as an agricultural service center, the change in the agricultural base over the past three decades from a locally-important farming area to a world-class viticultural center has significantly altered the economic and social climate in the Upper Valley. The land use implications of this change include significant increases in land values for both agricultural and urbanized land; substantial increases in agricultural land planted in vineyards, proliferation of wineries and viticultural-related services; rapid increases in visitor/tourist-serving uses; demand for vacation/second homes; and a general increase in growth pressures.

The increasing pressures to grow caused serious concern in the community and resulted in the City adopting a Residential Growth Management System in the late 1970's. Public workshops and a telephone survey conducted for the General Plan update indicate that concern about the rate of growth is still the principal land use issue in the community. The community is generally concerned that if the City is allowed to grow unchecked that the charm and beauty that has developed over the last century could be lost; that traffic conditions, which are already bad at times, could seriously deteriorate; and that limited water supplies may not be adequate to accommodate a larger population. In addition, continued growth could begin to adversely affect the viability of vineyard operations within the City. Expansion of the urban area to accommodate growth would not only irreversibly alter prime agricultural land, but could impede agricultural practices because of nuisance conflicts with nearby residents.

Next to growth, the land use issue of most concern to the City is how to maintain St. Helena's small-town character in the face of pressures from regional tourism. The community is concerned that the City remain a viable living/working community, and not become a tourist-dependent, winery-related theme park/destination. Sentiment is strong in the community that primarily tourist-serving uses need to be regulated in terms of number and location.

2.3 LAND USE CLASSIFICATIONS

The thirteen (13) land use designations shown on the Land Use Map are defined below. Each designation indicates the general nature of land uses that are intended to occur in specific locations. The land use designations have the force of General Plan policy. Future projects which do not conform to the land use designations in the Land Use Map must receive a General Plan amendment to an appropriate designation before the project can be approved by the City Council. Each designation is necessarily broad to permit flexibility. The City's Zoning Ordinance further defines land use types and development standards within each designation. In some instances, more than one zoning district may be consistent with the overlying General Plan land use designation.

Consistent with State law (Government Code Section 65302 (a)), the standards for development intensity are identified for each designation. Development intensity for residential designations is expressed in terms of dwelling units per gross acre. Development intensities for non-residential designations are expressed in terms of Floor Area Ratio (FAR). "Floor Area Ratio" is the gross floor area of structures on a site.
divided by the net site area, expressed in decimals to one or two places (e.g., an FAR of 1.0 will allow 10,000 square feet of building space on a 10,000 square foot net site). The intensity standards define maximum levels of development permitted. These maximum levels do not establish entitlement to a specific level of dwelling units or amount of floor area. Maximum levels of development will only be permitted if attainable while conforming to all other City policies and development standards.

RESIDENTIAL

Low Density Residential (LDR)

The LDR designation provides for single-family detached homes, secondary residential units, limited agricultural uses, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 1.0 to 5.0 units per gross acre. The LDR designation is applied to limited areas of the City where large, residentially-subdivided parcels already exist, particularly near the City’s perimeter. The LDR designation is not intended for the more central areas of the community, where the lower densities would be inconsistent with historic development patterns.

Medium Density Residential (MDR)

The MDR designation provides for single-family detached and attached homes, secondary residential units, public and semi-public uses, and similar and compatible uses. Residential densities shall be in the range of 5.1 to 12.0 dwelling units per gross acre. The MDR designation is the predominant residential designation, occurring throughout large areas of the City. The wide distribution of this designation is intended to maintain a development pattern in newly developing areas that is consistent with historic development patterns.

Higher Density Residential (HDR)

The HDR designation provides for single-family and multi-family residential units, group quarters, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 12.1 to 20.0 dwelling units per gross acre.

COMMERCIAL

Central Business (CB)

The CB designation provides for retail, personal service uses, offices, restaurants, hotels/motels, service stations, public and quasi-public uses, and similar and compatible uses that serve local residents and the surrounding area. Emphasis is on pedestrian-oriented retail and service uses on ground floor level, with office uses on the upper levels. Residential uses in this designation can be considered for upper floor areas, subject to discretionary review and approval. The intent is for the CB district to remain primarily local resident serving in character. New uses which serve both local residents and tourists will be allowed. Uses which are primarily tourist-serving are not permitted. The maximum allowable FAR in the CB district is 2.00, with off-site parking.
The Central Business District generally extends from Sulphur Springs Creek north along Main Street to midway between Adams Street and Pine Street, and west to Oak Street and easterly along the north side of Adams Street.

