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1 Vision and Planning Context

This chapter outlines the City of Napa’s Vision and Guiding Principles for the future development of the community. It also introduces the General Plan (or Plan) – its purpose, use, and policy structure, and how it can be amended and updated to adapt to changing circumstances.

The General Plan was developed through extensive community input, with an array of outreach tools and activities including workshops, meetings, open houses, educational forums, surveys, online interactive forums, videos, and newsletters deployed at various stages of the planning process, engaging several thousand community members. The City Council appointed a General Plan Advisory Committee (GPAC) to facilitate the assembly of comments and ideas from the general public into the General Plan Vision and Guiding Principles and key policy proposals, and the Planning Commission and the City Council provided direction at key stages. With its approval and adoption of this General Plan, the City Council affirmed and adopted this Vision and these Guiding Principles for the City.

The General Plan is comprehensive and long-range and will be used on an ongoing basis to direct the City’s decision making, reflecting the City’s commitment to the ideals set forth herein. It is the City’s goal that all actions related to the City’s physical development—from transportation and park plans to facility and specific plans, as well development regulations and fee programs—should be consistent with the General Plan.

1.1 Napa: Setting and Evolution

The City of Napa (City) is at once a tightly-knit historical community in an idyllic setting along the Napa River, and a global destination as the center of Napa Valley, one of the principal wine-making regions in the world.

Napa Valley is one of California’s longest inhabited areas, with a 10,000-year history of habitation. The City’s contemporary town site was first laid out 175 years ago (in 1847) adjacent to the northernmost navigable section of the Napa River. The first railroad operations began in 1865 and expanded in the years following. The central area of the City was first incorporated as the “Town of Napa City” in 1872 and reincorporated as the “City of Napa” in 1874.

The City is a charter city, meaning that the City is authorized by the California Constitution to exercise home rule authority over municipal affairs in a manner that is broader than the authority granted to general law cities. In California, of the total number of 478 cities, there are 125 charter cities. The voters of the City of Napa approved its first city charter on March 9, 1893; however, following significant change in the California Constitution, the City’s voters approved an amended City Charter on December 16, 1914, with an effective date of January 26, 1915. The City Charter may be amended only by a vote of the City’s electorate.

By the dawn of the 20th century, the City had become the primary business and economic center for the Napa Valley. While winemaking in Napa Valley dates to the 19th century, the end of the Prohibition in 1933 initiated a period of winemaking renaissance. Over the years, the valley has

become renowned as the premier wine-making region in the country, with significant growth in tourism, culinary offerings, and the arts.

Following a long period of slow growth, the City grew rapidly between 1940 and 1950 when its population increased by 64 percent, and by the early 1950s, the City found itself surrounded by County-approved subdivisions on the west, north and east. In response, the City began the annexation of the Stanly Ranch area to the south, and this sparked discussions about planning for orderly growth in Napa in the City and the County and led to the adoption of the *Adopted Master Plan of the County of Napa*. The master plan predicted an ultimate population of up to 150,000 people for Napa and, to help manage and guide the anticipated growth, the City engaged a planning consultant who prepared the City's first general plan, adopted in 1969.

The 1969 General Plan envisioned the City evolving into a major urban center with a population of 150,000 anticipated by 1990. Among the changes described in the 1969 General Plan and accompanying downtown redevelopment plan were high-rise apartments in the downtown riverfront area and an east-west crosstown freeway linking Highway 29 to a new freeway that would replace the Silverado Trail east of the river.

While the most significant changes described in the 1969 General Plan were never realized, portions of the plan and the rapid growth it promoted seemed to alarm many residents. Citizens and neighborhood groups began calling for a new general plan that would slow the City's growth and, in 1973, the City Council placed several advisory questions on population growth (known as the "plebiscite") on the November ballot. Of the choices on the ballot, the option with the smallest population increase (75,000) was selected by voters as the city's preferred size. In 1975, the City adopted a new General Plan that, consistent with the plebiscite vote, contemplated a year-2000 population for the City of 75,000 persons.

The 1975 General Plan contained future urban development within an urban growth boundary line dubbed the "Residential Urban Limit (RUL) Line." The area bounded by the RUL Line included both city and unincorporated lands, and while the County was not bound by the City's RUL Line, it cooperated with the City by requiring annexation of lands within the RUL to the City prior to urbanization. In 1979, County voters adopted Measure A, which went into effect in 1980. Under Measure A, county lands outside the City's RUL were planned for resource use, agriculture, or very-low-density residential development (e.g., 20-acre minimum lot sizes). The County's land use actions had the effect of forcing new development into the existing cities in the County, and as a result, Napa's share of the County's population grew from barely 30 percent in 1950 to almost 60 percent by 1990. The City's desire to accommodate an ultimate population of 75,000 persons without expanding the RUL Line provided the impetus for the City Council's decision in 1981 to adopt a new general plan.

The next year, the City adopted its 1982 General Plan. The 1982 General Plan incorporated the RUL Line policies (renamed the "Rural Urban Limit") and established a limit on new residential building permits of 540 per year. This limit was calculated to generate a rate of growth that would produce an ultimate City-wide population of 75,000 persons by the year 2000. The 1982 General Plan also designated the unincorporated areas outside of the RUL Line as "greenbelt" areas, and to support the preservation of those areas in open space it increased residential density designations in the City to better accommodate the anticipated population growth within the RUL

Line. However, the higher densities elicited opposition from many existing residents based on the effects on their traditional, predominantly single-family neighborhoods. These objections, together with broader issues such as congestion management, new state-imposed air quality standards, planning for the downtown and Napa River areas, and the perceived need to balance the City's job opportunities with its growing housing stock, led the City to plan for another general plan update. In October 1991, the City Council appointed a 19-member citizen's advisory committee (CAC) to provide input to City staff charged with preparing a new general plan. In July 1993, the CAC issued a draft *Concept Report* that described goals, policies and land use alternatives for the City's future. The *Concept Report* was confirmed by the City Council in March 1994, and established the foundation for the current general plan, *Envision Napa 2020*, adopted by the City Council on December 1, 1998. Shortly thereafter, on March 2, 1999, the City's voters approved a ballot measure to incorporate the RUL Line into the City Charter (See City Charter Section 180 and Appendix D of this General Plan). As a part of the City Charter, the RUL may be amended only with approval of the City's voters.

Since adopting the 1998 General Plan, the City has grown into the County's commercial center while maintaining a compact growth pattern within the RUL Line. Since its original adoption, the RUL Line has been amended only once, on November 4, 2014, to incorporate into the urban side an approximately 154-acre site known as the Napa Pipe Property (generally east of Napa River and north of State Route 29), where nearly 1,000 homes and commercial uses are planned for development. This 2022 General Plan anticipates all new growth within the existing (as of 2021) RUL Line.

The City's economy is unique, blending tourism, hospitality, food, art, and entertainment together with the principal education, healthcare, and commercial uses in the County. Major employers include the Queen of the Valley Hospital and Napa State Hospital, schools and the Napa Valley College, and Napa County and the City, as well as industrial and manufacturing uses, retail establishments, and other businesses. Roughly 62 percent of all jobs in Napa County are in the City, making it the economic hub of the County.

Today, the City is a community of approximately 80,000 residents with 51,000 jobs. The City's demographic profile reveals a diverse community, with approximately 40 percent of the population identifying as Hispanic or Latino (of any race) and nearly a third of residents under the age of 18. Approximately 16 percent of the City's residents are 65 years and over.¹

The 18-square mile community offers a multitude of options for entertainment, dining, cultural, and recreational experiences; quaint and historic neighborhoods; and an array of housing options for the people who call Napa home. These are complemented by a warm, Mediterranean climate; a focus on family-friendly lifestyles and good schools; an active and historic Downtown; access to recreation, nature, and the Napa River; and access to fresh foods and produce and some of the best wines in the world.

The City has been dedicated to fostering new businesses and well-managed growth to continue Napa's superb quality of life. The City also emphasizes environmental stewardship and resiliency,

¹ U.S. Census QuickFacts. 2019.

social equity, economic diversity, and the production of increased housing, including affordable housing, to enable a greater share of the workforce to live in the community.

1.2 Vision and Guiding Principles

VISION FOR THE FUTURE

The Vision is intended to reflect the City's aspirations for Napa's future. It is a summary of shared goals that the City aspires to achieve through the General Plan. The Guiding Principles elaborate upon the Vision and are intended to guide City actions through more detailed goals and policies in each element. The Vision statement and Guiding Principles are based on input from the community, gained through community workshops and pop-up outreach, an online community survey, stakeholder interviews, GPAC meetings, and City Council and Planning Commission meetings. Through the process of creating a vision as part of preparing the General Plan, community members provided their perceptions of future challenges, opportunities, and possibilities.

Vision Statement

Napa is a signature Bay Area city, at once both a small town and a global destination at the heart of Napa Valley's wine tourism. The City is endowed with a scenic setting in the valley with views extending to vineyards and proximate hills, a connected open space system integrated with the Napa River, and an identifiable downtown resplendent with historic resources. As Napa Valley's largest city and a booming center of visitation and economic diversity, the City needs to make concerted efforts to balance the needs of local residents and businesses, maintain and enhance the City's defining characteristics and quality of life, and ensure that the community remains attainable and inclusive, family-friendly, and appealing to an increasingly diverse population of residents, workers, and visitors.

The vision of Napa embodied in this General Plan is that of a city that builds upon its defining attributes of small-town character, historic neighborhoods, and a picturesque setting along the Napa River, to establish a long-term, sustainable future for the City. A city that meets the needs of residents first, while developing and maintaining a vibrant, thriving economy befitting its position as a global destination in the heart of a premier wine-producing region. Napa will be a city that is inclusive, family-friendly, balanced, sustainable, and flexible to adapt to changing future circumstances.

GUIDING PRINCIPLES

The General Plan is organized into elements structured around the core values of the Vision and Guiding Principles, while meeting state law requirements for comprehensiveness. This section includes the Guiding Principles which guide the goals and policies listed in each element. Table 1-1 shows the relationship of each Guiding Principle to the General Plan elements.

- 1. Foster Napa as a community of connected neighborhoods, with vibrant, walkable districts, and revitalized corridors.**

The City will accommodate growth through strategic infill while fostering development of “complete neighborhoods” with a range of everyday amenities within easy distances, and an array of activities and uses in all parts of the City. Mixed-use development patterns—including flexible office space, retail, neighborhood grocery stores, coffee shops, dining and other compatible uses mixed with housing—will be encouraged to foster vibrant, walkable, 21st century environments.

Key corridors such as Jefferson and Trancas streets and Soscol Avenue will incorporate housing and mixed-use development to support their development as distinctive, vibrant, tree-lined community spines, with enhanced pedestrian environments, and bikeway connections. Land use regulations can be designed to stimulate investment, while ensuring that development scale and building heights are appropriate to context and setting.

2. Increase travel options through enhanced walking, bicycling, and public transportation systems, and promote mobility through increased connectivity and intelligent transportation management.

The City will improve the transportation system with key roadway connections; an expanded network of walking and biking facilities; efficient public transit; and intelligent traffic management systems that move people efficiently to their destinations. The City will prioritize convenient, comfortable, and safe walking and biking access to schools, employment centers, commercial areas, parks, and medical services. The City will embrace and safely integrate emerging transportation choices and technologies.

A more connected street network and new pedestrian and bicycle paths will enhance mobility citywide. Key corridors, including portions of Jefferson Street, Imola Avenue, and Soscol Avenue, will be retrofitted with street trees and bicycle and pedestrian facility improvements to enhance multi-modal transportation access and safety. Additional infrastructure changes, including intersection design and traffic calming measures, will be analyzed throughout the City for safety and efficiency improvements.

3. Balance local and tourism needs.

While the City has always been the job center of Napa Valley, the past decade has seen a surge in hotels and restaurants in Napa, with jobs in the accommodations and food sector alone comprising half of the jobs created. While this growth has bolstered the local economy, it has also created concerns by some residents that key community-gathering districts—especially Downtown and the Oxbow District— are being designed to encourage the development of higher-end establishments that are financially out of reach to many residents.

The City will strengthen linkages between economic growth, community development, and quality of life. The City will promote amenities and activities in Downtown that draw and meet the needs of local residents and workers. The City will also emphasize a diverse range of economic opportunities, balancing the growth in the tourism sector.

4. Promote housing and support a diverse array of housing types to meet the needs of all segments of the population.

Growth in tourism over the past decade has resulted in a surge in service jobs, many of which are filled by workers priced out of the Napa housing market, resulting in long commutes that add to congestion. The lack of adequate workforce housing is also an economic development issue, as businesses struggle to retain and attract workers.

The General Plan encourages development of a mix of housing types to provide current and future Napa residents with access to a wide range of housing opportunities. The Plan also promotes housing in a diversity of locations – in existing neighborhoods, targeted growth areas within the City, and along corridors and in Downtown for those desirous of living in integrated mixed-use environments.

5. Foster connections to nature and open space.

Napa is endowed with a beautiful setting surrounded by agricultural land and open spaces, with the Napa River providing an open space and ecological corridor that traverses the City. Respondents to the community priorities survey conducted for the General Plan rated preserving the community's natural environment and open spaces as the highest priority for City action. The recently-completed Oxbow Commons—a multi-functional open space designed for flood control that offers a park-like environment and space for cultural events—is a significant amenity in the heart of the community. The General Plan envisions continued expansion of integrated flood control/open space solutions, increased access to regional open spaces, and strategic natural and open space additions, including smaller neighborhood parks accessible from bicycle and pedestrian trails.

6. Emphasize environmental sustainability.

The City seeks to be a leader in environmental sustainability and combating climate change. The 2017 Atlas Peak fire served as a grim reminder of the imminent threats to the community posed by extreme weather and climate change. The City will strive toward a zero-carbon footprint, reduce greenhouse gas emissions from energy use and transportation, and minimize urban heat islands through strategies outlined the General Plan, and additional actions that could include planting and maintaining more trees throughout the City, creating an urban forest while maintaining views of vineyards and hillsides, and encouraging high-reflectance buildings and public infrastructure, all with an effort to achieve carbon neutrality. The General Plan seeks to decrease reliance on automobile use by increasing access to public and active transportation, and supporting infrastructure improvements for bicycles, autonomous vehicles, and zero-emissions vehicles.

7. Achieve a healthy and safe community for all.

The General Plan seeks to address both the social and physical determinants of health and safety. The Plan promotes public health through furthering access to housing, shelter,

education, and jobs. Additionally, it supports development patterns that promote active living—walking and biking, connected paths and open space networks, and walking access to amenities and services. The City will continue to seek ways to improve access to fresh, local healthy food, including by supporting farmers markets and community gardens to enable community members to grow fresh food. The City will support public safety improvements and effective emergency responsiveness, including police, fire, and medical response, and plan for adaptation and resiliency in the face of increased risks for wildfires and flooding.

8. Promote continued Downtown revitalization.

The City has an enviable Downtown that combines the old and the new, and has undergone a reinvention with the completion of flood-control improvements, new hotels and restaurants, tasting rooms, performance art venues and art galleries, and reorientation to the river with projects such as the Oxbow Commons and riverwalk improvements.

The General Plan continues to build on Downtown’s successes, while increasing its attractiveness to residents by encouraging affordable dining options, community-serving retail, improved public safety, and family-friendly events and attractions. Public realm improvements—more street trees, continued sidewalks and bikeway improvements—are emphasized for all streets. More housing in downtown will be available for those preferring urban lifestyles and will enable hospitality workers to live closer to work.

9. Celebrate culture, arts, and history.

Napa has a rich legacy of historic homes and commercial buildings, neighborhoods, and landscapes. The General Plan seeks to continue the City’s efforts to protect its heritage and cultural resources, and promote preservation, rehabilitation and adaptive reuse to enable continued productive use and economic viability of Napa’s historic and cultural resources.

The City is a culinary center built on the community’s agricultural heritage, and is home to renowned culinary institutions such as the Culinary Institute of America. The Rail Art District and the Art Walk are examples of programs that connect the arts with the built environment, enhance the City’s quality of life, and support tourism. In recent years, several new performing arts venues have sprouted in Downtown, such as Blue Note Napa and the Uptown Theatre. In addition, Napa has a variety of smaller arts and performance spaces, including the Lucky Penny Community Arts Center, the annual Napa Lighted Art Festival, and a variety of local art exhibitions. Some of the City’s most important events, such as the annual BottleRock music festival, which attracts more than 120,000 people each year, and the locally-oriented Porchfest, increase the City’s sense of place and enhance its quality of life.

The City will continue to emphasize the arts by promoting additional events and cutting-edge venues to host world-class performances. The City will support an even greater variety of arts and cultural activities that cater to residents and tourists alike, celebrate

community diversity, and promote inclusivity. Incorporating public art at main entry points into the City can help distinguish the City and reinforce a sense of place and arrival.

10. Achieve an economically diverse and resilient community.

While furthering continued tourism growth, the General Plan seeks to promote greater economic diversity by encouraging new industries, small businesses, and entrepreneurship to make the City more resilient to changing economic conditions and increase economic opportunities for residents. To assist with workforce development, the

Table 1-1: Guiding Principles and General Plan Relationship

NAPA COMMUNITY GUIDING PRINCIPLES		GENERAL PLAN ELEMENT									
		Land Use and Community Design	Transportation	Community Services, Parks, and Recreation	Historic and Cultural Resources	Climate Change and Sustainability	Natural Resources Conservation	Safety and Noise	Public Health and Equity	Economic	Housing (separate update from GP)
1.	Foster Napa as a community of connected neighborhoods, with vibrant, walkable districts, and revitalized corridors.	●	●						○		○
2.	Increase travel options through enhanced walking, bicycling, and public transportation systems, and promote mobility through increased connectivity and intelligent transportation management.	○	●						○		
3.	Balance local and tourist needs.	●	○	●	●	○	○	○		●	○
4.	Promote housing and support a diverse array of housing types to meet the needs of all segments of the population.	●								○	●
5.	Foster connections to nature and open space.	○		●		○	●				
6.	Emphasize environmental sustainability.	○	●	○		●	●	○	●	○	
7.	Achieve a healthy and safe community for all.		○	●				●	●		
8.	Promote continued Downtown revitalization.	●			●			○		●	○
9.	Celebrate Culture, Arts, and History.			●	●						
10.	Achieve an economically diverse and resilient community.			○						●	

● Most Closely Related to Core Value ○ Closely Related to Core Value

Chapter 1: Vision and Planning Context

General Plan encourages partnerships with local educational institutions and businesses and promotes daycare and pre-schools to grow and facilitate workforce participation.