Service Commercial (SC)

The SC designation provides for service and retail uses, restaurants, service stations, motels, public and quasi-public uses, and similar and compatible uses. The designation is intended primarily for service and retail uses that are automobile-oriented or whose operational characteristics and space needs are not considered appropriate for the Central Business District. The intent is for the SC district to be primarily local resident serving in character. Strictly tourist-serving retail uses are prohibited within this designation. Maximum FAR in the SC district is 0.50.

The SC designation includes areas fronting on Highway 29 south of Sulphur Springs Creek.

Business and Professional Office (BPO)

The BPO designation provides for professional and administrative offices, medical and dental offices, laboratories, financial institutions, public and quasi-public uses, and similar and compatible uses. Residential uses in this designation can be considered for upper floor areas, subject to discretionary review and approval. The FAR shall not exceed 0.50. The BPO designation is distributed throughout the central portion of the City along the fringes of the commercial area, where it provides a compatible transition use between commercial and residential areas.

Industrial (I)

The I designation provides for industrial parks, warehouses, light manufacturing, auto and farm related equipment sales and repairs, viticulture support services, and similar and compatible uses. The FAR shall not exceed 0.50. This designation is found in two places: an area along Sulphur Springs Creek between Highway 29 and Valleyview Street, and an area east of Highway 29 and south of Mills Lane. An Urban Reserve Area is designated to the east of the existing industrial area south of Dowdell Lane for future expansion of the industrial area.

OTHER

Woodland and Watershed (WW)

The WW designation provides for very low density residential development within the context of the protection of wildlife, vegetation, open space, and watershed resources. Minimum parcel size is 5 acres. This designation is applied to areas in the hilly eastern- and western-most portions of the City. The intent is to accommodate low-density, estate type development on the steep, heavily wooded slopes on either side of the valley that are less suitable for agricultural use, rather than permitting such uses to continue to occupy prime vineyard lands.
Agriculture (AG) Land Use & Growth Management

The AG designation provides for agricultural uses, wineries, single-family residences, and public and quasi-public uses. Within the Agricultural Preserve Zoning District one residential unit per legal lot is permitted; new lots must have a minimum area of 40 acres. Within the A-20 and Winery Zoning Districts residential uses are permitted at a ratio of one (1) dwelling unit per 5 acres provided that after the first unit, any additional units would be restricted to parcels 0.5 acres or less in area; new lots must have a minimum area of 20 acres. The AG designation is applied to extensive areas of the valley floor that surround the urban core area. With the exception of those hillside areas designated WW, all lands outside the Urban Limit Line are designated AG regardless of their size or actual use. (Rev. 4/95)

Public/Quasi-Public (PQP)

The PQP designation provides for government-owned facilities, public and private schools, and quasi-public uses such as churches and the cemetery. The maximum FAR for the PQP district is 0.50. The PQP designation occurs throughout the City, and includes City Hall, the City library, all of the public schools (including a future elementary school site and the Napa Community College site), all of the churches, the cemetery, and the wastewater treatment plant.

Parks and Recreation (PR)

The PR designation provides for public parklands whose primary purpose is public recreation. The PR designation is applied to existing public parks, ranging from active sports parks like Crane Park to more passive, open space-oriented parks such as Stonebridge Park, and to proposed park sites. Proposed park sites include the Lower Reservoir and three sites along Sulphur Creek: 1) along the west side of Main Street at the Sulphur Springs bridge; 2) between the creek and Pope Street north of the intersection with Mariposa Lane; and 3) along the Napa River south of Pope Street.

Open Space (OS)

The OS designation provides for natural open space areas that are devoted to the preservation of natural resources, the managed production of resources, outdoor recreation, or public health and safety. Areas designated for open space are all associated with stream corridors that pass through or adjacent to the City including: the Napa River, Sulphur Springs Creek, York Creek, and Spring Creek.

2.4 URBAN LIMIT LINE AND URBAN RESERVE

The Land Use Map shows the incorporated City consisting of two distinct areas, a predominantly developed urban core area and a minimally developed rural, agricultural area around the periphery. The Urban Limit Line is a parcel-specific boundary that defines the outer edge of the Urban Service Area, marking the limit of where urban development is permitted. The intent of the Urban Limit Line is to discourage urban sprawl by containing urban development within a limited area during the planning period 1993-2010. Figure 2-3 shows the location of the Urban Limit Line.
The Plan has been developed with enough developable land designated within the Urban Service Area to both accommodate projected growth and maintain a competitive real estate market during the planning period. However, given the long-term nature of the General Plan and the potential for unforeseen circumstances, the Plan anticipates the potential need to expand the urban area by identifying Urban Reserve areas. These areas can be considered for urban development after other urban sections of St. Helena are built-up or largely so, and additional land is needed in the Upper Valley for urban uses. The Urban Reserve Areas, which are contiguous with the existing urban area (see Figure 2-3), have been carefully located to ensure that urban development would maintain the compact development pattern desired by the community and to encourage balanced growth.