1.3 Key Strategies

The Vision and Guiding Principles are supported by key strategies that provide a bridge to the detailed goals and policies in each element:

- **Compact Growth Patterns.** The General Plan seeks to achieve the City's 20-year growth needs within the existing Sphere of Influence. Thus, the Plan emphasizes infill development in Downtown, aging commercial areas, and where underutilized or outmoded uses offer opportunities to accommodate new housing, employment, and commercial development. The General Plan also provides direction for development of remnant vacant land at City edges within the existing Sphere of Influence. Increased densities and mixed-use development are targeted in selected areas, balanced with preservation of the City's rich historical and cultural heritage.
- **Corridor Revitalization.** To further the guiding principles, key portions of Soscol Avenue, Jefferson Street, Imola Avenue, and Trancas Street have mixed-use designations, and policies that seek to foster development of these areas as pedestrian-oriented community spines. The General Plan outlines varied approaches to land uses and mixes, and transportation improvements, reflecting each corridor's location and community role.
- **Accessible and Walkable City.** The General Plan emphasizes walking and bicycling through a multi-pronged strategy that fosters pedestrian-oriented development; new pedestrian and bicycle connections; increased densities; and greater mix of uses to enable shorter trips. Corridors would provide amenities and services for adjacent neighborhoods, and include high- and medium-density housing surrounding retail uses or integrated in mixed-use buildings.
- **Diversity of Housing Choices.** The General Plan provides a range of residential densities wider than previously permitted in the city, as well as several areas with mixed residential and commercial designations to facilitate production of a range of housing types to meet the needs of people of all incomes, abilities, and stages of life, with a focus on workforce housing and improved community-wide jobs/housing balance. The housing growth is focused in locations with access to services, amenities, and open spaces.
- **Connection to the Napa River.** Trails and open space networks along the Napa River will be enhanced to enable residents and visitors to recreate along the river, and enjoy dining and shopping along the waterfront. Sites undergoing development adjacent to the Napa River will be encouraged or required to facilitate public access to the waterfront, and orient buildings toward the river.
- **Improved Streetscape Design.** The City's corridors are envisioned as community spines that provide community gathering spaces and facilitate multi-modal mobility. Streetscapes, including along Soscol Avenue, Trancas Street, and Jefferson Street, will be improved as feasible, with consistent street trees, ample and continuous sidewalks, pedestrian-scale lighting, and bikeways to enhance corridor and community character and identity, and improve pedestrian and bicycle comfort and safety.
- **Flexibility in Residential Neighborhoods.** By carefully expanding the types of new housing allowed in existing residential neighborhoods, the existing character of traditional

neighborhoods can be preserved while allowing for more housing options and expanded use of historic properties. Residential areas would remain in residential use, but with opportunities to build a greater diversity of housing types. Home-based businesses and small-scale businesses would be permitted to enhance economic opportunity.

- **Economic Diversity.** The General Plan promotes diversification of the economy by identifying locations for a diverse range of employment-generating uses with an emphasis on “maker spaces”/production uses, health and wellness, arts and entertainment, business incubation, and small-business promotion and retention. Land use designations around the Queen of the Valley hospital on Trancas Street focus on medical, technology, health and wellness, and professional services to enable business incubation with linkages to medical uses and technology. Existing light industrial areas, such as along Lincoln and Soscol avenues and the business park at Napa Valley Commons, are to remain, with limitations on conversion to other uses. Policies supporting downtown retail diversity and the “auto row” are outlined.
- **Climate Change and Environmental Resiliency.** The General Plan envisions the City as a leader in reducing greenhouse gas emissions, and in adapting the community to climate change. The Land Use Diagram identifies location for open space, and goals and policies in the elements that follow emphasize conservation of riparian habitats, nurturing and growing the urban forest, integrated recreation/open space/flooding improvements along Napa River, sustainable site planning and development practices, and increased emphasis on recycling and reuse.

1.4 Planning Area

REGIONAL LOCATION

The City is located in southern Napa Valley, nestled between two mountain ranges—the Mayacamas Mountains to the west, which form the boundary with Sonoma County, and the Vaca Range to the east, which forms the boundary with Solano County. The regional setting is depicted in Figure 1-1: Regional Setting. The City is located about 10 miles north of San Pablo Bay, 50 miles from San Francisco, and 40 miles from Oakland. State Route (SR) 29, SR 121, and SR 221 run through the City, connecting it to other communities in the region. Napa is also accessible via public transportation, including the Vine bus and shuttle.

Figure 1-1: Regional Setting

PLANNING BOUNDARIES

California Government Code Section 65300 requires that “ ... each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency’s judgment bears relation to its planning.”

Napa’s General Plan Planning Area (Planning Area) includes land within its City Limits and in its Sphere of Influence (SOI), as described below. The Planning Area extends 12,495 acres (19.5 square miles), of which about 94 percent is within City Limits and the remainder in the SOI, as shown in Table 1-2 below. The Planning Area is surrounded by unincorporated Napa County and is generally bounded by Oak Knoll Avenue to the north, First Avenue on the east, Napa Valley Corporate Park and Stanly Ranch on the south, and the Mayacamas Mountains on the west. The Napa River runs through the Planning Area in a north-south direction. The Planning Area is shown in Figure 1-2: Planning Boundaries.

Table 1-2: Planning Area

	Acres
City Limits	
Contiguous Land	11,746
Non-Contiguous Land	59
Total City Limits	11,805
Unincorporated Island & Pockets	
Sphere of Influence	690
Planning Area	12,495

Commented [MW1]: Needs updated to include Alston and Trancas Crossing Parks

City Limits

Napa’s City Limits encompass 11,805 acres (18.4 square miles), including 11,746 acres of contiguous, and 58 acres of non-contiguous land as follows:

- Approximately 11,746 acres of contiguous area, where all habitable development in the City is located.
- Napa Recycling and Compost Facility, located at 820 Levitin Way, near American Canyon and about 2.5 miles south of Napa Valley Commons, on approximately 18 acres owned by the City and operated by the City’s Recycling & Solid Waste Division. This facility processes recycling and compost collected by the City.
- Edward I. Barwick Jamieson Canyon Water Treatment Plant located at 270 Kirkland Ranch Road, near American Canyon and about three miles southeast of Napa Valley Commons, on about 40 acres of land.

Additionally, the City owns Lake Hennessey and Millikin Reservoir, which are outside City Limits and encompass nearly 4,600 acres collectively, and serve major open space functions in addition to providing water to the City. These are not included in the Planning Area. Other local agencies,

such as the Napa Sanitation District, the Napa County Flood Control and Water Conservation District, and the Napa County Regional Park and Open Space District, own and maintain natural areas that are adjacent or proximate to area within the City's ownership.

Sphere of Influence

The City's SOI is determined and designated by the Napa County Local Agency Formation Commission (LAFCO), and represents the City's probable future boundary and service area. The purpose of the SOI is to ensure the provision of efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands by preventing overlapping jurisdictions and duplication of services. The City's SOI boundary includes a total of 690 acres of land that has not yet been annexed into the City limits, all of which is currently a part of unincorporated Napa County. The portions of unincorporated land within the SOI that are substantially surrounded by the City limits and meet planning criteria established by LAFCO are referred to as "unincorporated islands," and other unincorporated lands in the SOI are referred to as "unincorporated pockets."

Use of Terms Planning Area and City Limits in the General Plan

As explained above, the City's Planning Area includes all land within City Limits and all land within the SOI. City Limits encompass approximately 11,745 acres of contiguous land and another approximately 59 acres of non-contiguous land. The non-contiguous areas are expected to remain in their current use through the General Plan horizon. Therefore, for the sake of simplicity, subsequent references in the General Plan to **City Limits** are to the 11,745 acres of contiguous land within which all habitable development is located. Similarly, the term **Planning Area** as used applies to this contiguous land and the surrounding SOI.

Figure 1-2: Planning Boundaries

RURAL URBAN LIMIT

The Rural Urban Limit (RUL) Line is legally distinct from the SOI and the City Limits. ~~While the County is not legally bound by the City's RUL Line policies, it has largely cooperated with the City by diverting urban development in proximity to the City to the urban side of the RUL Line and preserving the lands on the immediate rural side of the Line as open space and rural areas.~~ The existing RUL Line as established in City Charter Section 180 is contained in Appendix D, and its historic context is described in Section 1.1: Napa: Setting and Evolution.

1.5 General Plan Purpose and Process

PURPOSE OF THE GENERAL PLAN

The General Plan is a statement of the community's vision of its long-term or ultimate physical form and development and governance policies. A city's general plan is the set of policies that govern and guide City actions and on which development regulations and decisions must be based.

The purpose of the Napa General Plan is to:

- Establish a long-range vision that reflects the aspirations of the community and outlines steps to achieve this vision;
- Establish long-range development and governance policies that will guide City decision-makers, including the City Council, the Planning Commission, and City staff;
- Provide a basis for judging whether specific development proposals and public projects and actions are in harmony with plan policies;
- Plan in a manner that meets future land needs based on the projected population and job growth;
- Allow City staff, other public agencies, and private developers to design projects that will preserve and enhance community character and environmental resources, and minimize hazards; and
- Provide the basis for establishing and setting priorities for detailed plans and implementing programs, including development-related programs such as the zoning ordinance, subdivision regulations, specific and master plans, and the Capital Improvement Program. Other programs seek to improve quality of life, including supporting culture and art, workforce training and economic development, and reducing climate change impacts and promoting sustainability practices among others. Implementing policies and programs are compiled in Appendix A.

GENERAL PLAN REQUIREMENTS

California grants local authorities power over land use decisions. As a result, cities have considerable flexibility in preparing their general plans as long as State requirements are met. 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. General plans should be:

- **Comprehensive.** The general plan must be geographically comprehensive, applying throughout the entire incorporated area and the Sphere of Influence. The general plan must also address the full range of issues that affect the City's physical development.
- **Internally Consistent.** The general plan must fully integrate its separate parts and relate them to each other without conflict. "Horizontal" consistency applies as much to figures and diagrams as to the general plan text. It also applies to data and analysis as well as policies. All adopted portions of the general plan, whether required by State law or not, have legal weight.
- **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. This General Plan uses the year 2040 as its planning horizon.

The State mandates that all general plans include at least seven "elements": land use, circulation, housing, conservation, open space, noise, and safety. State law requires that "Chartered cities shall adopt general plans which contain the mandatory elements..." (Govt. Code 65300) Recently, the State has established a requirement that, for cities and counties with State-defined "disadvantaged communities," environmental justice should be addressed in the general plan, either in a standalone element or integrated with other elements; while there are no disadvantaged communities in Napa meeting the State definition, public health and equity are important planning topics and are addressed in this General Plan.

In addition to the mandatory elements, a city or county general plan may include "optional" elements; such examples include air quality, health, sustainability, community design, economic development, energy, water and wastewater, and parks and recreation. All elements, regardless of whether they are mandatory or optional, must be consistent with one another. No element is legally subordinate to another.²

The Napa General Plan is presented in 10 chapters, plus the separately-bound Housing Element. Housing elements address the community's housing needs, prioritize housing goals, and establish housing-related programs. Housing elements are required by State law to be updated more frequently than the rest of the General Plan and are typically published as separate documents to facilitate easier updating according to the State-defined housing cycles. Unlike the other mandatory general plan elements, the housing element is subject to detailed statutory requirements and mandatory review by the State of California Department of Housing and Community Development (HCD). The City's current Housing Element is within the fifth housing cycle (2015 to 2023) and future updates will be consistent with the State-defined cycle.

The General Plan includes all the elements required under State law—land use, circulation, conservation, open space, safety, noise, and housing—as well as additional topics of local importance: economic development, climate change and sustainability, historic and cultural

² State of California Government Code Sections 65302 and 65300.5

resources, community design, and public health and equity. Table 1-2 shows correspondence between State-required elements and where these are included in the General Plan.

Table 1-2: State Requirements and General Plan Relationship

Required Element	Location(s) in General Plan
Land Use	Chapter 2: Land Use and Community Design
Circulation	Chapter 3: Transportation
Conservation	Chapter 7: Natural Resources Conservation
Open Space	Chapter 7: Natural Resources Conservation Chapter 4: Community Services, Parks, and Recreation
Safety	Chapter 4: Community Services, Parks, and Recreation Chapter 8: Safety and Noise
Noise	Chapter 8: Safety and Noise
Housing	Contained in a separate document and updated on a separate schedule than the General Plan

1.6 Related Plans, Programs, and Reports

The City maintains specific, area, and master plans to implement policies addressing specific geographic areas (such as Downtown); a specific topic of importance to the community (such as bicycle infrastructure or economic development); or the provision of public facilities. State law requires that such plans and implementing programs such as the Capital Improvements Program, be consistent with the General Plan. Recently adopted State laws also extend requirements for zoning consistency with general plan to charter cities.³ Plans and studies that play a significant role in the development or implementation of the General Plan are described in this section. Appendix C includes a list of source links for documents that are referenced in the General Plan, including the documents in this section.

RELATED GENERAL PLAN REPORTS

The General Plan update process involved preparation of several reports that contain background information and technical analysis. These reports do not represent adopted City policy but provide information that may be useful to consult as need arises.

Existing Conditions Report

Early during the General Plan update process, background information was compiled into an Existing Conditions Report (2019). This report describes the City's planning context and provides analysis on topics regarding land use, the transportation network, public services and facilities, environmental resources, hazards, noise, and other planning considerations.

³ Govt. Code 65860.

Economic Profile

The Economic, Demographic, and Real Estate Profile (2019), prepared concurrently with the Existing Conditions Report, provides an overview of the market characteristics exhibited by the Planning Area's socio-economic, residential market, and commercial real estate trends.

Environmental Impact Report

The General Plan is accompanied by a program Environmental Impact Report (EIR) prepared according to the California Environmental Quality Act (CEQA). The EIR is a detailed analysis of the potential environmental effects of the General Plan. The EIR was prepared in parallel with the General Plan to inform policies that can mitigate or reduce the adverse environmental effects of the Plan.

DOWNTOWN SPECIFIC PLAN (2012)

The Downtown Specific Plan (DTSP) provides a framework to realize the community's vision of a vibrant and healthy pedestrian-oriented City center, meeting the needs of residents and tourists alike. The DTSP Planning Area encompasses approximately 210 acres and is bounded on the east by the eastern bank of the Napa River, on the south by Division and Third streets, on the west by Jefferson Street, and on the north generally by the edge of the Downtown Commercial zoning district boundary. The DTSP Planning Area also contains the Oxbow Public Market and the Culinary Institute of America at Copia site east of Soscol Avenue.

The DTSP includes allowable land uses, overlay districts, development standards, development incentives, design guidelines, circulation patterns, a parking strategy, and required utility improvements. The greatest residential and commercial densities are allowed in the heart of Downtown, and gradually decrease as Downtown commercial uses transition into residential neighborhoods. The DTSP has six land use designations, which are also described in Chapter 2: Land Use and Community Design. The General Plan provides additional land use flexibility, allowing a broader array of ground floor uses in addition to retail and service establishments, and eating and drinking establishments that are required in certain areas in the DTSP; see Land Use Designations in Section 2.3: Land Use Framework.

The General Plan Land Use Diagram is the most up-to-date representation of land use designations in the DTSP area; a detailed map showing Downtown land use designations is included in Section 2.6: Downtown. The General Plan calls for an update to the DTSP (see goals and policies in Section 2.8) to conform with the General Plan update.

CITY OF NAPA SUSTAINABILITY PLAN (2012)

The City of Napa Sustainability Plan is a comprehensive list of voluntary actions that can be taken by the City and the community to promote sustainable practices. The document is broken into two sections: one section on sustainability practices that the City government can employ and one section for the Napa community. The plan includes recommended actions and initiatives related to energy, mobility and transportation, water conservation, recycling and waste reduction, local food, business and economy, and a sustainable natural and built environment.

TRANSPORTATION PLANS

Napa Valley Transportation Authority (NVTa) Plans

NVTA is a Congestion Management Agency formed in 1998 as a joint powers agency by the cities of American Canyon, Calistoga, Napa, St. Helena, the town of Yountville and Napa County. NVTA serves as the countywide transportation planning agency. The agency's goals, duties and composition make it easier for local governments to tackle the increasingly complex problem of regional traffic congestion by promoting cooperation and coordination among Napa Valley's municipalities and the County, and providing funding for transportation.

The following NVTA plans are instrumental to addressing transportation initiatives in Napa:

- **Napa Valley Countywide Transportation Plan.** NVTA is required to develop long-range countywide transportation priorities, known as the Napa Valley Countywide Transportation Plan, to provide a holistic look of transportation priorities for various city jurisdictions within Napa County. The plan covers a 25-year planning timeframe taking into consideration land use, environmental, population, and financial projections. This plan is updated every four or five years.
- **Napa Countywide Bicycle Plan (2019) and Napa Countywide Pedestrian Plan (2016).** NVTA conducts countywide plans for bicycle and pedestrian infrastructure to create a more walkable and bikeable environment throughout Napa Valley. These plans include components specific to individual cities in the county.
- **Napa Valley Community-Based Transportation Plan (CBTP).** The purpose of this plan is to improve mobility options and close transportation gaps for low-income and disadvantaged communities in Napa County. To establish the foundation for the plan, the Metropolitan Transportation Commission (MTC) evaluates census data to identify communities of concerns then the plan conducts specific outreach to those communities to identify transportation gaps and needs. The CBTP identified eight communities of concern, five of which are located within the City of Napa.

Corridor Plans

Corridor plans help influence transportation options and connections within the City, such as the Imola Corridor Complete Streets Improvement Plan, the Short Range Transit Plan, and the State Route 29 Comprehensive Multimodal Corridor Plan.

City of Napa Transportation Plans

The City of Napa Bicycle Plan was adopted in 2021 by the City, and the City of Napa Pedestrian Plan was adopted in 2016. These plans are implemented by the City's Public Works Department. These City-specific plans were developed as subsets of the 2019 Napa Countywide Bicycle Plan and the 2016 Napa Countywide Pedestrian Plan, through collaboration between the City and other agencies.

Priority Development Area (PDA)

Priority Development Areas (PDAs) are areas near existing job centers or frequent transit that are locally identified for future housing and job growth. By focusing housing and job growth near existing transit, PDAs help support greenhouse gas reduction, mode shift, and economic vitality. PDAs are recognized at the regional level by the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG) as a key piece of the regional growth framework for the nine-county Bay Area. The City of Napa's PDA boundary can be seen in Figure [REDACTED].

PARKS AND FACILITIES MASTER PLAN (2010)

The Parks and Facilities Master Plan, managed by the City's Parks & Recreation Services Department, provides a road map for providing high quality parks and recreation facilities for residents and visitors to the City. This plan includes a detailed examination of existing park sites and recreation facilities, analysis of the needs and priorities of park users, and identification of potential funding sources and project prioritization. The General Plan outlines additional priorities for parks and recreation to provide guidance for an update of the Parks and Facilities Master Plan.

HISTORIC PRESERVATION PLANS AND PROGRAMS

Within the City Limits, there is a significant collection of historic resources, largely in the form of residential and commercial historic properties and districts from the late nineteenth through mid-twentieth centuries. Conservation of these resources is guided by the City's Historic Preservation Ordinance (last substantially updated in 2016); Napa Abajo/Fuller Park Design Guidelines; Soscol Corridor/ Downtown Riverfront Guidelines; and Rehabilitation Guidelines for Historic Properties (contained within the Napa Abajo/Fuller Park Design Guidelines), which were adopted as citywide criteria for evaluating applications for changes to listed historic buildings throughout the City. More information on these and other related programs is provided in Chapter 5: Historic and Cultural Resources.

LOCAL HAZARD MITIGATION PLAN (2015)

The City of Napa Local Hazard Mitigation Plan (LHMP), managed by the City's Fire Department, acts as the City's primary implementing tool to identify hazards, estimate the probability of future occurrences, increase education and awareness, establish priorities, and set goals to mitigate potential risks to reduce or eliminate long-term natural or human-made hazard risks to human life and property for the City and its residents. [An updated LHMP was approved by the City Council in 2022. As of 2021, the LHMP is undergoing an update.](#)

1.7 Community Outreach in Shaping the Plan

The General Plan update process was designed to produce a vision and blueprint for development through the General Plan horizon year of 2040. Community members were invited to participate in the planning process from the initial visioning stage through the development of Plan policies, the drafting and adoption of the General Plan, and the completion of the Environmental Impact Report (EIR). Due to the Coronavirus pandemic (Covid-19), community outreach during most of 2020 and 2021 was conducted using virtual communication tools such as online video meetings consistent with public health guidelines. Community outreach activities included:

- **Conversation Starters.** To initiate the General Plan update and public outreach processes, four public meetings over two days were held in a downtown auditorium. These meetings were attended by hundreds of residents and business leaders, and recordings of the meetings were made available on YouTube and on the City's General Plan update website.
- **Community Workshops and Open Houses.** Several in-person and virtual workshops and open houses were held to help identify common themes and visions for Napa and gather ideas on key planning issues, and discuss alternatives, concepts and policy frameworks.
- **Small-Group Meetings.** Presentations were made and meetings were held with a number of neighborhood, business, and other community groups and organizations.
- **Agencies and Organizations Meetings.** A series of meetings were held to engage other (non-City of Napa) governmental and non-governmental agencies and organizations with insight into the City's planning issues.
- **Community Surveys.** Online community surveys were conducted in English and Spanish, and were also made available in hardcopy format to foster greater community participation. A special effort was made to reach out to youth and other community segments that typically do not participate as widely in City planning processes.
- **General Plan Advisory Committee (GPAC).** The GPAC consisted of a representative range of community members, appointed by the City Council, that worked closely with City staff and the consultant team to provide valuable input and direction throughout the General Plan update process, meeting 16 times. Meetings were open to the public, with wide community attendance at several meetings.
- **Planning Commission and City Council Study Sessions.** Several decision-maker workshops and study sessions were held, including joint sessions, for review, brainstorming and commenting on planning issues, the Vision and Guiding Principles, and a preferred land use and transportation strategy. These meetings also provided opportunities for community input, with extensive community participation.
- **Napa 2040 Website and Project Newsletters.** The project website (Napa2040.com) provided updates on the planning process, access to meeting materials and presentations, project documents, and additional background information about Napa, urban planning, and the General Plan update. Project updates were sent periodically to those who signed up for the General Plan (email) Newsletter, which also provided information on upcoming meetings and participation opportunities.