Urban Reserve lands are all designated AG and are expected to remain in agricultural uses or undeveloped for the planning period, or at least for many years. Zoning in the Urban Reserve Areas will be the same as in other areas designated for agriculture. Figure 2-3 does give an underlying land use designation for each Urban Reserve Area to indicate the intention of the City regarding future uses of reserve areas. The ultimate designation (residential, commercial, or industrial) of any specific Urban Reserve lands will be determined by the City Council at the time of incorporation within the Urban Service Area, and will depend upon many factors including:

- compatibility with existing or proposed surrounding uses,
- the availability of services,
- demand for the proposed uses,
- the availability of other suitable areas, and
- agricultural resource value of the land.

Locational suitability and timing will be considered when considering changes to the Urban Limit Line. Requests for expansion of the Urban Service Area shall be considered in logical groupings that reflect the best long-term interests of the City, and shall not be considered in a piecemeal, parcel-by-parcel manner or in a manner that would permit non-contiguous, i.e., "leap-frog", development.

2.5 GENERAL PLAN HOLDING CAPACITY

The holding capacity of the City refers to the ultimate size of the community if all land uses shown in the General Plan map were developed according to their current land use designations. Size in this instance does not refer to physical area, but instead refers to dwelling units, resident population, building area, and jobs. In calculating the holding capacity for the City, the emphasis has been placed on the Urban Service Area defined by the Urban Limit Line. Being the only area in which urban development can occur, it represents the only area for which ultimate development potential can be reasonably projected. The holding capacity of agricultural areas outside the Urban Limit Line is very limited under current designations, but can change if annexed into the Urban Service Area.
Figure 2-4 shows the developable land within the Urban Service Area. The Urban Service Area has 663 acres designated for residential uses. If all of this residential land were developed, it is estimated that St. Helena would contain approximately 3,432 housing units, which would support a residential population of roughly 7,450 persons. This holding capacity estimate assumes current development, plus development of vacant residential lands at average densities (Table 2-2), and an average household size of 2.31 persons per household.

It is important to note that the residential holding capacity of the Urban Service Area is different from its growth potential during the planning period. Residential growth is controlled by the City's Residential Growth Management System which restricts growth to 17 dwelling units per year. Assuming this rate of growth is sustained for the planning period, the population in the year 2010 would be approximately 6,389 (Table 2-2).

The Urban Service Area has 147 acres designated for employment-generating commercial, office, and industrial uses. Development of all land designated for commercial, office and industrial uses would result in approximately 1.88 million square feet of building floor area, enough to support about 3,605 jobs. This holding capacity estimate assumes that employment generating uses are built at average densities (Table 2-2), and employment densities will approximate current levels.

Unlike residential development, employment-generating uses are not directly subject to growth management controls, although the effects of employment growth, such as traffic, noise and air quality, are monitored and subject to adopted performance standards. The Association of Bay Area Governments (ABAG) estimates that the number of jobs in St. Helena will increase from its 1990 level of 4,546 to 5,100 in 2010, an average annual increase of 0.61%.
<table>
<thead>
<tr>
<th>Land Use</th>
<th>Existing Development (1/1/92)</th>
<th>Developable Land (Gross ac.)</th>
<th>New Development Potential</th>
<th>Total Holding Capacity</th>
<th>Projected 2010 Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Single-Family</td>
<td>1,695 du</td>
<td>326.9 ac</td>
<td>728 du</td>
<td>2,423 du</td>
<td>2857 du 658 persons</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>717 du</td>
<td>32.5 ac</td>
<td>292 du</td>
<td>1,009 du</td>
<td>114 du 263 persons</td>
</tr>
<tr>
<td>TOTAL:</td>
<td>2,412 du</td>
<td>359.4 ac</td>
<td>1,020 du</td>
<td>3,432 du</td>
<td>399 du 921 persons</td>
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<tr>
<td>Non-Residential</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial</td>
<td>954,800 sf</td>
<td>20.4 ac</td>
<td>266,587 sf</td>
<td>1,221,387 sf</td>
<td>175,973 sf 352 employees (@ 1/500 sq ft)</td>
</tr>
<tr>
<td>Office</td>
<td>145,840 sf</td>
<td>4.4 ac</td>
<td>95,832 sf</td>
<td>241,672 sf</td>
<td>26,879 sf 92 employees (@ 1/290 sq ft)</td>
</tr>
<tr>
<td>Industrial</td>
<td>373,320 sf</td>
<td>3.0 ac</td>
<td>39,204 sf</td>
<td>412,524 sf</td>
<td>68,804 sf 116 employees (@ 1/590 sq ft)</td>
</tr>
<tr>
<td>TOTAL:</td>
<td>1,475,960 sf</td>
<td>27.8 ac</td>
<td>401,623 sf</td>
<td>1,875,583 sf</td>
<td>271,656 sf 560 employees</td>
</tr>
</tbody>
</table>

5 Represents a rough estimation of vacant or underutilized land based on interpretation of aerial photographs.

4 Represents development potential based on approved and proposed projects and on gross acreage and assumed mid-range development intensity.

6 Represents the total of the existing development and the mid-range estimate of future development.

7 This total includes 193.3 acres of Woodlands and Watershed designated land with a development potential for 28 d.u.s.

7 Housing numbers are based on an annual growth rate of 17 d.u. plus adjustments for previously exempted units.

8 Based on 1992 field survey estimates. The figures are not precise calculations.

9 Non-residential growth assumes a rate of 1% per year.
2.6 GOALS AND POLICIES

GROWTH MANAGEMENT

Growth continues to be one of, if not the primary issue facing St. Helena according to input from the community. Since the early 1970's when the City experienced a dramatic increase in growth pressures, the community has strongly supported a policy of deliberate slow growth in order to protect the fragile charm and beauty of the City, to ensure that natural resources such as water supply and prime agricultural land are not lost or overused, and to ensure that adequate public services such as schools and sewers can be provided. In addition to regulating the rate of growth, the City will also control where growth can occur by establishing an Urban Service Area.

Urban Service Area

In order to protect the City's agriculture and its historic small town character, the General Plan restricts new development to a well-defined Urban Service Area surrounded by agriculturally-designated land. The Urban Service Area includes enough developable land to accommodate projected growth, while maintaining competitive land values. The distribution of developable land within the Urban Service Area has been balanced to ensure a rational and compact development pattern at buildout.

Guiding Policies

2.6.1 New development should be required to occur in a logical and orderly manner within well-defined boundaries, and be consistent with the ability to provide urban services.

2.6.2 Urban development shall be allowed to occur only within the Urban Service Area during the time frame of the General Plan.

2.6.3 Urban services such as sewer, water, and storm drainage will only be extended to development within the Urban Service Area. Exceptions will be permitted when undue hardship can be demonstrated, and proposed improvements are not found to be growth inducing.

2.6.4 Permit infill development and higher densities within currently developed areas wherever possible to minimize and postpone the need for expansion of the Urban Service Area.

2.6.5 Encourage the continuation of agricultural and low-intensity uses adjacent to the Urban Limit Line.

Implementing Policies

2.6.6 Limit the amount of land designated for urban uses to those areas that can reasonably be predicted to be developed over the life of the plan. Areas
not projected for urban development within the life of the plan shall be designated for agricultural or other non-urban uses.

2.6.7 Expansion of the Urban Service Area should only be considered when the amount of developable land within the Urban Limit Line is insufficient to implement General Plan Policies.

2.6.8 Urban Service Area expansion should only occur in the designated Urban Reserve Areas. Expansion into non-Urban Reserve areas 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.

Residential Growth Management

The attractiveness of the Napa Valley has resulted in significant increases in land values that have adversely affected the type of housing that is developed and its affordability. The combination of land costs, construction costs, and a limited housing supply has resulted in housing costs that preclude the provision of low or moderate income housing that is affordable to many who work in St. Helena's agricultural and service industries. Conditions are such that, without government assistance, the percentage of those who can afford to both live and work in the community would in all likelihood continue to decline.

Since 1986, the City's Residential Growth Management System has been the mechanism for monitoring and regulating the City's growth rate, specifically the rate of new residential development. In addition to maintaining a deliberate rate of growth, the Growth Management System has also been designed to:

- Ensure that the diverse housing needs of the community are met,
- Direct the development of new housing to appropriate areas, and
- Ensure adequate public facilities and the efficient provision of public services.

Guiding Policies

2.6.9 Limit the approval of new residential development to a maximum rate of 17 dwelling units per year.

2.6.10 Maintain a cap on residential development of 2,850 total dwelling units citywide by the year 2010. The total number of dwelling units shall not be construed as a goal, but shall be an absolute maximum allowable number.
Implementing Policies

2.6.11 Adjust the Residential Growth Management System that regulates the issuance of building permits as necessary to ensure the Year 2010 dwelling unit count does not exceed 2,850 dwelling units.