1.8 General Plan Organization

GENERAL PLAN STRUCTURE

Below are the chapters presented in the General Plan and a high-level summary of their contents.

1. Vision and Planning Context

This introductory chapter presents the General Plan's Vision and Guiding Principles, context on the Planning Area, background, and key strategies.

2. Land Use and Community Design

The Land Use Diagram and the land use classifications are included in this element, as well as Plan projections in terms of population, housing, non-residential development, and jobs. Goals and policies in this element seek to balance preservation and new development appropriate for the character and setting of various neighborhoods, corridors, and Napa as a whole. Included are policies for community design and approaches for new development along the corridors where much new development is anticipated.

3. Transportation

The Transportation Element addresses the City's infrastructure, facilities and programs for various transportation modes, including automobile movement, bicycling, and walking. Topics include roadway network performance, the transit system, travel demand management, bicycle and pedestrian systems, truck travel, emergency evacuation routes, and alternative vehicle systems. Traffic level of service (LOS) standards, Vehicle Miles Traveled (VMT) considerations for environmental review, and a list of feasible and desirable roadway and intersection improvement projects are outlined.

4. Community Services, Parks, and Recreation

The Community Services, Parks, and Recreation Element includes policies related to police, fire, and emergency services; schools; wet utilities; solid waste collection and disposal; recreational facilities; and recreational parks and open space. Open space related to conservation is addressed in Chapter 7: Natural Resources Conservation.

5. Historic and Cultural Resources

The Historic and Cultural Resources Element provides guidance on the City's historic and archaeological resources, its approach to historic preservation, and strategies to promote education and awareness.

6. Climate Change and Sustainability

The Climate Change and Sustainability Element presents a framework outlining the City's strategies for combatting climate change and its impacts. Wildfires, drought, and flooding are becoming more frequent in the Napa Valley, and this element seeks to protect the City's natural and built resources—including property, water, vegetation, wildlife, open space, and air—while furthering sustainability and reducing the City's contribution to climate change.

7. Natural Resources Conservation

The Natural Resources Conservation Element includes all components required by State law for conservation, including water, vegetation, wildlife, open space, and air to improve the environmental well-being of the community.

8. Safety and Noise

The Safety and Noise Element addresses seismic activity, geologic hazards, fire hazards, hazardous materials, flooding, and other potential hazards. It also addresses noise, and includes existing noise contours as well as projected noise contours based on future traffic volumes.

9. Public Health and Equity

The Public Health and Equity Element addresses the environmental and social determinants of health, as reflected in the social aspects and physical conditions of the City. This element outlines strategies to ensure that all Napa residents may live, work, and recreate in neighborhoods that offer an equitable chance at good health and opportunity.

10. Economic Development

The Economic Development Element includes goals and policies addressing a range of topics relating to Napa's economy, including economic development and diversity, promoting specific sectors that are community priorities, small-business retention, workforce development, and linkages.

In addition to the elements, several appendices are included:

- Appendix A: Implementation Program

Appendix A collects implementation programs outlined in the Plan's policies grouped by topic to serve as a "punch list" for the City. This appendix also includes information about generalized timing, potential funding sources, and the responsible parties for implementation.

- Appendix B: Glossary of Terms

Appendix B contains a list of common abbreviations and acronyms and definitions for terms that are used throughout the General Plan.

- Appendix C: Reference Documents

Appendix C contains a list of documents and materials that were consulted during preparation of the General Plan, collected as an electronic library for easy access. As most of these documents are hosted on the internet by the City or another government agency, the document and links are subject to change or removal. If missing, the documents can be acquired by contacting the responsible agency.

- Appendix D: Rural Urban Limit Line

Appendix D contains background information regarding the City's RUL, including text of the City Charter Section 180 that describes the legal limitation on the City's authority.

POLICY STRUCTURE

Each element of this General Plan includes background information to establish the context for the goals and policies in the chapter. This background material is not a comprehensive statement of existing conditions, nor does it constitute adopted City policy, except where noted (such as Land Use Designations and Density/Intensities). Within each element, the combination of goals and policies provide direction on how to implement the City's Vision. Goals and policies are consolidated at the end of each element for easy reference. The policy structure includes:

- **Goals**, which are the City's statements of broad direction, philosophy, or standards to be achieved.

- **Policies**, which are specific statements that guide decision-making. They may refer to existing programs or development standards, or call for the establishment of new ones. Policies are sometimes followed by explanatory text in italics; these provide a greater context for the policies, but in themselves do not represent adopted policies of the General Plan.

The goals and policies articulate a direction for the City, in alignment with the Vision and State law, that the General Plan seeks to achieve. They also provide protection for the City's resources by establishing planning requirements, programs, standards, and criteria for development project review and other proposed City actions.

1.9 Amendments to the General Plan

The General Plan is a living document. As such, it should be updated periodically as site-specific circumstances change from the time of writing, to respond to new State or federal law, or to modify policies that may become obsolete or unrealistic over time.

Changes in policy as well as the development of unforeseen opportunities or needs will require amendment of the General Plan. While it is the City's goal to minimize the number of amendments to mandatory elements of the General Plan in a manner similar to the limits set for general law cities under California Government Code Section 65358, amendments may be made at any time as determined by City Council, and each amendment may include more than one change to the Plan. Any changes or updates to background materials that do not affect goals, policies, or other adopted portions of the General Plan are not considered General Plan amendments.

2 Land Use and Community Design

The General Plan Vision calls for enhancing the City’s defining attributes—its blend of small-town character, historic neighborhoods, and picturesque setting along the Napa River—while reflecting its status as a global destination in the heart of a premier wine-producing region. The Vision seeks a community that is inclusive, family-friendly, balanced, sustainable, and flexible to adapt to changing circumstances. It promotes compact and sustainable development patterns in order to preserve the surrounding open space and agricultural lands.

This element fuses together the interrelated topics of land use and community design. Land uses, their mixes and location, and the form and design of development significantly influence community livability and quality of life. As a global destination and as the center of commerce for Napa County, the City has a surplus of jobs relative to its housing supply. The General Plan outlines significant new opportunities to increase housing availability in the City while providing for the needs of the growing economy.

The General Plan seeks to channel new development into Focus Areas along certain key corridors and opportunity areas to limit impacts to existing neighborhoods and historic resources. Focusing new development within these areas helps create centers of higher densities with mixes of uses that foster a more vibrant, walkable community. Connections between centers, corridors, and neighborhoods will be enhanced to improve mobility and access. The Plan also provides clear policy direction for areas outside the City limits but within the Sphere of Influence (SOI), where urban development has long been contemplated; these include the Foster Road/Golden Gate Drive area, and properties along Big Ranch Road near Vintage High School.

2.1 Background and Purpose

The Land Use and Community Design (LUCD) Element guides the location, form, and character of new development, shaping where people live, work, play, and shop. It presents the desired pattern for the ultimate development of the City for the General Plan horizon (year 2040) and seeks to ensure that the community's evolution and changing demographics reflect the City's careful planning, conserve the natural environment, and promote synergies between different land uses that encourage walking, biking, and sustainable lifestyles. The element is closely related to several others, including the Housing Element and Chapter 5: Historic and Cultural Resources.

Background information and considerations on land use and community design are outlined below and organized into the following sections.

- **Land Use Framework.** This section covers the broad goals of land use citywide, including land use designations and development density and intensity standards.
- **Potential Development.** This section summarizes the City's anticipated growth by 2040, including forecasts of the number of new housing units, population, jobs, and commercial and industrial square footage anticipated as a result of the General Plan.
- **Focus Areas.** This section outlines land use and community design goals and policies for key corridors, referred to as "Focus Areas" – Trancas, Jefferson, Soscol North, and Soscol South focus areas.
- **Downtown.** While detailed policies and goals for Downtown are included in the Napa Downtown Specific Plan, this section sets high-level goals and changes that should be addressed when the Downtown Specific Plan is updated.
- **Neighborhood Quality and Character.** This section addresses existing neighborhoods and residential or commercial uses found in them. Example neighborhoods include Browns Valley, Napa Abajo, Shurtleff, and other neighborhoods that make up Napa.

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

While the LUCD Element includes aspects of nearly all of the core values of the Napa Community Vision and Guiding Principles, it most closely furthers:

Guiding Principle 1: Foster Napa as a community of connected neighborhoods, with vibrant, walkable districts, and revitalized corridors.

Guiding Principle 3: Balance local and tourist needs.

Guiding Principle 4: Promote housing and support a diverse array of housing types to meet the needs of all segments of the population.

Guiding Principle 8: Promote continued Downtown revitalization.

2.2 Existing Land Use and City Structure

Napa is characterized by a compact development pattern, with a historic Downtown at the City's core, and the surrounding natural topography of the Mayacamas Mountains to the west and the Vaca Range to the east. The RUL, initially established in the 1970s, limits outward growth into some of world's most valuable agricultural lands, which define the valley floor landscape. Physical development in the City is further defined by the existing residential neighborhoods, parks and open spaces, commercial centers, and industrial districts along with the transportation corridors and infrastructure that link them. The Napa River and its tributaries weave throughout the City, providing recreational enjoyment, habitat, and scenic views.

Napa's Downtown core is laid out in a grid plan that is rotated approximately 30 degrees to align with the Napa River, with historic neighborhoods to the north, south, and east of Downtown. Most of Napa's residential neighborhoods are located outside of the Downtown core area. While many of these neighborhoods are formed in a grid-like pattern, geographical barriers such as creeks and steep terrain that are costly to traverse have led to dead-end streets, resulting in sometimes less walkable and connected neighborhoods. Each neighborhood has a different block pattern and character, which is described in greater detail in Section 2.7.

This section provides an overview of the existing, developed land uses in the Planning Area as of January 2019. The acreages and associated percentages are for buildable lots and exclude the Napa River and other rights-of-way. This section describes how lands are currently being used in the City; Section 2.3: Land Use Framework, outlines the prescriptive mandate for future land uses. The existing land uses are shown in Figure 2-1. The Existing Conditions Report (March 2019) contains greater detail on existing land uses; see Appendix C for a link to that document.

Residential

Most of the Planning Area is developed with residential uses (49.5 percent of land area), as shown in Figure 2-1. Single-family residential is the most common type of residential development, comprising about 40.8 percent of the Planning Area, followed by multi-family residential (7.3 percent) and mobile homes (1.5 percent). Multi-family residential uses are more widespread in the incorporated portions of the Sphere of Influence (SOI) as compared to unincorporated pockets; multi-family residential uses occupy 760 acres (7.3 percent) of the incorporated SOI but only 22 acres (2 percent) of unincorporated pockets. Ninety-eight percent of housing within unincorporated pockets of the SOI is either single-family residential or rural residential.

Commercial

Commercial uses occupy 7.8 percent of the Planning Area. Most commercial uses—including retail, lodging, and offices—are located along major corridors, including State Route (SR) 29, SR 221, Trancas Street, and Soscol Avenue. Downtown Napa, approximately centered along Third Street to the west of the Napa River, contains a mix of primarily general commercial uses. Most automobile commercial uses are located along Soscol Avenue, forming Napa County's sole "auto row." Major commercial retail centers include Bel Aire Plaza, located at the northeast corner of Trancas Street and SR 29; Silverado Plaza, located at the southeast corner of Trancas Street and Soscol Avenue; South Napa Marketplace and Century Center, located at the northwest corner of

Imola Avenue/SR 121 and Soscol Avenue/SR 221; Napa Premium Outlets, located at the southwest corner of First Street and SR 29; and Jefferson Square, located at the southwest corner of Trancas and Jefferson streets. Office commercial uses (0.4 percent of the Planning Area), which are generally buildings used solely for private or institutional/government/public office uses, are mostly located along Jefferson Street and Trancas Street. There are other office uses in Napa, but these office uses are generally located in mixed-use buildings and are accounted for in the general commercial land use category.

Parks, Open Space, and Public/Institutional

Parks and open spaces account for 15.5 percent of current land uses. The Planning Area includes many public facilities, including City and County offices and facilities, schools, and hospitals. Altogether, public facilities comprise 10.3 percent of the Planning Area. Napa State Hospital is located at the southeast corner of Imola Avenue/SR 121 and Soscol Avenue/SR 221 and is the largest public/institutional use in the Planning Area. Napa Valley College is located across SR 221 from Napa State Hospital, while elementary, middle, and high schools are distributed throughout the Planning Area. Most City and County offices are in Downtown, with a few facilities, including the Napa County Health and Human Services Department and the Napa County Social Services Department, located outside of Downtown.

Other Uses and Vacant Land

Less common land uses include agriculture and industrial. Agricultural land uses—including vineyard and winery uses—are generally located at the edges of the Planning Area and comprise 4.7 percent of the Planning Area. Industrial uses comprise 3.8 percent of land in the Planning Area and are generally located to the south of Imola Avenue, with smaller pockets of industrial uses near the intersection of Lincoln and Soscol avenues and along California Boulevard. About 9.5 percent of the land in the Planning Area is vacant. Large vacant parcels are typically in areas that have environmental constraints, such as the terrain and steep slopes at Timberhill, or flood potential along the west bank of the Napa River and Soscol Avenue. Smaller vacant parcels are dispersed throughout the Planning Area and are typically cleared or undeveloped land, such as public parking lots found in Downtown, or land that is previously approved for future development, such as the properties at the Silverado Trail, First Street and Juarez Street which are approved for a hotel development. There are a few small vacant sites that have the potential for infill development in single-family residential areas, both along the eastern portion of the City in the Alta Heights and Terrace/Shurtliff neighborhoods, and west of SR-29 in the Linda Vista and Pueblo neighborhoods. Neighborhood names and location are shown in Figure 2-9.

Figure 2-1: Existing Land Use

‘UNINCORPORATED POCKETS’

‘Unincorporated pockets’ are areas of land that are within the City’s SOI but outside the City Limits, which means that those properties are under the legal jurisdiction of Napa County. A portion of the unincorporated pockets meet the requirements of the Napa Local Agency Formation Commission (LAFCO) to be considered an ‘unincorporated island,’ which generally means that the pocket is either completely or substantially surrounded by the City of Napa. All property within the unincorporated pockets (including the unincorporated islands) is within the Planning Area and SOI and could be annexed into the City Limits at some point.

Shown in Figure 2-2, there are approximately 18 unincorporated pockets in the Planning Area, of which 13 are considered islands, totaling around 188 acres with a current population of about 2,100. The City currently provides municipal water to most of these unincorporated pockets. Wastewater services in the City and most of the unincorporated pockets are provided by Napa Sanitation District. Infrastructure—such as sidewalks, overhead utilities, storm drainage, etc.—in some of these areas do not conform with City standards.

The General Plan establishes land use designations for all land within the SOI, including unincorporated pockets. While several of the unincorporated pockets are developed with residential uses, others are partially developed and somewhat rural (older one-acre or larger lot subdivisions) based on the pattern that developed under the County’s jurisdiction.

The General Plan seeks to promote annexation of the unincorporated pockets within the City’s SOI to further community cohesion, and efficiently provide services, including sewer, water, solid waste and recycling collection, police protection, fire protection, and code enforcement. Recognizing the challenges associated with annexation, the California Legislature passed a Streamlined Island Annexation Process (Government Code § 56375.3) which allows a Local Agency Formation Commission (LAFCO) to sometimes shorten LAFCO’s process of approving an annexation provided that the criteria are met for the definition of an “unincorporated island.”

Figure 2-2: Unincorporated Islands

2.3 Land Use Framework

The land use designations and the associated density/intensity standards that follow represent adopted City policy.

LAND USE DESIGNATIONS

The following outlines the General Plan land use designations. The designations are meant to be broad enough to give the City flexibility in implementation, but clear enough to provide sufficient direction to carry out the General Plan. The City's Zoning Ordinance will contain more detailed provisions and standards as part of the land use classification system, consistent with the General Plan land use designations. More than one zoning district may be consistent with a single General Plan land use designation.

While permitted densities/intensities are outlined as part of the land use descriptions below, for detailed description of these, please refer to the next section – Density/Intensity Standards. The Land Use Diagram is shown in Figure 2-3 and illustrates the General Plan land use designations. In some instances, the land use designation may refer to typical building heights. This information is for illustrative purposes only and is not a limitation; actual building height and bulk controls are established in the City's Zoning Ordinance but must be consistent with the intentions of the General Plan. A maximum floor area ratio (FAR) residential density is associated with each land use designation, and several residential designations have minimum densities as well. Several land use designations have increases in maximum FAR or density achievable with a Conditional Use Permit that requires discretionary review and approval; detailed procedures for these would be specified in the Zoning Ordinance.

Residential

Five residential land use designations are established to provide for development of a range of housing types. Densities are stated as the number of housing units per gross acre. Gross acreage is the total acreage of the site prior to dedication of land for public use, such as for streets. See Appendix A: Glossary for additional terms and definitions. Accessory and "junior" accessory dwelling units permitted by local and State regulations, and density bonuses for the provision of affordable or senior housing, are in addition to densities otherwise permitted. For mixed-use areas with development intensities specified in FAR rather than residential density, bonus for affordable or senior housing will be in the form of an FAR increase comparable to the unit bonus.

Home-occupation uses are allowed in all residential areas as incidental to residential use, with limitations on size and other parameters as established in the Zoning Ordinance. Day-care facilities are allowed in all residential designations in accordance with State law. Existing mobile home parks are considered conforming uses in all residential areas.

Limited non-residential uses, such as bed-and-breakfast inns and public and quasi-public uses of an administrative, educational, recreational, community assembly, cultural, communications, or public service nature, are allowed in residential areas subject to FAR limitations and some discretionary review as summarized in the next section.

Traditional Residential

This designation provides for detached and attached single-family homes, live-work housing, and group quarters (e.g., residential facilities and nursing homes). Bed-and-breakfast inns, artist studios, and public and quasi-public uses may be permitted at appropriate locations at the City's discretion.

Traditional Residential areas consist of the older neighborhoods of Napa which have developed over time with a variety of residential building types and densities. Portions of some neighborhoods may have developed during one historic period and exhibit common design characteristics, while others may have developed over an extended period and be diverse in architectural styles. New development should complement the existing neighborhood in terms of building massing and overall scale. Flexibility in street setbacks, yards, and other zoning standards may be permitted to ensure compatible design. A variety of housing types and styles may be permitted so long as they are compatible with the design characteristics of the surrounding neighborhood and within the permitted density range. While portions of Traditional Residential areas may be designated as historic districts, there is not a direct correlation between the two. Chapter 5: Historic and Cultural Resources describes existing and potential historic districts in Napa.

Permitted residential density range is 2.0 to 12.0 units per gross acre, and the overall combined maximum residential and non-residential FAR is 0.6.

Very Low Density Residential

This designation is mainly for detached single-family homes in rural edges of the City. The density range is up to 2.0 dwelling units per gross acre with the intent that existing parcels remain sparsely built. When new development is proposed, buildings should be clustered together to preserve natural features and resources. Vineyards, low-intensity agricultural uses (e.g., community or household farms), and open space preservation are permitted. Non-residential commercial uses (such as wineries) will require discretionary review and approval.

Low Density Residential

This designation consists of single-family residential development with densities ranging from 3.0 to 8.0 units per gross acre. This designation is mainly intended for detached single-family dwellings, but attached single-family units may be permitted, provided each unit has ground-floor living area and private outdoor open space. Mobile homes, and compatible uses such residential care facilities are permitted.

Medium Density Residential

This designation provides for housing densities ranging between 8.0 to 18.0 units per gross acre. Housing types would typically encompass single-family detached and attached, but multi-family housing types may be permitted where maximum permitted density is otherwise not attainable due to lot configuration or development constraints.

High Density Residential

This designation consists of housing densities ranging from 18.0 to 40.0 units per gross acre. This designation would permit the full range of housing types, including multi-family, single-family attached, single room occupancy (SRO) facilities, live-work housing, and group quarters (e.g., residential facilities and nursing homes). Community-oriented non-residential uses, such as markets, restaurants, or other commercial uses that provide goods and services, are permitted. The maximum allowable non-residential FAR is 0.3 and may be increased by 0.3 up to a maximum of 0.6 with discretionary review and approval. Mixed-use projects shall not exceed a combined maximum residential and non-residential FAR of 1.0.

Mixed Use

These designations are intended to accommodate higher-intensity, active, pedestrian-oriented development. Any single use or combination of allowed uses are permitted in order to integrate housing with retail, commercial, office, and other compatible uses. Certain mixed-use areas, such as along Jefferson Street, are required to have active ground floor uses to generate interest and activity along the street. These areas are shown on Figure 2-5, and it is anticipated that these sites will include a vertical mix of uses. Examples of active ground floor uses include retail stores, eating and drinking establishments, commercial recreation and entertainment, hotel lobbies, childcare services, libraries, museums, art galleries, and fitness/wellness studios. Upper floors could be devoted to the range of permitted residential and non-residential uses. Development will be designed to foster walkability and connections with surroundings. Where larger sites are developed, development will be broken into smaller blocks to promote finer-grain development.

Where otherwise not permitted in the designations below, creative, non-nuisance production uses and maker spaces -oriented uses (including artisan shops, studios, media production, printing and publishing), distilleries and micro-breweries, offices/business incubation spaces, research and development facilities, and public and quasi-public uses are conditionally permitted.

Five mixed-use designations are established:

Residential Mixed Use

This designation prioritizes residential development with associated neighborhood-scale retail and office space. In addition to a mix of housing types, other uses like live/work units, artist studios, and businesses that are less than 10,000 square feet are permitted. The maximum FAR for all uses, inclusive of residential, shall be 1.0. Residential units are required with densities ranging between 16 and 40 housing units per gross acre.

Corridor Mixed Use Low

This designation provides for developments that integrate residential and compatible commercial and office uses. It is intended for a mixture of uses in a single building; however, if a mixture of uses is infeasible due to site constraints or costs, single uses are allowed, provided they meet the goals and objectives of the General Plan. The maximum FAR for all uses, inclusive of residential, shall be 1.5. No separate residential density standards are specified.

Corridor Mixed Use High

This designation is intended to promote a vibrant and walkable environment with mid-rise (typically 55 feet or lower) mixed-use development and allows for more intensive development than Corridor Mixed Use Low. Permitted uses include neighborhood and community retail; eating and drinking establishments; commercial recreation; hotels and visitor services; residential; financial, business, and personal services; educational and social services; and office. The maximum FAR for all uses, including residential, shall be 2.0. For developments along Soscol, Lincoln, and Imola avenues, a minimum 0.15 FAR non-residential use is required. No separate residential density standards are specified.

Napa Pipe Mixed Use

This designation applies solely to the Napa Pipe site. A range of housing types, retail, hotel, office, other commercial, and R&D/light industrial/warehouse uses are allowed, with development intensities in accordance with the more detailed City-approved plans for this site.

Foster Road Mixed Use

This designation is specifically for the area located in the southwest portion of the City in between Foster Road and Golden Gate Drive. These parcels are presently (2021) in unincorporated Napa County and are within the City's RUL and SOI. Section 2.8 includes policies with more detailed direction for development in this area.

Commercial

These designations are designed to foster a mix of business uses resulting in districts with strong urban design, including buildings and landscapes that relate to the surroundings and have high level of public-realm amenities, such as tree-lined streets; sidewalks, pedestrian paths, and crossings; and plazas and other gathering spaces for workers and visitors. Site planning should ensure that streets are lined with occupied buildings or landscapes, with parking and service facilities tucked behind or away from public streets. Large parcels would be broken up into smaller blocks by pedestrian paths to create more walkable settings and parking garages may be used to promote shared parking. Three commercial designations are established:

General Commercial

This designation includes general and neighborhood commercial uses, including shopping centers and commercial uses adjacent to highways or major corridors, where residential development may not be desirable. A range of commercial uses, including retail stores; eating and drinking establishments; commercial recreation; gas and service stations; automobile sales and repair services; financial, business and personal services; motels; medical, educational and social services is permitted. The Zoning Ordinance may further distinguish between neighborhood, regional, or general commercial uses. The maximum FAR is 0.7.

Hospitality Commercial

This designation provides for commercial retail and service uses, including lodging, restaurants, and services oriented towards tourists and other visitors to the community. Visitor-serving retail uses which emphasize the historic role of the Napa Valley in viticulture, such as wineries and wine centers, are also permitted. The maximum FAR is 1.5.

Business Professional

This designation allows commercial office, including general business, non-nuisance production, professional services, and health and wellness uses. Office areas near the Queen of the Valley Hospital are reserved for medical/dental offices, medical laboratories, pharmacies, and similar related uses. Supportive commercial uses are permitted, subject to limitations established in the Zoning Ordinance. Intensive residential uses may be allowed only as adjunct to the health or medical-related use (such as assisted living, rehabilitation, or hospice facilities) at a maximum density of 40 units per gross acre. The maximum FAR is 1.2.

Industrial

Business Park

This designation provides for manufacturing, warehousing, and office, public and quasi- public uses, and similar compatible uses in campus-like settings. Intensive industrial uses may be located in Business Park-designated areas subject to the special design considerations and other criteria that may apply to a specific corporate park. Development in this designation shall have integrated design requirements including extensive landscaping and unifying design features. Any exterior storage and operations shall be fully screened from any public view and from adjacent residential and commercial uses. The maximum allowable non-residential FAR is 0.7 and may be increased up to a maximum of 1.0 with discretionary review and approval.

Light Industrial

This designation provides for small-scale, manufacturing, fabrication, packaging, storage, equipment repair, construction and maintenance yards, trade and technical training facilities, utility plants, and recycling centers and similar facilities. Additional production-oriented uses may be appropriate, including creative uses and maker spaces, artisan shops, studios, media production, printing and publishing, distilleries, wine-making facilities, and micro-breweries, tech start-ups, research and development facilities, light industrial uses, and public and quasi-public uses. The maximum allowable non-residential FAR is 0.7 and may be increased up to a maximum of 1.0 with discretionary review and approval.

Flex Industrial

This designation permits a variety of small-scale industrial uses, including non-nuisance production, packaging, storage, equipment repair, construction and maintenance yards, and trade and technical training facilities that do not generate off-site noise, light/glare, and air-quality impacts. Additional production-oriented uses are permitted, including creative uses and

maker spaces such as artisan shops, studios, media production, printing and publishing; distilleries, wineries, and micro-breweries; food production; tech start-ups; research and development facilities; light industrial uses; and public and quasi-public uses.

New residential uses, including live-work units, are permitted while recognizing that these would be part of a blended residential/industrial district.

The maximum residential density is 20 units per gross acre. The maximum total (residential and non-residential combined) FAR is 0.7. Up to a 20 percent increase in density/FAR is permitted with discretionary review and approval.

Public Serving

Public-serving areas are those that are primarily used for public or quasi-public institutions, including schools, government offices, open spaces, parks, and related community service facilities. There are two public-serving designations:

Public-Serving

This designation provides for public and quasi-public sites dedicated to community-serving purposes, such as government offices and related community service facilities, all public schools, private schools ~~with a significant enrollment~~, and public health facilities. ~~Residential uses are also permitted in appropriate locations as a conditional use subject to discretionary review.~~ Conference, exhibition, entertainment, and other gathering uses may also occur in large facilities such as those at the Napa Valley Expo. Residential or residential mixed-use development may also be ~~conditionally~~ permitted, with the final density being determined based on the density of surrounding ~~uses and a finding of compatibility through discretionary review and approval parcels.~~ The maximum FAR for all uses is 1.0, with no specific FAR limitation for City-owned public-service and safety uses.

Open Space and Parks

The Open Space and Parks designation is applied to future and existing public parks and facilities. Active and passive recreation spaces, greenbelts, natural areas, and other recreation-oriented public facilities—such as youth and senior centers, restrooms, plazas, ballparks, community centers, pools, and concession stands—would be permitted under this designation.

Conservation

Typically located near the City's fringes, the conservation designations seek to conserve the City's natural resources and permit a variety of parks, trails, vineyards, and other outdoor active uses. Limited residential uses are permitted, but as ancillary to conservation uses; Greenbelt and Agriculture designations are not considered a residential land use. p There are two conservation designations:

Greenbelt

This designation is applied to specific sites at edges of the City that are to remain in open space, agricultural or resource conservation use. Resource conservation areas are sensitive lands due to their high scenic value and/or natural resources and habitats, connectivity to larger habitats and other considerations such as geotechnical, seismic, or high fire hazards. One resource area with this designation is the Stanly Ranch South Wetlands Open Space. Other sites with this designation are hillside resource lands and lands currently in agricultural use. A maximum of one housing unit per existing parcel (as of 2021) is permitted, provided sensitive resources and habitats, and viewsheds are not impacted. Other low intensity uses, such as rural residential up to one unit per 20 acres, added low-intensity agriculture (e.g., small vineyards or community or household farms), or recreation trails may be considered at the discretion of the City to ensure adequate protection of underlying resources, or natural or scenic features.

Agriculture

This designation is primarily for private open space uses and low-intensity agriculture for properties along the periphery of the City Limits. A maximum of one housing unit per existing parcel as of 2021 is permitted, provided sensitive resources and habitats, and viewsheds are not impacted. No commercial uses are permitted by right. Other uses, such as wineries or production facilities, require discretionary review and approval.

Figure 2-3: General Plan Land Use Diagram

Downtown Napa Specific Plan

Adopted in 2012, the Downtown Specific Plan (DTSP) designates land uses and development intensities in the 210-acre Downtown area bounded by Jefferson Street to the west, Third and Division streets to the south, the Napa River to the east (which includes the Oxbow Public Market and the Culinary Institute of America at Copia site east of Soscol Avenue), and the zigzagging edge of the Downtown commercial area adjacent to the northern residential neighborhoods along Polk and Caymus streets west of Soscol Avenue.

Land use designations in the Downtown area largely follow the existing DTSP, which details permitted uses and development intensities (detailed below), as well as other policies, programs, and standards. The General Plan has updated certain areas within the DTSP Area, including designating the closed Napa County Correction Department at 1125 3rd Street to Downtown Mixed Use, and consolidating the Downtown Parks and Open Space designation with the Open Space and Parks General Plan designation (described above). The General Plan Land Use Diagram is the most up-to-date representation of land use designations in the DTSP area and the DTSP will be updated to conform to the General Plan Land Use Diagram.

In addition, the General Plan provides additional flexibility, allowing a broader array of ground floor uses—co-working spaces, arts and craft studios, pop-up stores, wellness and fitness studios, arts, entertainment, and other related uses—in addition to retail and service establishments, and eating and drinking establishments. These additional uses will be reflected in the updated DTSP and incorporated as part of the Zoning Ordinance to ensure consistency with the General Plan.

Downtown Land Use Designations

Land uses established in the DTSP that are carried forward in the General Plan and listed below. Additional zoning districts, including the Entertainment Overlay District, may also apply.

Downtown Core Commercial

The Downtown Core Commercial land use designation and zoning district generally includes properties on First Street from School Street to the Napa River and on Main Street from Fifth Street and the Napa Mill to Caymus Street. The primary intent of this land use designation and zoning district is to promote the continued development and revitalization of the pedestrian-oriented Downtown area that serves as Napa's unique shopping district as a neighborhood hub for the residences surrounding it, and as the center of the Napa community.

The Downtown Core Commercial land use designation and zoning district reinforces Downtown's identity as a compelling place for shoppers and visitors, requiring development that is in line with Downtown's traditions, and which preserves its historic heritage. The goal is to provide a mix of land uses (e.g., shops, restaurants, hotels, and entertainment in designated areas) that will draw people Downtown during the day, evening and on weekends; develop an improved streetscape to offer visitors a pleasant pedestrian experience; and create a series of outdoor spaces to encourage public gatherings in the City center.

Downtown Mixed Use

The Downtown Mixed Use land use designation and zoning district generally includes properties on the blocks surrounding the Downtown Core Commercial area from Clay and Pearl streets to the northern boundary of Downtown, and from Seminary and Church streets east to the Napa River and south to Third Street. The Downtown Mixed Use land use designation and zoning district allows a broad mix of uses that is less intensive than in the Downtown Core Commercial area and more oriented to residents' daily needs.

The Downtown Mixed Use land use designation and zoning district provides for retail uses; administrative and other offices; institutional, recreational, entertainment, arts and cultural uses; hotels and conference facilities; transportation facilities; and public and quasi-public uses that strengthen Downtown's role as the community's center. The Downtown Mixed Use land use designation and zoning district also encourages residential uses primarily as part of a mixed-use development. Stand-alone residential development may be permitted where it does not conflict with other land use policies relating to Downtown.

Downtown Neighborhood

The Downtown Neighborhood land use designation and zoning district applies to the blocks along the northern, southern and western edges of Downtown. The Downtown Neighborhood land use designation and zoning district creates a transition between the more intensive, commercially oriented uses in the center of Downtown and the surrounding residential neighborhoods. This land use designation and zoning district provides for a compatible mix of residential uses; limited services; offices oriented to the provision of business and professional services; "live/work" spaces (where living spaces and workspaces are combined together into one unit); limited mixed residential/service and residential/office developments; and limited use of bed-and-breakfast inns to encourage people to reside Downtown and create "eyes on the street."

Downtown Public

The Downtown Public land use designation and zoning district provides for public and quasi-public uses dedicated to community-serving purposes such as government offices and related community service facilities. County uses such as the Napa County administrative and courthouse complex and adjoining jail are included in the Downtown Public district, as are uses that support Downtown commerce and living such as the public library, public parking facilities and Napa City Hall. The Downtown Public land use designation and zoning district also provides for appropriately located public lands devoted to public open spaces and trails. The Downtown Public land use designation and zoning do not apply to County facilities on County property, which are not regulated by the City.

Some public buildings such as the Economic Development/Housing Division Building at the corner of Seminary and Clay streets and the Community Services Building at 1600 First Street do not have the Downtown Public land use designation and zoning because these properties are better suited as mixed-use opportunities as part of the long-term vision for Downtown. Public functions currently accommodated in these facilities may be relocated into a new civic center complex. The remaining sites would be available for mixed-use development, including residential, retail or

office uses. Regulations for Downtown Public land use designation and zoning district are found in the Napa Municipal Code.

Oxbow Commercial

The Oxbow Commercial land use designation and zoning district applies to the eastern portion of Downtown generally between Soscol Avenue and the Napa River and north to River Terrace Drive. The Oxbow Commercial land use designation and zoning district allows for uses oriented to tourists such as hotels and their related amenities; recreational facilities; community and visitor-serving retail, commercial, entertainment and restaurants; and similar compatible uses in addition to live/work opportunities. There is a remaining need for the City to specifically address the unique challenges and opportunities within the Oxbow District as part of a focus area plan or a specific plan.

DENSITY/INTENSITY STANDARDS

The General Plan establishes density/intensity standards for each use designation. Density/intensity is expressed as a maximum for some designations and a range for others; development would be subject to both the maximum and the minimum limits, where specified.

Residential density is expressed as housing units per gross acre, which is based on the gross lot area prior to the dedication of any rights-of-way, public parks, or other public areas. In cases where a project site encompasses more than one lot, the density may be averaged over the entire project site. Development would be required within the density range (both maximum and minimum) where stipulated in the designation.

Standards of population density for residential uses can be derived by multiplying the maximum allowable number of housing units per acre by the average number of persons per housing unit assumed for the applicable residential designation. The average number of persons per housing unit has been assumed to be 2.66 persons per household, based on California Department of Finance projections. It is important to note that this average *does not* represent City policy; it simply provides the basis for correlating the permitted number of housing units per acre with an estimate of the number of residents of those units.

Non-residential and mixed-use development intensity is expressed as floor area ratio or FAR, which is calculated by dividing the total building floor area by the gross site area (the total land area that is part of the development). FAR is a broad measure of building bulk that regulates visual prominence and can be used to estimate traffic generation. It can be clearly translated to a limit on building bulk in the Zoning Ordinance and is independent of the type of use occupying the building. Building area devoted to structured or covered parking (if any) is not included in FAR calculations. Residential uses within Corridor Mixed Use Low or Corridor Mixed Use High designations are not separately subject to density requirements but are included in the overall FAR calculations.

The Zoning Ordinance may provide specific exceptions to the FAR limitations for uses with low employment densities, such as research facilities, or low peak-hour traffic generation, such as a hospital. In addition to density/intensity standards, some land use designations stipulate allowable building types (such as single-family residential) as well.

State mandated density bonuses for deed-restricted affordable and senior housing are in addition to densities otherwise permitted. Where only an FAR is specified for a specific mixed-use land use designation of which residential is a part, the bonus would be in the form of an equivalent FAR increase.

The density/intensity standards do not imply that development projects will be approved at the maximum density or intensity specified for each use. Other State laws, like SB 167 Housing Accountability Act, may have additional provisions impacting density/intensity standards and approvals. Zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges, and the Zoning Ordinance may provide variances for specific conditions where the lower end of the range may not be attainable.

Density/intensity standards are summarized in Table 2-1. For sites with a residential land use designation, the maximum FAR for non-residential uses is 0.3 unless higher FARs are specified in specific designations that follow. An increase in FAR up to 0.6 may be allowed with discretionary review and approval, provided the design respects and complements the visual character of the surrounding neighborhood; does not adversely impact the historic qualities of any historic building; and all other impacts are mitigated. Increases in FAR above 0.3 shall not be authorized for any nonconforming uses in residential land use categories.