2.6.12 Establish a housing inventory based on the 1990 Census, that allows the City to track the status of residential growth.

2.6.13 Review the City’s housing needs annually to reassess housing priorities for the subsequent year.

RESIDENTIAL

St. Helena provides a very attractive residential environment. A number of factors including the City’s: central location in the Napa Valley, good climate, scenic rural setting, small town ambience, and historic residential architecture, have all contributed to keeping residential demand strong over the years. The character of the residential neighborhoods vary in different parts of the community, but the older residential area west of the Central Business district is the image most people associate with St. Helena. Characterized by a compact pattern of one and two-story homes along a grid of quiet tree-lined streets, this area epitomizes the rural small-town character that the community wishes to preserve. More recently developed areas that have been developed using more typical suburban standards, tend to lack the charm of the older areas. Older areas east of the CBD have many attractive older homes and rural characteristics, but these areas have been developed in a more dispersed pattern that lacks the unity and identity that characterizes the west side of town.

In response to the community’s desire to protect agricultural lands and enhance community character, while still meeting the demand for new housing, City policy encourages a compact development pattern that emulates the character of the historic west side neighborhoods. This approach emphasizes a more efficient use of land through infill development and slightly higher densities. To address the housing needs of the community, residential land use policies encourage development of a broader range of unit types, sizes and costs that is more consistent with the economic and social profile of the community. The residential land use policies in this section should be considered in conjunction with policies and programs in the Housing Element, which addresses in more detail the housing need and the City’s program to preserve and expand the supply of housing.

Guiding Policies

2.6.14 Encourage a mix of housing types and price ranges to allow choice for current and future generations of St. Helenans.
2.6.15 Encourage new residential development in all density ranges that is consistent with scale and character of the older residential districts of the City, particularly the neighborhoods west of Main Street.

2.6.16 Encourage the development of higher density housing in areas near the center of town and close to recreation and services.

2.6.17 Minimize situations where new residential development will block public view of surrounding vineyards.

2.6.18 Minimize large lot development (one dwelling unit per acre or less), except where this scale of development would not threaten retention of vineyards, inefficiently utilize land, or physically separate the community from the surrounding vineyards.

2.6.19 Permit higher density housing in single family neighborhoods as long as the development character of the single family area is maintained (i.e., lot widths, orientation to street, building heights, etc.).

2.6.20 Encourage the subdivision and development of larger parcels (3 acres or more) as "planned unit developments" to ensure a more comprehensive and creative approach to planning the development as a single unit.

The "planned unit development" approach provides developers with greater design flexibility while ensuring the City adequate design review. The intent is to create developments that complement existing community character. The City will favor planned unit developments that provide generous amounts of open space, covered parking, the separation of pedestrian and vehicle traffic, and on larger tracts, a variety of housing types: single-family detached, duplex, and multi-family dwellings, in one and two-story structures.

2.6.21 Require new residential projects to be designed to facilitate non-automobile modes of travel (i.e., walking, biking, transit, etc.).

Implementing Policies

2.6.22 Revise residential zoning consistent with General Plan land use map and designations.

2.6.23 Revise zoning standards to encourage:

- a variety of lot widths and sizes such as found in the older areas of town

- garages at the rear of lots rather than on the street
Land Use & Growth Management

- lot coverage that is consistent with the scale of historic and older areas
- planting of street trees
- setbacks, building massing and configuration consistent with older parts of town

2.6.24 Require residential developers to contribute toward the provision of community facilities and services (e.g., recreation facilities and programs, educational facilities, traffic and transportation facilities and services) consistent with State law requiring a nexus between project impacts and required mitigation.

RETAIL AND COMMERCIAL SERVICES

St. Helena has developed over the years as a rural agricultural center whose economy is based primarily on agriculture, particularly wine grape growing and wine-making. Retail and service commercial uses in the City traditionally provided goods and services to residents of the City and the surrounding North Valley area. However, as the wine industry in the Valley has matured the growing number of tourists visiting the Valley and its wineries has generated increasing numbers of commercial uses that cater primarily to visitors rather than residents.

In general, community reaction has been strongly opposed to this change in the commercial composition of the community. While recognizing the economic benefits that the influx of tourist-serving uses provides the City, the community generally feels the cost in community character and quality of life is too high. The demand for prime commercial space generated by the tourist-serving commercial uses has driven rents up in the downtown area, resulting in the displacement of local-serving uses and the elimination of important services to local residents.

Commercial development in St. Helena has historically been divided into two clearly defined geographic areas. The Central Business District (CBD), which is the heart of the City's historic commercial district, extends north from Sulphur Springs Creek to Pine Street, and from Oak Street on the west to beyond the railroad tracks on the east. The CBD includes a mixture of local- and tourist-serving uses, but in recent years has experienced an increasing number of uses which are both tourist- and local-serving. The second area extends south along Highway 29 from the creek to the City limits. Commercial development in this area generally fronts directly on Highway 29, and includes uses that are more automobile-oriented than those in the CBD, including both local- and tourist-serving uses.

Community sentiment is clearly in favor of maintaining and encouraging local serving businesses in the downtown area, and in all commercial areas in general. Although "local-serving" is difficult to precisely define, there are a number of attributes which distinguish businesses which serve the community from those which primarily accommodate tourist and other outside interests. Local-serving businesses are considered to be those that derive a significant portion of their revenues from St. Helena residents,
and which provide services and products which satisfy local residents' day-to-day needs. They are those businesses for which a majority of the shoppers are regular repeat customers from the community.

Local-serving businesses are of a smaller scale commensurate with the needs of the community. The number of any particular type of business is generally not greater than that required by the community. The nature of the goods and services are such that necessities are emphasized over novelty. Non-local serving or tourist serving uses, on the other hand, are those which would generally not be in St. Helena if it were not for the presence of visitors. Tourist serving business use is generally characterized by a redundancy in merchandise from store to store with goods sold being substantially similar to such goods sold in other major destination points. Some in the community have been in favor of controlling commercial growth in a manner and at a rate similar to policies controlling residential growth.

In addition to the regulatory type of commercial activity that occurs in St. Helena, the community is also concerned about the physical character of the two commercial areas. North of the bridge, the compact scale and historic character of the CBD establish a strong identity for the downtown as an attractive shopping district. In the CBD, the emphasis is on preserving the historic character and pedestrian scale, and then, where possible, extending those characteristics to adjoining commercial areas. South of the bridge, where commercial development embodies the characteristics more typical of auto-oriented, strip commercial development, the principal concern is encouraging the renovation and redevelopment of commercial sites to create a more attractive southern entrance to the City and a more vital and inviting commercial environment for localserving retail.

The commercial land use policies should be read in conjunction with the policies in the Tourism Management and Community Design Elements when considering the physical form and character of the City's commercial areas.

**Guiding Policies**

2.6.25 Designate only as much land area for service and commercial uses as is sufficient and necessary to maintain St. Helena's historic role as a commercial center providing supplies and services to the surrounding area, and avoid the speculative expansion of commercial areas beyond the needs of the St. Helena community and its surrounding service area.

2.6.26 Designate sufficient acreage to accommodate needed local-serving commercial uses within the community.

2.6.27 Prohibit commercial uses that are primarily tourist-serving in nature, and that are inconsistent with the community image of St. Helena.
2.6.28 Maintain the pedestrian-oriented character of the Central Business District and provide for convenient pedestrian connections to encourage walking and reduce vehicle trips within the commercial core area.

2.6.29 Minimize the strip commercial appearance of the area south of the bridge by encouraging the redevelopment of underutilized parcels and poorly designed developments, and by maintaining open space corridors extending from the highway to the east and west as shown on the Land Use Map.

2.6.30 Protect historic resources in the commercial areas, and encourage their rehabilitation and re-use.

2.6.31 Require the design of all new commercial development to be compatible with and complementary to the image and character of the historic Main Street area.

2.6.32 Work with the County of Napa to establish a procedure for review of land use and design changes for projects in the unincorporated areas at the City's gateways.

2.6.33 Provide sufficient parking to serve the needs of residents in proximity to commercial destinations.

2.6.34 Prohibit further expansion of commercial development on the west side of Oak Avenue and westerly therefrom north of Mitchell or on the east side of Oak Avenue north of Adams Street.

2.6.35 Maintain the Central Business District as the City's social/cultural core, and the primary center of retail business.

2.6.36 Limit the expansion of commercial development to the areas immediately east and south of the Central Business District.

2.6.37 Prohibit retail commercial zoning on Main Street north of Pine Street.

2.6.38 Encourage primarily local serving businesses in the CB and SC designated areas.

2.6.39 All retail businesses shall conform to a scale commensurate and compatible with the small town character of St. Helena.

Implementing Policies

2.6.40 Rezone all commercially-designated properties in the General Plan Land Use Map with the appropriate commercial zoning district.
2.6.41 Establish an inventory of all non-residential uses in the City and a program for monitoring future non-residential development.