Table 2-1: Standards for Density and Development Intensity

<i>Land Use Designation</i>	<i>Residential Density¹</i>	<i>Floor Area Ratio (FAR)²</i>
Residential		
Traditional Residential	2.0 to 12.0	Up to 0.6 for combined residential and non-residential uses.
Very-Low Density	Up to 2.0	Requires discretionary approval for non-residential uses.
Low Density	3.0 to 8.0	Up to 0.3 for non-residential uses
Medium Density	8.0 to 18.0	Up to 0.3 for non-residential uses
High Density	18.0 to 40.0	Up to 0.3 for non-residential uses (0.6 by discretionary approval; not to exceed a combined FAR of 1.0 for both residential and non-residential uses)
Mixed Use		
Residential Mixed Use	16.0 to 40.0	Up to 1.0 (including all uses – non-residential and residential)
Corridor Mixed Use Low	Regulated by FAR only	Up to 1.5 (including all uses – non-residential and residential)
Corridor Mixed Use High	Regulated by FAR only	Up to 2.0 (including all uses – non-residential and residential)
Napa Pipe Mixed Use	-	-

Table 2-1: Standards for Density and Development Intensity

<i>Land Use Designation</i>	<i>Residential Density¹</i>	<i>Floor Area Ratio (FAR)²</i>
Foster Road Mixed Use	Up to 10.0	Up to 0.5 for non-residential uses
Commercial		
General Commercial	No residential permitted	Up to 0.7
Hospitality Commercial	No residential permitted	Up to 1.5
Business Professional	Up to 40.0	Up to 1.2
Industrial		
Business Park	No residential permitted	Up to 0.7; Up to 1.0 with discretionary review
Light Industrial	No residential permitted	Up to 0.7; Up to 1.0 with discretionary review
Flex Industrial	Up to 20.0	Up to 0.7; Up to 1.0 with discretionary review
Public Serving		
Public-Serving	Requires discretionary review for residential uses	Up to 1.0 (including all uses) except for no limit on City-owned public-service and safety uses
Open Space and Parks	None	Varies, depends on use
Conservation		
Greenbelt	One primary dwelling unit per existing parcel; 1 unit per 20 acres with discretionary review	Established during discretionary review.
Agriculture	One housing unit per parcel ~~No residential permitted~~	Requires discretionary review for non-residential uses.
Downtown Specific Plan	Specified in the Downtown Specific Plan	Specified in the Downtown Specific Plan

1. Residential density is expressed in housing units per gross acre.

2. FAR is exclusive of structured parking area.

2.4 Potential Development

GENERAL PLAN BUILDOUT

Likely development resulting from the application of land use designations in the General Plan to vacant and underutilized sites (referred to as “buildout”) is outlined in Table 2-2. Vacant sites are parcels that do not have improvements (for example, like a structure or a paved parking lot) on site while underutilized sites typically have improvements on site but have a low FAR or low assessed value ratio.

The General Plan is expected to result in approximately 7,800 new housing units and 10,800 new jobs. This would result in a total citywide population of 97,200, or an addition of 17,900 residents. The General Plan has a 2040 horizon; however, the Plan does not specify or anticipate when buildout will occur, as long-range demographic and economic trends are difficult to predict. The designation of a site for a certain use also does not necessarily mean that the site will be developed or redeveloped with that use during the planning period, as development will depend on property-owner initiative.

As a result of General Plan strategies, much of the growth is targeted within key Focus Areas in order to prioritize infill development and invest in existing community assets while preserving open space and agricultural land around the community. The four Focus Areas delineated in the General Plan include the Trancas, Jefferson, Soscol North, and Soscol South focus areas. The Focus Areas are described in Section 2.5.

A significant amount of office and light industrial development is projected to occur in the Trancas, Soscol North, and Soscol South focus areas. Most retail commercial growth is expected to occur within the Downtown Core. The remainder of land within the City, summarized as “Outside Focus Areas,” will still be a key contributor to growth, including Business Park and Light Industrial designated areas in the southern portion of the City along Highway 221 at Napa Valley Commons and Napa Pipe, as well as new mixed-use development in Corridor Mixed Use High areas. Reuse and new development will reflect a balance of opportunities that take advantage of underutilized sites with potential for intensification, with reuse (e.g., redevelopment) representing about 16 percent of future development and new development representing 84 percent. This growth is in addition to major development projects that are currently under construction, approved, or under review by the City (“pipeline” projects), which include about 3,200 housing units and 434,000 square feet of non-residential development as of July 2021.

Jobs/Housing Balance

Jobs/housing ratio—or more precisely, jobs/employed residents’ ratio—is the quantitative relationship between jobs located within a city and residents of the city who are employed, whether within the City Limits or elsewhere. A ratio of 1.0 indicates a balance (that is, the number of in- and out-commuters is equal); a ratio of less than 1.0 indicates lower jobs availability relative to the city’s available workforce, while a ratio greater than 1.0 indicates a jobs surplus.

Given today’s specialized economy and employers’ needs for workers with specific skills, large numbers of two-income households with jobs located in different cities, and potential mismatch

between housing affordability and type available near jobs, even complete parity between local jobs and local workers would not obviate the need for commuting. This is especially true in the technology-centric Bay Area, with its high cost of housing. Undersupply of housing close to workplace centers and mismatch between jobs and housing needs is one of the principal causes of increasing commute lengths in the Bay Area.⁴ A balanced jobs/employed residents' ratio is generally associated with benefits such as reduced driving and congestion; fewer air pollution emissions; lower costs to businesses and commuters; lower public expenditures on facilities and services; greater family stability; and a higher quality of life.⁵

Information on total jobs within Napa is not reported by either the U.S. Census or the California Economic Development Department. Based on recent detailed analysis conducted by the City, Napa is estimated to have a job/employed residents' ratio of 1.19 – that is, the City has more jobs than employed residents.⁶ General Plan projections indicate that this ratio will be maintained at the General Plan horizon. Table 2-3 provides more detail on existing and projected jobs/employed residents' ratio. The General Plan provides for a significant increase in housing capacity in the City; thus, the jobs/housing balance ratio in the City could improve in the future if there is an adequate housing market.

Table 2-2: Development Summary - Projected Buildout

	Housing (units)	Non-Residential Building Area (s.f.)				Hotel (rooms)
		Retail	Office	Industrial	Total	
Downtown Core ¹						
Pipeline ²	100	156,000	11,000	-	167,000	160
Net New ³	710	173,000	22,000	-	195,000	100
Total Change	810	329,000	33,000	-	362,000	260
Soscol South Focus Area						
Pipeline ²	660	62,000	-	-	62,000	90
Net New ³	660	71,000	172,000	236,000	479,000	20
Total Change	1,320	133,000	172,000	236,000	541,000	110
Jefferson Focus Area						
Pipeline ²	-	-	-	-	-	-
Net New ³	200	-3,000	65,000	82,000	144,000	10
Total Change	200	-3,000	65,000	82,000	144,000	10
Soscol North Focus Area						
Pipeline ²	-	33,000	-	31,000	64,000	350

⁴ Robert Cervero (1989) Jobs-Housing Balancing and Regional Mobility, Journal of the American Planning Association, 55:2, 136-150, DOI: [10.1080/01944368908976014](https://doi.org/10.1080/01944368908976014)

⁵ SCAG (2001). [The New Economy and Jobs-Housing Balance in Southern California](#), pp. 19-20.

⁶ Calculated by dividing total jobs by the number of employed residents in the Planning Area, as seen in Table 2-4. Employed residents was calculated based on total population and the existing proportion of employed residents in the county (54.3%). Data sources are CoStar/Economic Planning Systems, Inc., State Economic Development Department, and State Department of Finance.

Table 2-2: Development Summary - Projected Buildout

	Housing (units)	Non-Residential Building Area (s.f.)				Hotel (rooms)
		Retail	Office	Industrial	Total	
Net New ³	50	16,000	10,000	142,000	168,000	190
Total Change	50	49,000	10,000	173,000	232,000	540
Trancas Focus Area						
Pipeline ²	-	15,000	-	-	15,000	-
Net New ³	460	51,000	274,000	241,000	566,000	50
Total Change	460	66,000	274,000	241,000	581,000	50
Outside Focus Areas						
Pipeline ²	2,410	44,000	20,000	62,000	126,000	400
Net New ³	2,550	13,000	243,000	1,005,000	1,261,000	90
Big Ranch Road	340	-	-	-	-	-
Foster Road Mixed Use	1,210	22,000	22,000	-	44,000	-
Napa Valley Commons	280	-	-	-	-	-
Remaining Planning Area	720	-9,000	221,000	1,005,000	1,217,000	90
Total Change	4,960	57,000	263,000	1,067,000	1,387,000	490
Entire Planning Area						
Existing Total ⁴	30,700	4,712,000	2,463,000	7,979,000	15,154,000	2,590
Pipeline Total	3,170	310,000	31,000	93,000	434,000	1,000
Net New Development Total	4,630	321,000	786,000	1,706,000	2,813,000	460
Total Change	7,800	631,000	817,000	1,799,000	3,247,000	1,460
2040 Projected Total	38,500	5,343,000	3,280,000	9,778,000	18,401,000	4,050

1. Calculated separately, based on Downtown Specific Plan guidelines.

2. "Pipeline" refers to major development projects that are currently under construction, approved, or under review by the City.

3. Net New development includes new development on vacant and underutilized opportunity sites as well as redevelopment of existing buildings on these sites.

4. Existing population and number of housing units from DoF Table E-5, 2020. Building Area from CoStar/EPs.

3. Housing units and hotel rooms rounded to the nearest 10. Building area rounded to the nearest 1,000. Totals may not add up due to rounding.

CoStar/Economic & Planning Systems, Inc., 2019; California Department of Finance, 2020; City of Napa, 2021; Dyett & Bhatia, 2021.

Table 2-3: Citywide Growth

	<i>Existing²</i>	<i>Change⁴</i>	<i>2040 Total</i>	<i>Percent Growth</i>
Commercial Building Area (square feet)¹				
Retail ³	4,712,000	~~631,000~~ 666,000	~~5,343,000~~ 5,378,000	~~1314%~~ 1336%
Office	2,463,000	~~817,000~~ 891,000	~~3,280,000~~ 3,354,000	~~3336%~~ 3336%
Industrial	7,979,000	~~1,799,000~~ 92,000	~~9,778,000~~ 9,971,000	~~2325%~~ 2325%
Total	15,154,000	~~3,247,000~~ 93,000	~~18,401,000~~ 18,703,000	~~2123%~~ 2123%
Jobs⁵	51,200	~~10,800~~ 11,500	~~62,000~~ 62,700	~~2122%~~ 2122%
Housing Units	30,700	7,800	38,500	25%
Jobs/Employed Residents	1.19		~~1.17~~ 1.19	~~-20%~~ -20%
Population⁶	79,300	17,900	97,200	23%

1. Building area rounded to the nearest 1,000. Other values rounded to the nearest 100. Totals may not add up due to rounding.

2. Existing numbers sourced from State Department of Finance, State Employment Development Department, and CoStar/EPS, Inc. Hotel data provided by the City of Napa.

3. Retail includes other commercial uses, such as hotels.

4. Change includes potential net new development over the General Plan planning period in addition to major projects that are currently in the pipeline.

5. Jobs are calculated based on Exhibit 2 in the City of Napa Economic Development Action Strategy from April 2019, and prorated based on recent County growth trends.

6. Population calculated based on household size (2.5), vacancy rate (5%), and group quarters proportion (1.3%).

CoStar/Economic & Planning Systems, 2019; CA Employment Development Department, 2019; CA Department of Finance, 2020; City of Napa, 2021; Dyett & Bhatia, 2021.

2.5 Focus Areas

Focus Areas are portions of some of Napa's key commercial corridors and adjacent areas that are targeted for higher intensity and mixed-use development in the General Plan. Napa has many thriving commercial corridors, including Jefferson Street, Trancas Street, and Soscol Avenue. Though each street has a unique identity and urban form, some desirable characteristics, such as

street trees, sidewalks, and architectural character are lacking in some portions of the corridors. Many of the commercial properties were developed decades ago during a different era and are reaching the end of their productive life cycle. Through Focus Areas, the General Plan envisions creating vibrant mixed-use corridors that enable people to live close to stores and services.

Policies in the General Plan seek to unify and strengthen the visual character, and improve the experience of walking, biking, and driving within these Focus Areas. Connecting sidewalks, improving pedestrian crossings, and widening the pedestrian right-of-way will attract more pedestrians and create an active street front. In addition, concentrating infill development along the Focus Areas will enhance the visual qualities of the corridors and attract more patronage. As these corridors are built out and attract more residents, frequent public transit will become more feasible. Below are key strategies to each Focus Area to achieve these outcomes; the policies that follow later further guide these broad directions.

Trancas Focus Area

The Trancas Focus Area includes the Trancas Street corridor, its environs, and, due to the streets' intersection and relationship to one another, portions of Jefferson Street. Trancas Street runs in an east-west direction in the northern part of Napa. West of SR 29, Trancas Street is known as Redwood Road. Trancas Street has two lanes of traffic in each direction with a central turning lane or a center median with turn pockets. Sidewalks are continuous on both sides of the street throughout the corridor; however, sidewalk conditions and pedestrian comfort vary throughout. For instance, at the Trancas Street overcrossing at SR 29, sidewalks are narrow and curb adjacent. The aesthetic experience of walking and driving along Trancas Street is enhanced by deciduous trees and landscaping along the corridor. Some places, including medians and the south side of the street between California Boulevard and Claremont Way, could be enhanced by additional street trees.

Between SR 29 and Jefferson Street, Trancas Street is lined with mostly retail uses, including grocery stores, fast food restaurants, and pharmacies. Big-box commercial uses are separated from the street by parking lots, with restaurants, smaller format retail uses, and signs situated closer to the street. To the east of Jefferson Street, Trancas Street is mostly lined with small offices, medical facilities including Queen of the Valley Medical Center, significant health and wellness uses, and other commercial uses. Kaiser Permanente medical offices are located in the Trancas Focus Area on Claremont Way and Permanente Way. Many uses on the south side of Trancas operate out of former single-family homes. Street trees are generally older and situated closer to the road in this area, giving it a quieter, less commercialized feel.

Many of the shopping centers along Trancas are vibrant. Over time, Trancas has the potential to support additional local businesses, add residents, and support a greater diversity of uses. The General Plan designates a "medical hub" around the Queen of the Valley Medical Center to support the addition of synergistic health-related uses.

As changes occur over time, improving the building/street relationship by having businesses oriented towards the front of the street and parking tucked behind buildings or in structured garages, will improve corridor appearance and promote walkability. Although Trancas is likely to remain automobile-dominant given its role as an arterial providing highway access, widened

sidewalks, street trees that provide shade, and improved street crossings could improve the comfort and safety of pedestrians and bicyclists.

Specific urban design and land use approaches for the Trancas Focus Area are shown in Figure 2-4 with goals and policies included in Section 2.8. Allowable building heights would generally be up to five stories, or 55 to 60 feet, stepping down in height closer to residential areas as shown in the “proposed” images below, with details and more precise delineation as specified in the Zoning Ordinance.

Figure 2-4: Trancas Focus Area Land Use and Urban Design Strategy

Jefferson Focus Area

The Jefferson Focus Area, which includes portions of Jefferson Street running from approximately Pueblo Avenue to Polk Street and its environs, runs in a north-south direction parallel to SR 29. From Imola Avenue to Oak Street, Jefferson Street has one lane in each direction and on-street parking. This portion of Jefferson Street is mostly lined with one- to two-story single-family homes. Street trees are mature and shade the street. North of Oak Street to Lincoln Avenue, Jefferson Street has two lanes in each direction, left-turn pockets at intersections, and some on-street parking. North of Lincoln Avenue to Trancas Street, Jefferson Street has two lanes in each direction and a central turning lane. Between Pueblo Avenue and Trancas Street, there is no on-street parking. Near Downtown Napa, Jefferson Street is lined with numerous historic homes, many of which are situated close to the street. Many of these structures are used as professional offices. Because of the number of individual properties and historic resources, redevelopment is less likely in this section of Jefferson Street.

From Lincoln Avenue to Trancas Street, most land uses along Jefferson Street are retail or service oriented. This section contains two travel lanes in each direction with a central turning lane, limited on-street parking, fewer street trees, and buildings set further back from the sidewalk. This combination of factors makes Jefferson Street north of Lincoln Avenue appear much wider and more auto-oriented than the portion south of Lincoln Avenue. Many of the properties along this segment of Jefferson Street have potential for redevelopment.

The General Plan envisions Jefferson Street as a community-oriented “main street” by promoting a mixture of uses, workforce housing, local businesses, and storefronts, with a focus on walkability and enhancing the pedestrian experience. Key to this vision is redevelopment of aging shopping centers into a range of vertical mixed uses, with stores, cafés, and restaurants at ground level and housing above. This will enable reinvestment in properties and allow residents to live close to services and within an easy walking or biking distance to Downtown. Because there are many local businesses currently located along Jefferson, redevelopment efforts should seek to retain the existing businesses where feasible to reduce displacement.

Street improvements are necessary to make Jefferson more pedestrian-friendly, with storefronts facing directly along the street and parking tucked behind buildings. Additional public realm improvements, such as wider sidewalks, trash cans, street trees, benches, cohesive building character, and pedestrian-scaled lighting, will help enhance Jefferson’s character and walkability. Further studies are necessary to establish the feasibility of reducing the number of through traffic lanes on Jefferson Street from four lanes to two lanes (one lane in either direction) and a center turn lane to create wider sidewalks and room for trees. When possible, electrical utilities should be moved underground to improve the streetscape aesthetic and reduce fire and other safety risks.

Specific urban design and land use approaches for the Jefferson Focus Area are shown in Figure 2-5 with goals and policies included in Section 2.8. Allowable building heights would be up to four stories, or 50 to 55 feet, in portions of the Focus Area, encouraging well-designed, pedestrian-oriented buildings and streetscape improvements, and would step down to residential areas. The “proposed” images below illustrate the potential building massing along the streetscape.

Figure 2-5: Jefferson Focus Area Land Use and Urban Design Strategy

Soscol North Focus Area

Soscol Avenue runs in a north-south direction on the east side of the Planning Area and is a major transportation route through the City. Soscol Avenue crosses the Napa River between First and Third Streets and is a main gateway into Downtown Napa. Soscol Avenue has two segments that are being addressed in the General Plan due to distinct visual characteristics, development opportunities, and land uses: Soscol North Focus Area, which is the area at the intersection of Soscol and Lincoln avenues, and Soscol South Focus Area, which is between Imola Avenue and Eighth Street.

The Soscol North Focus Area is mostly lined with commercial uses. However, because lot sizes are generally small (excepting the Walmart Supercenter site at the Lincoln Avenue intersection), commercial uses in this segment include mostly restaurants, offices, and small industrial uses. This segment has lush landscaping than South Soscol, in part due to the landscaped central medians between Vallejo Street and Lincoln Avenue. Street trees and landscaping enhance the pedestrian environment and there is a Class II bike lane along the corridor.

The Soscol North area has the opportunity to connect trails and increase public access to the Napa River as parcels along the river are redeveloped and flood control improvements are extended, enabling gaps in the Napa River Trail to be filled and connected to other bikeways and trails. The Hospitality Commercial land use designation is applied to parcels along the river to encourage properties to redevelop and provide public access to the waterfront.

For the rest of the Soscol North Focus Area, there is an opportunity to support and intensify the commercial and light industrial uses while providing the flexibility to redevelop based on future conditions. The existing industrial uses are to remain, and intensification of additional non-nuisance maker spaces and production-oriented businesses are permitted and encouraged.

Specific urban design and land use approaches for the Soscol North Focus Area are shown in Figure 2-6 with goals and policies included in Section 2.8. Allowable building heights would generally be up to five stories, or 55 to 60 feet as shown in the “proposed” images above, with specific rules established in the Zoning Ordinance.

Figure 2-6: Soscol North Focus Area Land Use and Urban Design Strategy

Soscol South Focus Area

The Soscol South Focus Area, extending from Imola Avenue to Eighth Street, acts as a main gateway into Napa. This segment consists of lodging, big-box stores, gas stations, restaurants, and auto dealerships separated from the street and each other by large parking lots. The street has two travel lanes and a Class II bike lane in each direction, and either a central turning lane or a median. South of Kansas Avenue, the southbound side of the roadway has wide shoulders which can accommodate buses and parked cars. Sidewalks are mostly continuous throughout the length of the corridor, though due to the large blocks, sparse landscaping, distance between buildings, and fast-moving traffic, the street is not comfortable for walking [or biking](#). There is a major sidewalk disconnection at the bridge over Tulocay Creek, just north of Kansas Avenue. The General Plan supports pedestrian and bicycle improvements to this corridor.