2.6.42 Allow only businesses which are primarily local-serving within all commercial areas. Exclude all fast food restaurants, outlet and discount type stores as well as large retail businesses whose consumer base requires a population larger than St. Helena and its vicinity. For purposes of the General Plan, "vicinity" shall be defined as the surrounding agricultural area for which St. Helena has historically provided goods and services.

2.6.43 In order to ensure the compatible integration of new commercial and residential development with existing development, require the preparation of Specific Plans for the areas designated in Figure 2-5. The contents of each Specific Plan will include, but not be limited to, the type, quantity, and distribution of land uses; development standards; circulation and infrastructure plans; a financing program; an implementation plan; and any other statutory requirements for Specific Plans as set forth by Government Code. A Site Development Plan may be proposed for a particular parcel within a Specific Plan area in lieu of a Specific Plan for the entire Specific Plan Area. Prior to processing of a Site Development Plan the City shall determine the infrastructure elements within the Specific Plan Areas to be analyzed in conjunction with the review of the Site Development Plan.

2.6.44 No new development will be approved within the designated Specific Plan areas until a Specific Plan or a site development plan for a parcel or parcels in lieu of a Specific Plan is approved by the City. The site development plan shall include analysis of infrastructure needs to mitigate impacts associated with the site development plan.

2.6.45 Revise the Zoning Ordinance to require the City to make findings that a proposed commercial use is consistent with the local-serving purpose of the district prior to approval of a use permit.

2.6.46 Limit the floor area and size of buildings in the CB and SC districts to ensure that new buildings are in scale with existing older buildings in the district.

OFFICE

Office space in St. Helena is located primarily around the edges of the Central Business District and along Highway 29. Consistent with the predominantly local-serving nature of these offices, most are single tenant offices or relatively small office buildings with multiple smaller tenants. Typical office uses include financial, insurance, real estate, law, and health-related services to local residents and businesses.

Office uses are considered necessary and complementary to establishing a vital commercial district, and are therefore permitted in all three commercial land use designations. The primary concern, however, is to ensure that office uses do not detract from the retail environment either by displacing retail uses or by altering the pedestrian-oriented environment of the shopping district.
NOTE:
The following general land use parameters have been established for the cross-hatched area west of Highway 29:

- Service Commercial: 10 acres
- High Density Residential: 12 acres
- Agriculture: 11 acres

The Specific Plan or Site Development Plan will determine the exact location and acreage for these uses.

**St. Helena**
General Plan Update

Wallace Roberts & Todd

Specific Plan Areas

(Rev. 7/94)
Guiding Policies

2.6.47 Provide sufficient opportunities for offices that support the regional economy and the local needs of the community.

2.6.48 Support the development of office uses as a transitional use between commercial areas and residential neighborhoods.

2.6.49 Encourage active, pedestrian-oriented retail districts by restricting office uses to upper story locations or locations along the periphery of the retail district.

2.6.50 Require office development that is located within a commercial district to be similar in appearance and character with surrounding businesses so that it does not detract from the design character or pedestrian orientation of the shopping district.

Implementing Policies

2.6.51 Limit office use in the CBD to second story areas or a limited percentage of the total CBD ground floor area.

2.6.52 Require adherence to strict design controls on office development to guide the scale, appearance, and site planning of new offices.

INDUSTRIAL

As an agricultural service center, St. Helena needs to accommodate industrial-type uses that support the region's agricultural and wine-making industries. The City also needs to accommodate warehouse uses, distribution centers, and other similar "light" industrial activities that may not be directly related to agriculture, but serve the North Valley population. The City is not striving to establish a true industrial base in the sense of heavy manufacturing or materials processing.

The Land Use Map designates the area south of Mills Lane and east of State Highway 29 for industrial-type uses. This area is flat, free of flooding, has direct access to rail and highway transportation, and is physically separated from sensitive residential or retail uses. The Plan also designates an area west of Highway 29, along the Sulphur Springs Creek corridor between the Service Commercial uses along the highway and Valleyview Street. This area has historically been occupied by industrial type uses such as the City Corporation Yard, a nursery, a gravel mining operation, and a contractor's yard.
Guiding Policies

2.6.53 Maintain a buffer between industrial areas and residential areas to the north.

2.6.54 Support the development of only those industries that are consistent with agricultural and environmental values, and the role of the City as an agriculturally-based service center for the surrounding area.

2.6.55 Ensure that industrial projects are designed and sited so as to provide a positive image of the community. Landscaping and setbacks should be utilized to minimize visual impacts.