The Soscol South Focus Area is unique because it is one of two gateways into Downtown Napa from SR 29 (the other gateway being First Street) and would benefit from aesthetic improvements and placemaking opportunities to welcome people into town. The General Plan envisions Soscol Avenue as a boulevard lined with trees that provide consistent identity, a pleasant driving experience, and a sense of arrival into the City, while acknowledging it as a major arterial road that moves a significant amount of traffic. At the intersection of Silverado Trail going south to Imola Avenue, Soscol Avenue becomes SR 121, making the right-of-way controlled by the California Department of Transportation (Caltrans). Street or roadway improvements along this stretch of Soscol Avenue must be in coordination with Caltrans, which can affect development of the streetscape.

In addition to community retail at the South Napa Market Place and South Napa Century Center, the major destinations along this corridor are Napa Valley Expo, the Napa Valley College campus, and the Napa State Hospital. There are smaller commercial and industrial uses that are likely to be redeveloped over the 20-year planning horizon. Buildings four and five stories are already being built along Soscol, and over time more development of this type can happen, including new commercial uses, or housing above commercial uses close to Napa Valley College and in proximity to other commercial uses, open spaces, and trails. In the northern section of the focus area, auto dealers will likely remain; here, streetscape improvements and signage can help provide a better overall identity.

The Soscol South Focus Area provides access to the Napa River, which is a major environmental and recreational resources for Napa residents. The conservation of open space along the river with better trail connections to the surrounding community can help improve these resources and be a benefit to residents.

Specific urban design and land use approaches for the Soscol South Focus Area are shown in Figure 2-7, with goals and policies included in Section 2.8. Allowable building heights would generally be up to five stories, or 55 to 60 feet, as shown in the “proposed” images below, with specific regulations as outlined in the Zoning Ordinance.

Figure 2-7: Soscol South Focus Area Land Use and Urban Design Strategy

2.6 Downtown

Located adjacent to the Napa River, Downtown is the cultural, commercial, and historic heart of the Napa community. Over the past two decades, Downtown has become an increasingly popular destination, with new hotels and retail uses west of the river that attract global patronage; flood mitigation and open space at the Oxbow Commons bypass that has provided new gathering spaces in the heart of the community; development of the pedestrian mall at the Napa Town Center; development of the Riverfront Promenade and the Napa's Riverfront building; construction of a new transit center; and the flourishing Culinary Institute of America and Oxbow Market. Just to the southeast of Downtown is the Napa Valley Expo, site of major events such as the Town & Country Fair, and BottleRock, one of the nation's premier summer music festivals.

This General Plan seeks to foster continued Downtown vibrancy while furthering greater connections to the Napa community, enabling both residents and visitors to enjoy Downtown's spectacular setting and amenities. The General Plan also seeks to promote additional housing development in Downtown and continued expansion of the River Trail and open space network.

The DTSP includes land use policies and considerations specifically for Downtown. The General Plan supports future efforts for updating the DTSP to incorporate updated City priorities while supporting local businesses and a healthy Downtown. While the DTSP has resulted in many positive changes, planning for a vital downtown is an ongoing effort. Policies later in this chapter outline strategic updates needed to the DTSP to meet the City's current needs and direction. Figure 2-8 illustrates the land uses established in the General Plan for Downtown.

Figure 2-8 Downtown General Plan Land Uses

2.7 Neighborhood Quality and Character

Napa is home to residents from all walks of life and its housing stock is diverse, ranging from the merchant mansions built in the late 1800s in the traditional residential area near Downtown, to the working-class cottages of the early 1900s, to the traditional ranch style subdivisions of the 1950s and 60s, the large custom homes of the 1990s, and increasingly to mixed-use and multi-family homes. Multi-family housing is found in different areas of the City, but is most concentrated along major streets such as Soscol Avenue and Freeway Drive. Mobile home parks are also found throughout the City, as are a variety of residential-care facilities.

The General Plan seeks to preserve the scale and character of existing residential neighborhoods while promoting a diverse array of housing to meet the evolving needs of the community. This will be achieved by concentrating new development in the Focus Areas, in Downtown, and selected additional opportunity sites while infusing existing neighborhoods with focused infill development and new Accessory Dwelling Units (ADUs) consistent with State law.

The following provides a synopsis of the history and development patterns of Napa's 12 established neighborhoods, which are shown in Figure 2-9. These "neighborhoods" are generalized areas of Napa that share similar development patterns and history. Chapter 5: Historic and Cultural Resources provides greater detail on historic properties and districts within the City.

- 1) **Linda Vista Neighborhood.** The Linda Vista Neighborhood is located in the northwestern quadrant of the City, bounded by Redwood Road on the south, State Route 29 on the east and the City Limit lines on the north and west. Until the early 1980s, the area was composed of a variety of semi-rural residential uses, scattered subdivisions and, along Solano Avenue, mobile or modular home parks. Development in the area was hindered by a lack of services and poor storm drainage. In the mid-1980s, a specific plan was prepared for much of the Linda Vista Neighborhood and a significant portion of the City's growth in housing stock has occurred here in the past few years. With the exception of a few multi-family and modular housing sites and some commercial uses along Solano, the area is now composed primarily of post-1970 single-family detached housing.
- 2) **Vintage Neighborhood.** The Vintage Neighborhood extends from Trancas Street to the City's northeastern border, east of SR 29. The most westerly portions of the neighborhood developed in the 1950s and 1960s in single-family tract housing types. Somewhat lower density residential development has proceeded in the northwesterly portion of the neighborhood. Trancas Street, at its southern edge, is the City's largest retail area with several shopping centers. The City's only full-service hospital, Queen of the Valley, is also located along Trancas Street. The northeast portion of the neighborhood contains some of the City's largest remaining tracts of undeveloped land, including the Big Ranch Road area that calls generally for a mix of single-family and multi-family housing types.
- 3) **Browns Valley Neighborhood.** The Browns Valley Neighborhood is in the western-most part of the Planning Area, located to the west of SR 29 (west of the Pueblo and Westwood planning areas), and extends into valleys, canyons, and hills. This neighborhood has shared much of the post-1970 residential development with the Linda Vista and Vintage Neighborhoods. Aside from a few townhouse developments, this area is composed almost exclusively of

single-family homes and larger estate homes in the hills. The area is served by a small commercial center located on Browns Valley Road. While there are still some large parcels of relatively undeveloped land, most of the remaining vacant land is highly constrained by steep hills, poor access, and a lack of services, especially water at higher elevation areas.

- 4) **Pueblo Neighborhood.** The Pueblo Neighborhood is delineated by Napa Creek on its southwestern edge, Redwood Road on the north and SR 29 on the east. Most of this neighborhood was developed in the 1950s and 1960s and is primarily composed of single-family homes. Portions of the area retain the rural character of the original large-lot county subdivisions of one acre or more. A large senior special-needs housing development in the City is located near the center of this neighborhood. Scattered commercial and tourist uses are located along Solano Avenue. A large unincorporated 'island' known as West Pueblo/Linda Vista is also located within this neighborhood.
- 5) **Beard Neighborhood.** The Beard Neighborhood is located between Lincoln Avenue on the south, SR 29 to the west, Trancas Street to the north, and the Napa River to the east. This area is one of the most difficult in Napa to characterize due to the variety of uses it contains. Trancas Street, Jefferson Street, and Lincoln Avenue are all "commercial strips" within the neighborhood. Multi-family housing is found scattered throughout the area primarily on or near the major streets: Soscol Avenue, Trancas Street, Lincoln Avenue, Pueblo Avenue, and Jefferson Street. A light industrial area is located in the northwest corner, between California Boulevard and SR 29. The remainder of the neighborhood is composed primarily of a mix of single-family homes, including tract developments of the 1950s, 60s and 70s; traditional subdivisions dating back to before 1940; and large-lot subdivisions which occurred when much of this area was under Napa County's jurisdiction prior to 1960.

Figure 2-9 Residential Neighborhoods

- 6) **Alta Heights Neighborhood.** Alta Heights is located on the eastern portion of the City, east of the Napa River and north of Coombsville Road. East of Silverado Trail, this area is composed primarily of smaller single-family homes; housing types increase in size to estate dimensions farther up into the hills. Most of the housing in this neighborhood was built as individual homes on small to larger lots, rather than as large tract subdivisions. The homes range in age from the early 1900s to modern (1990s). West of Silverado Trail, the area nearest the river is composed of single- and multi-family homes in a range of ages. Some larger underdeveloped sites along the river are highly constrained by potential flooding. There is also some largely vacant land on the eastern edges of the neighborhood, much of which is constrained by topography and lack of services.
- 7) **Westwood Neighborhood.** The Westwood Neighborhood is bounded by Napa Creek in the north, SR 29 on the east, the hills to the west, and the City Limits to the south, and generally constitutes much of the City's southwestern area. The area between First Street and Imola Avenue is mostly developed with ranch-style single-family tract homes built between the 1940s and 1960s. Larger single-family homes are found in the hills on the western edge of the neighborhood. Newer multi-family and townhouse development is found along the major streets: First Street, Freeway Drive, Old Sonoma Road, and along Foster Road. This neighborhood contains some of the City's largest remaining tracts of developable vacant land, especially at the southern edge. There are also larger parcels of more constrained undeveloped land in the hills in the western portions of this Neighborhood. A factory outlet center is located at First Street and Freeway Drive adjacent to SR 29 and light-industrial uses are located along Golden Gate Drive, with a small community market located at Foothills Boulevard and Old Sonoma Road. The southern portion of this neighborhood is considered to be a gateway into Napa.
- 8) **The Central Neighborhood.** The City's Downtown and the historic residential neighborhoods that surround the Downtown in a traditional grid pattern comprise the Central Neighborhood. These older neighborhoods are sometimes referred to collectively as "Old Town," an area generally extending from Lincoln Avenue in the north to the southerly City Limit line, and SR 29 on the west to the Napa River on the east. Old Town includes many 19th century residences, some of which are listed on the National Register of Historic Places. Several of the larger of these stately homes have been converted to bed-and-breakfast inns or office or commercial use.

The Central Neighborhood also includes higher density housing, particularly east of Franklin Street. The housing in this area is a mix of small apartment complexes and older homes, some of which have been converted to multi-family use. Duplexes and triplexes, many of which were converted from older single-family homes, are scattered throughout the neighborhood but are especially abundant in the northern portion.

At the heart of the Central Neighborhood is Napa's Downtown core. Downtown is the governmental and cultural center of the City, containing most County and City governmental offices as well as the traditional Downtown retail center along First, Second, and Third streets. Downtown developed along the river west of Soscol beginning in the 1850s and some remaining older buildings date from the 1880s. A redevelopment project in the 1970s and

1980s led to the development of a new retail shopping “mall” between First and Pearl streets which is now being redeveloped as part of the Napa Town Center/First Street Napa project.

Extending north along Soscol Avenue is an older industrial section of the City, still used for variety of light industrial uses (e.g., auto repair and related uses, machine shops, woodworking) along with commercial/office uses.

Other key areas within this neighborhood include the Oxbow District, which is home to the Oxbow Market and Oxbow Commons, located on the eastern side of Soscol Avenue along First Street. Just south of the Downtown core is the Napa Abajo/Fuller Park neighborhood which has a variety of historic single-family homes in addition to the former Napa County Health and Human Services property along Old Sonoma Road, and industrial uses along Coombs Street.

- 9) **Soscol Neighborhood.** The Soscol Neighborhood is located just east of the Napa River, bounded by Imola on the south, First Street on the north, with Soscol Avenue and Silverado Trail on the west. Closest to Downtown, between Pearl and Third streets, this area includes a mix of very old and newer homes, duplexes, mixed commercial uses, and remnant industrial uses. Older industrial uses also extend south, between the river and Soscol Avenue. Napa’s central bus station, the Soscol Gateway Transit Center, was relocated to this neighborhood in 2013 along Burnell Street and is near the State-owned Napa County Exposition Fairgrounds between Silverado Trail and Soscol Avenue, south of Third Street.

In addition to older industrial uses, much of the City's auto-related services are located along Soscol Avenue, as well as new and used car lots and auto repair services. This area is also undergoing major development: A multi-family development was built in 2020 off Saratoga Drive and new commercial development is being built out to the west of Gasser Drive. An existing major commercial shopping center is located at the southeastern tip of this area at the northwest corner of Soscol and Imola avenues.

- 10) **Terrace/Shurtleff Neighborhood.** The Terrace Shurtleff Neighborhood is located in the southeastern portion of the City, extending east of Soscol/Silverado Trail and south of Coombsville Road to Imola Avenue. This area is comprised primarily of a mix of single-family homes built since the 1940s, recent small- to medium-size residential tract development, and some multi-family housing located along major streets and scattered elsewhere in the neighborhood. Some medium-size (5 to 10 acres) and smaller undeveloped parcels exist in the neighborhood, especially along Silverado Trail. The area is a patchwork of unincorporated pockets within the SOI, and the area remains partially developed and somewhat rural (older one-acre or larger lot subdivisions) based on the pattern that developed under the County's jurisdiction.

- 11) **River East Neighborhood.** Located at the southern tip of the City, primarily extending west of the Napa Vallejo Highway/SR-221 to the Napa River with Imola Avenue at the north, is the River East Neighborhood. Napa Valley Community College and the City's largest park (Kennedy Park) are two major public facilities found in this neighborhood. The Napa State Hospital is located across from the Napa Valley College and is in unincorporated Napa County. The Napa Valley Commons business park is also found near the southern end of this

Neighborhood, which has a mixture of offices, warehouses, and a hotel/resort, along with the Napa County Health and Human Services offices. This neighborhood is undergoing significant changes: One of the largest development projects in Napa, the Napa Pipe project, is a 154-acre former industrial site located along the Napa River which is envisioned to include a mix of housing, open space, offices, and retail. In addition, The Grape Crusher statue located along SR 12 welcomes people into Napa Valley.

- 12) **Stanly Ranch Neighborhood.** The Stanly Ranch Neighborhood is located at the southern end of the City, primarily west of SR 29 and south of SR 12. This area was annexed to the City in two phases in the 1950s and 1960s and was vacant for a number of years. Recently, the Stanly Ranch Resort, a destination resort comprised of hotel rooms, a spa, homes, vineyards, and a winery, was approved and has commenced construction. A significant portion of the Stanly Ranch area will remain as agriculture and open space lands and public use trails, with the addition of the Stanly Ranch South Wetlands Open Space along the Napa River.

2.8 Goals and Policies

Land use and community design goals and policies are outlined below. Each stated goal is followed by a set of policies designed and intended to promote, achieve and/or implement the goal. Note that italicized text included in some places provides background information and considerations for implementation of the General Plan policies. Appendix A contains “implementing programs” intended to implement the goals and policies in the General Plan.

COMMUNITY CHARACTER AND IDENTITY

GOAL LUCD-1: Maintain a compact urban form to promote a distinct community identity and protect open space and natural and agricultural resources surrounding the community.

- LUCD 1-1 Focus urban development to be within the voter-approved Rural Urban Limit (RUL) to provide for the protection of the surrounding open space and agriculture uses.
- LUCD 1-2 Promote efficient land use patterns to accommodate projected housing and job growth within the SOI, including by ensuring that development is within the stipulated density (minimum and maximum) range.
- LUCD 1-3 Work cooperatively with Napa County and other agencies to support maintaining the land surrounding the City as agriculture, greenbelt and rural uses while permitting the City to annex appropriate properties for urban uses.

GOAL LUCD-2: Enhance the urban form and visual quality of the City’s overall urban structure – Downtown, corridors, and neighborhoods.

Policies to promote this goal are outlined under the Focus Areas and Downtown sections later in this section.

GOAL LUCD-3: Enhance Napa’s community character by promoting walkability, inclusivity, and connections between neighborhoods, key centers, and the Napa River.

- LUCD 3-1 Promote development that fosters a sense of community by providing safe, pedestrian-friendly, tree-lined streets; walkways to everyday destinations such as schools, bikeways, trails, parks, and stores; buildings that exhibit visual diversity, pedestrian-scale, and street orientation; central gathering places; and recreational amenities for a variety of age groups.
- LUCD 3-2 Promote the community’s river orientation by incorporating open spaces as part of flood-improvement projects and supporting development that is oriented toward the river. Limit blank facades, parking garages, parking lots, or imposing fencing along the river.
- LUCD 3-3 Enhance public access to the river through trails and linkages to neighborhoods and provide adequate setbacks from the top of the riverbank to allow pedestrian/bike paths and landscaping.
- LUCD 3-4 Support development of public amenities such as parks, plazas, and trails along the Napa riverfront.
- LUCD 3-5 Support community and public realm design that reflects the community’s diversity and meets the needs of persons of all ages and abilities.
- LUCD 3-6 Where feasible, incorporate the following design strategies into new development to support multimodal transportation, community cohesion and connectivity:
- Locate commercial buildings close to the streets with parking tucked behind to present a cohesive street appearance and enable better pedestrian and transit accessibility.
 - Provide greater street, pedestrian, and bicycle connectivity with connections to adjacent developments, trails, bicycle and pedestrian paths, and transit stops.
 - Share design features between adjacent developments, such as shared parking and cross-access (to reduce curbcuts), shared building design features, shared signing, consistent landscape treatments across frontages, and other integrating features.
 - Avoid exclusive development typologies such as gated, walled, or fenced-off developments which do not support a cohesive neighborhood environment.
- LUCD 3-7 Prioritize sustainable and energy-efficient site and building development patterns.

GOAL LUCD-4: Promote flexibility in parking and other development requirements, especially in areas targeted for higher-intensity, mixed-use, and pedestrian-oriented development, such as in Downtown and along corridors.

LUCD 4-1 Encourage mixed-use development by establishing flexible parking requirements, setbacks, and other development standards in the Zoning Ordinance.

GOAL LUCD-5: Support an attractive and welcoming image for major gateways and thoroughfares into the City.

LUCD 5-1 ~~Seek to improve~~ Improve the scenic character of important gateways into the City, including SR 29, SR 121, SR 221, Soscol Avenue, Trancas Street, the SR 29/Imola intersection, and First Street, through undergrounding utilities where feasible, increased landscaping, street tree planting, and other improvements.

LUCD 5-2 Support the creation of corridor and gateway design guidelines for both public and private development to promote attractive entrances to the City. Specific plans can also be used to coordinate development.

LUCD 5-3 Support inclusion and preservation of greenways, open space, riparian corridors, wetland areas and agricultural land when they exist in gateway locations.

LUCD 5-4 Promote the inclusion of public art, welcome signage, and other landmarks to reinforce Napa's identity and a sense of arrival into the City.

LAND USE

GOAL LUCD-6: Promote a balanced land use program and ensure the City remains a "complete community" with a diverse array of uses, housing types, and employment opportunities, while recognizing the City's linkages to the broader Bay Area region.

LUCD 6-1 Maintain a balance of land uses, including residential and commercial uses, and—given the City's position as the principal urban center of Napa County—industrial and service commercial uses that support the broader Napa Valley economic needs.

LUCD 6-2 Promote a diversity of compatible land uses throughout the City to enable people to live close to job locations, have adequate and convenient commercial services, and enjoy public amenities and services such as transit, parks, trails, and schools.

LUCD 6-3 Foster production of a range of housing types to meet the needs of the City's increasingly diverse and changing population, and enable a greater share of the workforce to live in the community.

LUCD 6-4 Support flexibility in land uses designations to respond to changing and evolving economic needs. Promote a mix of uses in appropriate locations and settings.

LUCD 6-5 ~~Strive to achieve~~ a jobs/housing balance by prioritizing workforce housing for local workers and the creation of job opportunities.

~~LUCD 6-6~~ Encourage large employers, including Napa Valley College and the Queen of the Valley Medical Center, to provide housing opportunities to meet workforce needs on their campuses.

~~LUCD 6-6~~ ~~LUCD 6-7~~ Support updates to zoning codes to allow for the creation of housing and mixed-use development on lands designated as Public Serving. Appropriate zoning will be based upon compatibility with surrounding land use designations.

GOAL LUCD-7: Ensure continued economic vibrancy, with land use strategies linked to the City's overall economic objectives, local business needs, and workforce development.

See Chapter 10: Economic Development for more information regarding the City's economic objectives and development strategies.

LUCD 7-1 Prioritize local needs and economic diversity while recognizing the importance of tourism for the local economy.

LUCD 7-2 Accommodate a diversity of business establishments in appropriately-scaled settings to reflect the City's position as the center of commerce in the Napa Valley, provide employment for Napa residents, and promote economic growth in the City.

The range of uses encompass industrial, research, and development uses; regionally-scaled retail and neighborhood-serving commercial centers; and smaller-sized stores, restaurants, and offices to meet community needs, while also providing enhanced opportunities for visitor services in desirable locations.

LUCD 7-3 Promote a range of business establishments, including small businesses, incubator uses, live-work spaces, artist studios, and small home-based businesses to foster entrepreneurship, workforce development, and increased workforce participation.

LUCD 7-4 Promote home occupation uses to enable work from home and small-scale enterprises while maintaining the quality and character of existing residential neighborhoods.

GOAL LUCD-8: Support the preservation and enhancement of the City's existing housing stock to be utilized as primary residences and homes.

- LUCD 8-1 ~~Limit~~ Continue implementation of existing Ordinances to limit conversion of residential units to short-term rentals through regulation and permit requirements.
- LUCD 8-2 Support rehabilitation of vacant and derelict homes to productive use as residences.
- LUCD 8-3 Update building and property codes to conform with recent best practices.

Unincorporated 'Islands'

GOAL LUCD-9: Recognize the importance of annexing unincorporated islands as a City services issue.

- LUCD 9-1 Support annexation of unincorporated islands to improve delivery of municipal services, support compatible land use planning, promote community cohesion, and enable representation in City municipal matters.

Residential Neighborhoods

GOAL LUCD-10: Enhance the City's character and image as a desirable residential, active, and sustainable community, and celebrate the diversity of residents.

- LUCD 10-1 Preserve the character of existing residential neighborhoods while promoting "complete neighborhoods" with safe and convenient access to the goods and services needed for daily life.
- LUCD 10-2 Provide balanced neighborhoods accommodating a variety of housing types and density ranges to meet the diverse demographic, economic and social needs of residents.
- LUCD 10-3 Allow for convenient supporting services and alternative residential types to meet special needs by permitting recreational uses, public and quasi-public uses, public assembly, day care and congregate living facilities, and single room occupancy units in residentially-designated areas, when they meet the neighborhood development, design and compatibility standards.
- LUCD 10-4 Encourage the development of housing for elderly, disabled, and low-income households in all parts of the community.
- LUCD 10-5 Allow home occupations (smaller-scale commercial uses that do not generate significant visitor traffic) to promote business incubation and work from home environments.
- LUCD 10-6 Support efforts to develop a more resilient power grid by encouraging backup generators, home microgrids, and solar energy systems with battery backups. *The*

- California Air Resources Board (CARB) should be consulted for rules related to generator usage during a public safety power shutoff and generator emissions.*
- LUCD 10-7 Support the provision of improved telecommunications infrastructure in residential areas. *For instance, exploration of a community fiber optics initiative.*
- LUCD 10-8 For projects involving historic preservation or involving properties with unique site constraints, the allowable residential density range may be based on “net acreage” rather than gross acreage.

Side Note Box/callout: What is a Complete Neighborhood?

The term “complete neighborhood” refers to a neighborhood that accommodates a range of incomes and where residents have safe and convenient access to the goods and services needed in daily life. This includes a variety of housing options, grocery stores and other commercial services, quality public schools, public open spaces and recreational facilities, affordable active transportation options and civic amenities. An important element of a complete neighborhood is that it is built at a walkable and bikeable human scale, and meets the needs of people of all ages, incomes, and abilities. Ideally, complete neighborhoods would have goods and services be accessible within a 15 or 20-minute walking radius of most residences to reduce automobile dependency and encourage active transportation.

Commercial Development

- GOAL LUCD-11:** **Encourage attractive, well-located commercial development to serve the needs of City residents, workers, and visitors.**
- LUCD 11-1 Allow for a range of goods and services and establishments of a variety of sizes convenient to City residents, while seeking to improve the character and viability of commercial areas.
- LUCD 11-2 Require new commercial development to be cohesively integrated with the community fabric through well-designed building/street interfaces, and pedestrian and street connections to surroundings, transit stops, and adjacent developments.
- LUCD 11-3 Update the City’s parking regulations to allow and encourage shared parking between adjacent commercial centers.

Industrial Development

- GOAL LUCD-12:** **Promote diverse industrial opportunities in suitable locations to provide employment for Napa residents and promote economic growth in the City.**

- LUCD 12-1 Promote a wide range of job opportunities and a healthy economy by encouraging industry in appropriate locations, as shown on the Land Use Diagram.
- LUCD 12-2 Support retention of industrial uses within the City when possible.
- LUCD 12-3 Encourage development of supporting services such as dining, recreation, and childcare in the City's industrial areas to provide convenient access to services for industrial workers.
- LUCD 12-4 Ensure that industrial development is designed and operated to minimize—to the extent feasible—noise, heat, glare, dust, unscreened storage yards, air emissions, hazardous materials generation, and other negative effects.
- LUCD 12-5 In the industrial areas within the City's core, consider implementing flexible parking standards to foster development of maker spaces, research and development uses, and startup spaces.

FOCUS AREAS

Below are goals and policies that apply to all Focus Areas, followed by goals and policies that apply to specific Focus Areas.

GOAL LUCD-13: Promote housing and business growth as infill development in Focus Areas in keeping with the City's scale, services, and environment.

- LUCD 13-1 Promote infill development in Focus Areas that makes efficient use of limited land supply, while ensuring compatibility and integration with adjacent uses. Ensure that uses and intensities of infill development support a cohesive development pattern.
- LUCD 13-2 Promote location of neighborhood-serving commercial uses in Focus Areas, and accommodate a portion of the City's housing needs in Focus Areas in integrated, mixed-use, walkable environments.
- LUCD 13-3 Allow and promote a range of mixed-use centers in strategic locations that maximize access to commercial services from transit and residential areas.
- LUCD 13-4 Require active ground floor use for corridor segments where indicated on figures 2-4, 2-5, 2-6, and 2-7. Encourage ground floor active uses throughout other commercial corridors.

GOAL LUCD-14: Develop corridor spines of Focus Areas as memorable boulevards. Promote development in Focus Areas that is high-quality and pedestrian-oriented.

- LUCD 14-1 Promote development of Focus Area corridors as tree-lined boulevards. Create inviting streetscapes in Focus Areas that encourage walking and promote a safe, inviting, and lively street environment.

- LUCD 14-2 For buildings where active frontages are not required, still require developments to be oriented towards streets through attention to building massing, landscaping, location of entrances from the street, locating residential building stoops and balconies to face the street, to have “eyes on the street” and foster active, walkable, and enjoyable street frontages
- LUCD 14-3 Establish regulations that will encourage the use of street rights-of-way for a variety of activities, including outdoor dining on sidewalks where widths permit, periodic closures to vehicular traffic for events, and other activities that could benefit from outdoor uses.
- LUCD 14-4 Enhance major urban gateways into the City to create a sense of arrival and reflect the unique character that defines Napa, while addressing considerations such as traffic calming, greenery, public art, and placemaking.

Trancas Focus Area

GOAL LUCD-15: Enhance the Trancas Street corridor as a major medical, commercial, and retail center, while allowing redevelopment and use flexibility.

- LUCD 15-1 Promote revitalization of aging older developments with a mix of uses, while preserving the vibrant commercial clusters that offer the largest collection of neighborhood-oriented stores in the community.
- LUCD 15-2 Promote more pedestrian-oriented design, including trees, sidewalks, and crossings, while acknowledging Trancas Street’s role as an automobile-oriented arterial that provides regional access.
- LUCD 15-3 Reinforce medical-related uses, such as office and research and development, in and adjacent to the existing medical hub and hospital in this area. Allow housing (such as for staff, or rehabilitation and convalescent housing) as a supportive use to medical uses.

Jefferson Focus Area

GOAL LUCD-16: Establish Jefferson Street as a main street with an emphasis on locally-serving businesses, workforce housing, and storefronts, and enhancing walkability and the pedestrian experience.

- LUCD 16-1 Promote mixed-use development (retail, housing, office), while retaining Jefferson Street’s role as a spine of community-serving smaller stores, restaurants, and cafés.
- LUCD 16-2 Foster redevelopment of Jefferson Street as a tree-lined pedestrian-scaled spine, with widened sidewalks and active street frontages, and recognize its role as a major multi-modal transportation and community connection between Trancas Street and Downtown.

- LUCD 16-3 ~~Seek to retain~~ Retain the rich and diverse array of existing businesses and promote locally-owned small businesses to reduce displacement.
- LUCD 16-4 Develop a streetscape improvement plan for Jefferson Street, with input from stakeholders, reflecting the potential of expanded sidewalks, bicycle facilities, and landscaping. The plan should analyze the feasibility of reducing the number of travel lanes from four lanes to two lanes with a center two-way turning lane, and consider pedestrian-friendly improvements such as new trees, bulbouts, pedestrian crossings, benches, trash cans, pedestrian-scaled lighting, bicycle facilities and bicycle parking, and undergrounded electrical utilities.
- Also see TE-2.6, which mentions Jefferson Street as a Study Area.*
- LUCD 16-5 To spur redevelopment, prioritize streetscape improvements along Jefferson Street between Lincoln Avenue and Trancas Street.
- Jefferson Street south of Lincoln Avenue to Downtown is unlikely to see significant redevelopment but should still be part of street or corridor improvement plans to reinforce connections to Downtown.*
- LUCD 16-6 Support parcel consolidation and assembly to enable General Plan densities/intensities to be realized, and help achieve the Plan's vision of mixed-use infill development.

Soscol North Focus Area

- GOAL LUCD-17: Support greater connectivity and intensification of land uses to enhance the light industrial, maker space, and business character of the Soscol North Focus Area.**
- LUCD 17-1 Maintain the area as light industrial hub, with maker spaces, research, incubation, and repair uses, while extending new commercial and hospitality uses to the Napa River to entice redevelopment.
- LUCD 17-2 Promote intensification of uses and support development of incubation spaces with greater flexibility in parking and other standards relative to other industrial areas in the community.
- LUCD 17-3 Improve streetscapes for pedestrian and bicycle safety. Develop connections to the Napa River, and extend and connect the Napa River Trail as development occurs.
- LUCD 17-4 Support flood improvement efforts to reduce flooding potential in this area.

Soscol South Focus Area

- GOAL LUCD-18: Transform Soscol Avenue south of First Street into a well-designed boulevard that acts as an attractive gateway into the Napa community.**

- LUCD 18-1 Support development of Soscol Avenue south of First Street as a tree-lined boulevard, with capacity for a significant amount of traffic, while creating a spacious pedestrian and living environment for adjacent residences and a walkable environment for businesses, including through implementation and update of the Soscol Corridor/Downtown Riverfront Development & Design Guidelines.
- LUCD 18-2 Analyze opportunities to extend existing streets in the street grid to improve connectivity and accessibility as new development occurs.
- LUCD 18-3 Improve bicycle and pedestrian crossing safety at intersections. Consider the feasibility and safety of adding additional pedestrian and bicycle crossings when spacing between intersections is significant.
- LUCD 18-4 Improve the Soscol Avenue/Imola Avenue intersection as a gateway into the City with trees, signage, lighting, and other aesthetic improvements.
- LUCD 18-5 Improve major connecting streets, such as Silverado Trail, Kansas Avenue, Shetler Avenue, and Imola Avenue, with connected sidewalks, street trees, signage, lighting, pedestrian-oriented crossings and bulbouts, and other aesthetic and pedestrian-safety improvements.
- LUCD 18-6 Continue development of the pedestrian/bike trail network, including access to the Vine Trail along the Napa River; require new development to connect to trails when consistent with the City of Napa Bicycle Plan.
- LUCD 18-7 Continue to build/prioritize new and existing trail connections to parks, Napa Valley College, Downtown and the Napa Valley Vine Trail.
- GOAL LUCD-19: Support the vibrancy of auto row to the north, and redevelopment of the southern portion with mixed-use development.**
- LUCD 19-1 Reinforce auto row, which represents the largest automobile-sales cluster in the County, with additional development intensities as allowed under the General Plan designations.
- LUCD 19-2 Update development regulations to reflect considerations of taller/multi-story automobile showrooms/offices and provide flexibility to have larger showrooms and reduced outdoor car storage reflecting changing automobile sales trends.
- LUCD 19-3 Support redevelopment of commercial and industrial uses to the south, including the South Napa Market Place, as integrated mixed-use developments with housing, offices, retail, and other commercial uses.

DOWNTOWN

- GOAL LUCD-20: Continue to promote Downtown Napa as an active and vibrant heart of the community.**

- LUCD 20-1 Continue to improve the vitality and character of Downtown through planning, design, business-community partnerships, and City programs and projects that encourage a variety of social, entertainment, cultural, retail, administrative, and government uses.
- LUCD 20-2 Enhance Downtown urban design quality and sense of place through strategies including:
- Incorporate more public art, outdoor dining options, and street trees and plantings.
 - Enhance pedestrian comfort and safety, including consideration of pedestrian-only places and streets (generally or at specific times).
 - Design inclusive public spaces with family-friendly amenities.
 - Preserve and/or adaptively reuse historic buildings.
 - Include bike racks, wayfinding signage, public restrooms, and attractive landscaping like trees and flowers.
 - Maintain guidelines for outdoor dining options including on City-owned properties.
- LUCD 20-3 Continue emphasizing Downtown's orientation to the Napa River and support connections to adjacent neighborhoods.
- LUCD 20-4 Continue to develop, promote, and prioritize high-quality public spaces. Explore the use of publicly-owned sites or private/public partnerships to develop a town square that enhances community connectedness, vibrant gathering spaces, and public life.
- LUCD 20-5 Prioritize pedestrian and bicycle safety throughout Downtown and enhance physical pedestrian and bicycle connections to other key areas, such as the Oxbow District, the Napa Valley Expo, and the Soscol Gateway Transit Center.
- GOAL LUCD-21: Promote a vital Downtown that is healthy, sustainable, and contributes to the City's economic vibrancy, for the enjoyment of residents and visitors.**
- LUCD 21-1 Foster a complementary mix of commercial, hospitality/tourism, and residential uses in Downtown; promote additional opportunities for residential mixed-use development, including workforce and affordable housing, with ground floor commercial and residential uses above.

LUCD 21-2 Foster ongoing communication on the value of tourism with the larger community and establish a process for the community to continue to address tourism concerns.

LUCD 21-3 Promote location of establishments that offer everyday goods and services—including a grocery store, theater, cafes, and dining—to attract residents and workers, in addition to visitors, to Downtown on a regular basis.

GOAL LUCD-22: Support regular updates to the Downtown Specific Plan (DTSP) and prioritize focused planning for the Oxbow District.

LUCD 22-1 Recognize the Oxbow District as its own unique part of Downtown that should be addressed in the updated DTSP or its own specific or area plan.

Refer to the 2018 Oxbow District ULI Technical Assistance Panel report for background information on plan concepts.

LUCD 22-2 Reflect the following considerations as part of the DTSP Update. *Additional considerations are outlined in Chapter 5: Historic and Cultural Resources Element which pertains to historic preservation in the Downtown area and Chapter 10: Economic Development for Downtown business development.*

- Determine and plan for an appropriate number of hotels or hotel rooms in Downtown and/or balance between hotels in Downtown and elsewhere in the City by conducting a hospitality and economic development needs assessment. The findings from this study can either be used to inform the DTSP update or used to amend the existing DTSP.
- Promote a variety of land uses including more residential uses, mixed-uses, and restaurants and entertainment venues.
- Support opportunities for workforce and affordable housing to help bring residents and activity into Downtown.
- Consider new economic uses and opportunities in Downtown to diversify the City's tax base, support the local workforce, and strengthen economical resiliency.
- Further goals to create an attractive and inviting Downtown, such as improving accessibility, to create a more pedestrian-friendly and walkable Downtown.
- Continue developing the Napa Riverfront as an ecological, recreational, and aesthetic resource.
- Incorporate more family-friendly and inclusive activities into Downtown.

- Streamline zoning regulations to support desired, appropriate uses to be allowed by right (such as bars and nightclubs within the entertainment district), subject to compliance with enumerated standards and conditions.

LUCD 22-3 Better integrate the Oxbow District, either through the DTSP or another specific plan solely for the Oxbow District, with Downtown through implementation of public realm improvements like shade structures, seating areas, greenery, art, attractive lighting, wayfinding, and signage.

SPECIFIC AREA POLICIES

The following area goals and policies apply to specific portions of the Planning Area outside of Downtown and the Focus Areas.

Foster Road Mixed Use

GOAL LUCD-23: Promote residential development with supporting commercial uses, integrated with site topography and the natural environments.

- LUCD 23-1 Require a cohesive master or specific plan that incorporates all parcels and property owners with the Foster Mixed Use designation, while recognizing that parcels may be annexed to the City at different times. Require that the plan outlines, at a minimum, an integrated system of streets, trails, and open spaces for the area.
- LUCD 23-2 Ensure that development is reflective of the area's environmental constraints—including localized presence of geologic faults, slopes/unstable soils, flood hazards—and natural resources.
- LUCD 23-3 Promote clustered development to minimize grading, preserve landforms, and minimize visual impacts.
- LUCD 23-4 Support site planning and design that reflect the location of the area as a major gateway into the City and Napa Valley. As such, tall, blank retaining or noise barriers are not recommended along the eastern side of the property. A combination of native trees, landscaping, and natural berms should be used to shield freeway noise and to appear bucolic when viewed from the freeway. Public art pieces and/or distinctive architecture should be considered to showcase the uniqueness of Napa and be a landmark for people entering the valley.
- LUCD 23-5 Consider allowing densities and required open spaces to be transferred between willing landowners, with the goal of more cohesive planning.
- LUCD 23-6 Encourage retention of the Napa Valley Horsemen's Association as an agriculture use with upgraded facilities.
- LUCD 23-7 Promote development of an integrated, publicly-accessible trails system in the area that connects the area's open space assets, adjacent schools, and new commercial

uses; and provides access to ridgelines and vantage points. Consider incorporating geologic faults/Alquist Priolo Zones as part of the trails system.

LUCD 23-8 Require development to be within the overall designated density range for the area, while encouraging a variety of housing types.

LUCD 23-9 Encourage development of supporting non-residential uses to provide residents with easy access to goods and services.

Big Ranch Road

GOAL LUCD-24: Promote development of the Big Ranch Road area as a cohesive, vibrant neighborhood, integrated with the surrounding uses.

LUCD 24-1 Prior to allowing new development as part of a subdivision, require preparation of a master plan for the area ~~in coordination with the Big Ranch Specific Plan~~. The street plan should provide for a walkable, connected neighborhood, with easy access to ~~the~~ adjacent ~~the~~ high school, stores, and amenities on Trancas Street.

LUCD 24-2 Encourage variations in densities and housing types within the master plan, provided the overall density is within the land use designation for the area. Recognize the existing residential density in the surrounding neighborhood and promote a smooth visual transition to Medium Density development by incrementally increasing building heights and unit types.

LUCD 24-3 Encourage lower density transitions to rural edges, and identify the rural borders.

LUCD 24-4 Residential projects should achieve the mid- to high-point of the allowed density range to maximize the use of the City's remaining residential land where new development can be found compatible with surrounding uses.

LUCD 24-5 Support the assemblage or consolidation of parcels to achieve the desired density ranges and quality neighborhood design.

The City recognizes that in order to achieve desired density ranges and quality neighborhood design, new development may require assemblage of parcels by private parties for feasibility.