2.6.56 Ensure that appropriate traffic improvements are implemented as needed to provide safe ingress and egress to the industrial area from Highway 29.

Implementing Policies

2.6.57 Provide detailed design guidelines to ensure an appropriate image for all industrial areas.

AGRICULTURE

Agriculture is essential to maintaining the character and economy of St. Helena. Over the past three decades, the viticulture and wine-making industry have been a major factor in shaping the direction of the community. In response to agriculture's value to the community, large areas of the city are designated to remain in agricultural uses. Unlike many communities, where an agriculture designation signifies a holding pattern pending urban development, the City of St. Helena is committed to maintaining agriculture within the incorporated limits for the long term.

While discouraging urban encroachment on agricultural lands, General Plan policy does permit limited development on agriculturally designated land. In order to maintain the financial viability of agriculture in the face of vineyard re-planting costs and soft markets, the Plan permits limited residential development as long as it does not threaten the overall viability of agricultural use.

Guiding Policies

2.6.58 Promote the continuation of agricultural activities within and adjacent to the City.

2.6.59 Protect prime agricultural land and prime vineyard land from premature and/or unnecessary urban encroachment.
2.6.60 Encourage the County to continue to promote agricultural land use and to strictly limit further residential development on lands surrounding the City's incorporated area.

2.6.61 Limit residential development on properties existing at the time of adoption of this General Plan which are designated Agriculture and are outside of the Urban Limit Line in accordance with the following criteria:

- Maximum density of one unit for every five acres of base parcel area;

- New parcels created after October 1, 1993, shall not exceed one-half acre in area unless consistent with Policy 2.6.62;

- For a legal parcel existing on October 1, 1993, the total area for new residential development shall not exceed a ratio of one-half acre per unit allowed. To determine the area of the parcel which can be used for residential development, the maximum determining the area of the parcel which can be used for residential development, any number of units below the maximum permitted may be located within that area.

- Existing unit(s) on the base parcel shall be included when determining compliance with the criteria establishing the permitted number of parcels;

- New parcels shall be contiguous and accessible from existing streets;

- New parcels shall be located so that they minimize the impact on the agricultural viability of the base parcel and adjoining properties;

- Adequate provision of utilities shall be considered prior to approval of creation of new parcels and/or building sites.

AGRICULTURAL PRESERVE ZONING DISTRICT

- A maximum of one dwelling unit per legal lot. New lots created shall have a minimum area of 40 ac.

2.6.62 In areas outside the Urban Limit Line, which are zoned A-20 and Winery, new parcels can be created to separate residential development that existed prior to the adoption of the 1993 General Plan from remaining agricultural lands. The area of the new parcel on which the existing residential development is located may exceed one-half acre provided the area does not include existing agricultural land except land which is restricted to agricultural use. The area of the new parcel on which the existing residential development is located and the number of units existing within the area of the new parcel(s) shall be counted against the development potential of the base parcel as set forth in Guiding Policy.
2.6.61. Neither the area (one-half acre per unit) nor the number of units (one unit per five acres) shall be exceeded, except as provided for residential development which existed prior to the adoption of the General Plan.

2.6.63 Permit wineries and other agriculture related industry to locate in the City if their location does not adversely impact surrounding uses or city services (water, traffic, etc.) or the quality and character of the community.

Implementing Policies

2.6.64 Re-zone all agriculturally-designated lands outside the Urban Limit Line to A-20 or AP and adopt zoning regulations consistent with the General Plan criteria.

2.6.65 Adopt a "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 established urban uses. The ordinance shall require developers and new homeowners in areas in or adjacent to designated agricultural areas to sign a disclosure form acknowledging the City's "right-to-farm" policy and the potential for nuisances relating to agricultural operations.

2.6.66 Initiate studies to explore the feasibility and desirability of implementing permanent agricultural protection for lands within the incorporated area in the form of agricultural preserves.

PUBLIC USES

As the City grows, there is a need to provide new public facilities, such as parks and schools, to serve the larger community. In addition, as the community ages, existing facilities may need to be renovated, expanded, or replaced (e.g., the fire station). Land use policies presented here should be read in conjunction with policies in the Public Facilities and Services Element and the Parks and Recreation Element.

Guiding Policies

2.6.67 Pursue sites for future schools, parks, and other public facilities (e.g., fire station, community center, etc.) consistent with projected growth.

Implementing Policies

2.6.68 Revise zoning to provide a zoning district compatible with the Public/Quasi-Public land use designation introduced in the General Plan.
2.6.69 Undertake a study to identify the appropriate use/reuse of the train station and the surrounding area in light of the proposed Wine Train service and the City's long-term objectives.