Napa Pipe

GOAL LUCD-25: Transform Napa Pipe into a great neighborhood that is welcoming to, and comfortable for, the broadest range of people and households. Napa Pipe is envisioned as a neighborhood that engages residents and visitors with an inviting environment in which chance interactions among neighbors, and a sense of connectedness to the memorable natural setting and the site's unique history, build an enduring community.

- LUCD 25-1 Establish a vibrant, mixed-use neighborhood oriented toward the Napa River with memorable public spaces.
- LUCD 25-2 Create a mixed-use neighborhood that is well-connected across the railroad tracks, to existing roadways, and to the Napa Valley Vine Trail and Bay Trail to facilitate vehicular, bicycle, and pedestrian access.
- LUCD 25-3 Provide publicly accessible parks and other amenities to allow full enjoyment of the Napa River frontage by residents and visitors.
- LUCD 25-4 Preserve artifacts of the historic use of the site, including the cranes and dry docks, by incorporating them into the final community design.
- LUCD 25-5 Incorporate a variety of housing types into future development that is available to a range of incomes.
- LUCD 25-6 Incorporate circulation improvements to the street network, including along Kaiser Road, to develop better pedestrian, bicycle, and vehicular accessibility and safety.
- LUCD 25-7 As part of site design, incorporate publicly-accessible parks and open spaces that provide a variety of active and passive recreational uses and gathering places.
- LUCD 25-8 Promote development that supports an easily walkable environment with pedestrian-scaled buildings and streetscape features, with a network of small block and lot layouts that encourage walking.
- LUCD 25-9 Support an active and comfortable public realm by incorporating street trees, shade opportunities, benches, trash receptacles, public restrooms, and other features that contribute to an attractive and enjoyable space.
- LUCD 25-10 New development and architectural design should adhere to the Napa Pipe Design Guidelines.

3 Transportation

3.1 Background and Purpose

The Transportation Element establishes goals and policies to enhance transportation options for Napa residents, workers, and visitors, and improve mobility through increased connectivity and efficient management of existing infrastructure. The element addresses various modes of transportation—including automobile movement, biking, walking, and public transit—with topics on roadway network performance, the transit system, travel demand management, bicycle and pedestrian systems, truck travel, emergency evacuation routes, and alternative vehicle systems. The Transportation Element looks at improving transportation options and connectivity within the City and to the surrounding region.

In separate processes, the Napa Valley Transportation Authority (NVTa), in coordination with the City and other Napa County jurisdictions, has prepared a variety of transportation-related plans. NVTa is the [Countywide Transportation Agency \(CTA\) for Napa County](#) ~~Congestion Management Agency~~ and programs State and federal funds for local projects, in addition to operating the Vine Transit system. Recent parallel planning efforts include the Napa Countywide Bicycle Plan, Countywide Transportation Plan, Community Based Transportation Plan, Napa Countywide Pedestrian Plan, Imola Corridor Complete Streets Improvement Plan, and State Route (SR) 29 Comprehensive Multimodal Corridor Plan. Most of these documents include proposed changes within the City of Napa, and the City has carefully considered the countywide recommendations and policy statements in crafting the Transportation Element. The City has also adopted specific planning documents that coordinate with countywide planning efforts, including the City of Napa Bicycle Plan (adopted in 2021) and the City of Napa Pedestrian Plan (adopted in 2016).

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

The Transportation Element provides a foundation for creating a well-connected urban environment that most closely furthers the following Napa Community Vision and Guiding Principles:

Guiding Principle 1: Foster Napa as a community of connected neighborhoods, with vibrant, walkable districts, and revitalized corridors.

Guiding Principle 2: Increase travel options through enhanced walking, bicycling, and public transportation systems, and promote mobility through increased connectivity and intelligent transportation management.

Guiding Principle 3: Balance local and tourist needs.

Guiding Principle 5: Foster connections to nature and open space.

Guiding Principle 6: Emphasize environmental sustainability.

Guiding Principle 7: Achieve a healthy and safe community for all.

The first two Guiding Principles directly address the transportation network and its role in supporting a vibrant and connected community. Guiding Principle 3 references the importance of considering the mobility needs of visitors to the City, as well as those of residents and workers. In addition to supporting economic and social activities, the transportation network should also facilitate connections to nature, open space, and associated recreational opportunities (Principle 5). Since transportation is one of the primary sectors responsible for greenhouse gas (GHG) emissions, mobility must be provided in a sustainable manner (Principle 6). Finally, transportation is intricately interconnected with health and safety (Principle 7): Low stress bicycle and pedestrian facilities can support healthy and more active lifestyles and improving the safety of transportation facilities benefits the community.

3.2 Street Network

The streets and highways of the City are the key elements of the transportation system, serving pedestrians, bicycles, transit vehicles, automobiles, and trucks. The Planning Area is connected to the larger region via State highway routes, including SR 29, SR 12, SR 221, and SR 121

Livable and Complete Streets

The General Plan includes all modes of transportation in the planning process and addresses the need for a safe and connected transportation system for all modes across the City. The “Livable and Complete Streets” approach ensures that people of all ages and abilities can get around the City. A “Complete Street” facility is planned, designed, operated and maintained to provide safe means of mobility for all users of the street – pedestrians, bicyclists, transit vehicles, motor vehicles, and other modes. A “livable” street is one that can be designed to facilitate active, social public space by improving the public realm, incorporating slower vehicle speeds, creating more green space, and improving pedestrian, bicyclist, and non-vehicle safety. [Traffic calming principles can support a livable and complete streets approach.](#) Not every street will be designed to carry every transportation mode; however, the network of streets should facilitate movement for all modes. In following the Livable and Complete Streets approach, every street would be designed according to its context, preferences of the community, types of roads, and user needs.

Roadway facilities are categorized by functional classifications, which establish the purpose a particular roadway has in serving the flow of traffic through the network. Classifications reflect the purpose of the roadway with respect to providing access to individual land uses versus providing mobility. In addition to standard functional classifications, supplementary designations

for roadway facilities are included to reflect jurisdictional, or urban design considerations. For example, the state highway system includes facilities designated as both arterials and freeways.

Table 3-1 summarizes key characteristics of different roadway classifications. ~~Figure 3-1~~ ~~Figure 3-1~~ shows the future street and roadway network by functional classification (e.g., arterials and collectors) alongside supplementary overlay categories. The Boulevard designation identifies streets that are intended to foster a memorable image by including elements such as a landscaped median, shade trees, and wide sidewalks. These characteristics support several Guiding Principles for the transportation system, including increased walkability and corridor revitalization. Three arterial corridors have been designated as Boulevards: Jefferson Street between Trancas Street and Second Street; Trancas Street between California Boulevard and Soscol Avenue, and Soscol Avenue between Third Street and Imola Avenue.

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Figure 3-1. Future Roadway Network

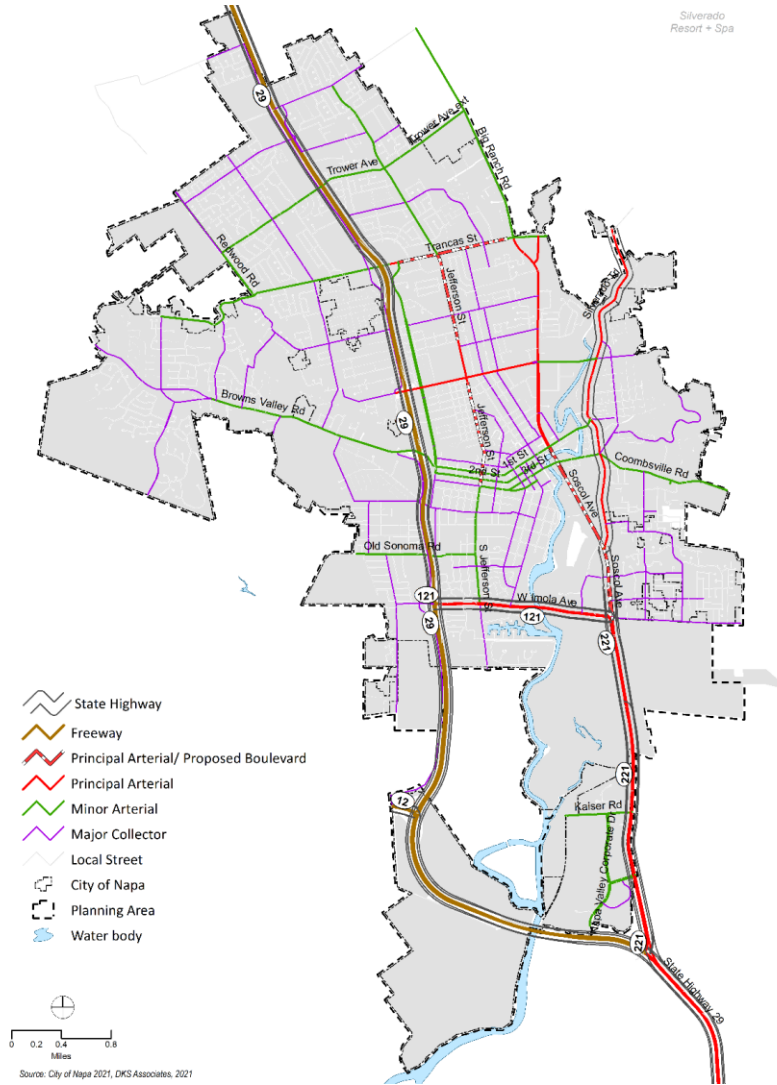


Table 3-1. Roadway Classification System

<i>Classification</i>	<i>Supplementary Designations</i>	<i>Function</i>	<i>Typical Characteristics</i>	<i>Characteristics for Supplementary Designations</i>
Freeway	State Highway	Serve longer intra and interregional trips	Up to 55,000 AADT ¹ Divided (with median) with fully controlled access (no at-grade intersections)	•State Highways are owned and operated by Caltrans
Principal Arterial	State Highway, Boulevard	Serve major activity centers, longer and through trips	Up to 27,000 AADT Partial or uncontrolled access Divided or undivided	•State Highways are owned and operated by Caltrans •Boulevards have enhanced design and pedestrian-friendly characteristics such as landscaped medians, wide sidewalks, and shade trees.
Minor Arterial	Boulevard	Serve trips of moderate length and smaller geographic areas, interconnect principal arterials	Up to 14,000 AADT Undivided with uncontrolled access Spaced about 1 mile apart	
Major Collector		Gather traffic from local roads and channel to arterial network; Serve both land access and traffic circulation in higher density areas	Up to 6,300 AADT Undivided with uncontrolled access Spaced about ¼ mile apart	
Minor Collector		Serve both land access and traffic circulation in lower density areas	Up to 1,110 AADT Undivided with uncontrolled access Spaced less than ¼ mile apart Lower operating speeds and fewer signalized intersections than major collectors	
Local Street	Hillside local, Rural local	Provide direct access to abutting land uses; minimal through traffic	Up to 700 AADT Undivided with uncontrolled access	•

Source: [Federal Highway Administration. Highway Functional Classifications; DKS Associates; Dyett & Bhatia, 2018](#)

Notes: [1\) Annual Average Daily Traffic](#)

Pedestrian and Bicycle Facilities

Bicycle facilities are an important component of the City's transportation system. The Planning Area's mostly flat topography, relatively small land area, and development density create many opportunities for residents and visitors to bicycle throughout the community, to the surrounding area's vineyards, open spaces, and hills, and to neighboring jurisdictions. However, SR 29, the Napa River and its tributaries, and high-speed arterials with narrow width rights-of-way impede bicycle use, especially for east-west travel.

Figure 3-2 displays the location of existing and proposed bicycle facilities within the City. Bicycle facilities fall into one of four categories, as described below:

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- Class I multi-use paths provide a completely separated right-of-way for the exclusive use of bicycles and pedestrians.
- Class II bike lanes provide an exclusive space for bicyclists in the roadway and are established by striping and markings on the roadway surface.
- Class III bike routes are designated with pavement markings and/or signage to indicate a shared lane environment between bicyclists and vehicles.
- Class IV separated bike lanes provide an exclusive space for bicyclists that is physically separated from motor vehicle traffic by a vertical element and that is distinct from the sidewalk.

Some roadways in Figure 3-2 are listed as corridor studies. These roadways were recommended as corridor studies by the City of Napa Bicycle Plan to determine the appropriate bicycle facility type and implementation action because their current configuration and operations made them too complex for a determination to be made without further study.

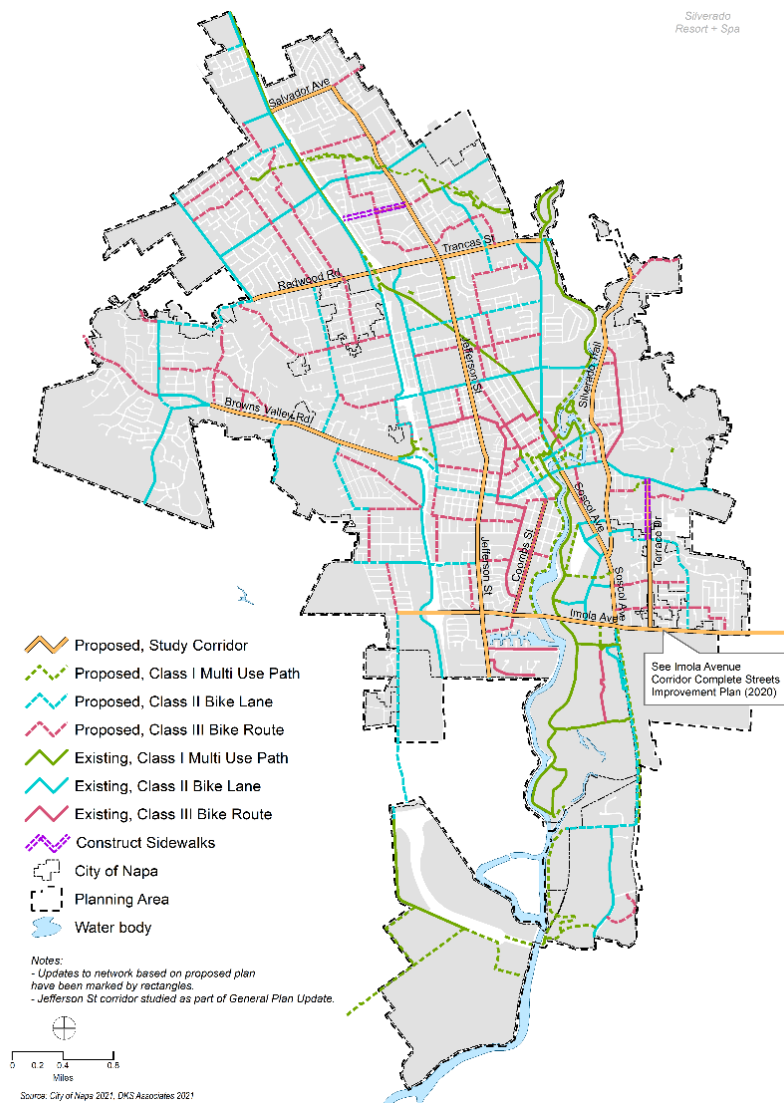
Based on data compiled for the most recent Napa Countywide Bicycle Plan and the City of Napa Bicycle Plan, there are approximately 49 miles of existing bicycle facilities in the City. These include 15 miles of Class I paths, 28 miles of Class II bike lanes, and 6 miles of Class III bicycle routes.

Pedestrian facilities in the Planning Area include sidewalks, curb ramps, street trees for shading, and other amenities. Class I multi-use trails contribute to the City's pedestrian network and can provide linkages to natural areas such as the Napa River. Downtown is an active pedestrian center, with a traditional grid system and a connected sidewalk network, making pedestrian trips efficient and enjoyable. SR 29 and SR 121 form barriers to pedestrian travel in the central, southern, and eastern areas of the City.

The City's current Standard Plans and Specifications require that sidewalks be constructed adjacent to most development projects. However due to historic development patterns and annexations of rural County subdivisions and roads into the City, sidewalk gaps remain in the Planning Area. The Countywide Pedestrian Plan and City of Napa Pedestrian Plan identify

pedestrian improvement projects, including the expansion of the sidewalk network, to close gaps, and to improve maintenance and rehabilitation of existing sidewalk facilities.

Figure 3-2. Existing and Planned Bicycle Facilities



Transit and Transit Network

Local public transit is provided by the NVTa through the Vine Bus System. NVTa implemented changes in January 2020 to increase the frequency of service, and improve system connectivity within the City. However, due to the Covid-19 pandemic, which led to a reduction in bus ridership, NVTa restructured the transit service to an on-demand system within the City. As of this writing, ~~fixed-route~~^{local} service is being phased back in, although some areas may continue to be served with on-demand service indefinitely. Regional routes include routes 10 (Up Valley Connector), 11 (Napa-Vallejo ~~Express~~^{Connector}), 21 (Napa-Solano Express) and 29 (Napa-BART Express). Routes 10 and 11 provide intercity service to Calistoga and Vallejo, respectively. Routes 21 and 29 provide express intercity commuter service to Fairfield/Suisun City and the El Cerrito ~~Del Norte~~^{BART} station.

In recent years, ridership on local fixed routes has declined while demand for the express bus routes has increased. According to the 2017 Comprehensive Operations Analysis Market Assessment by NVTa, the highest transit propensity can be found in central Napa, especially near Downtown.

3.3 Automobile Movement

ROADWAY IMPROVEMENTS

Planned roadway improvement projects are listed in Table 3-2 and shown in ~~Figure 3-3~~^{Figure 3-3}. Many of the projects are also listed in the most recent countywide transportation plan (Advancing Mobility 2045) prepared by NVTa to make projects eligible for State and federal funding sources.

Due to expected development and related traffic, some of these improvements have been identified as potentially necessary over the next 20 years to maintain the level of service targets set out in this General Plan. Other projects address objectives such as Complete Streets and connectivity. Most of these improvements are not immediately needed, but the City will need to monitor the level of service in these corridors, reserve right-of-way when feasible, and identify funding sources for improvements to ensure that acceptable levels of service, vehicle miles travelled (VMT), and GHG emissions are maintained.

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Table 3-2. Planned Roadway Improvements

Category	ID	Roadway Segment/Intersection	Improvement	Timeline
Roadway Extension	1	Trower Avenue	Extend Trower Avenue east to connect with Big Ranch Road	Medium to Long Term
	2	Linda Vista Avenue	Extend southwest of Lone Oak Avenue and connect with Robinson Lane	Medium to Long Term
	3	Terrace Drive	Complete missing segment over Cayetano Creek	Medium to Long Term
	4	Wine Country Avenue	Complete missing segment west of Linda Vista Avenue	Short Term
	5	Sierra Avenue	Extend east to connect with Villa Lane; terminate before reaching Salvador Channel	Medium to Long Term
Capacity Enhancement	6	Silverado Trail	Widen Silverado Trail to provide turn lane improvements from Soscol Avenue to Third Street	Medium to Long Term
Intersection Improvement	7	Silverado Trail/Soscol Avenue	Intersection modification to southbound Silverado Trail to provide one right-turn lane and two left-turn lanes	Medium to Long Term
	8	Soscol Avenue/Imola Avenue	Intersection modification including addition of a second left-turn lane to eastbound Imola Avenue and a separated right-turn lane to westbound Imola Avenue.	Medium to Long Term
	9	Jefferson Street/Laurel Street	Signalization	Medium to Long Term
	10	Jefferson Street/Old Sonoma Road	Signalization	Medium to Long Term
	11	Jefferson Street/Imola Avenue	Intersection modifications including additional right-turn lanes	Medium to Long Term
	12	Jefferson Street/Sierra Avenue	Signalization	Medium to Long Term
	13	Solano Avenue/ Redwood Road	Intersection modifications including widening and restriping	Medium to Long Term
	14	Lincoln Avenue/Jefferson Street	Intersection modifications including additional right-turn lanes	Medium to Long Term

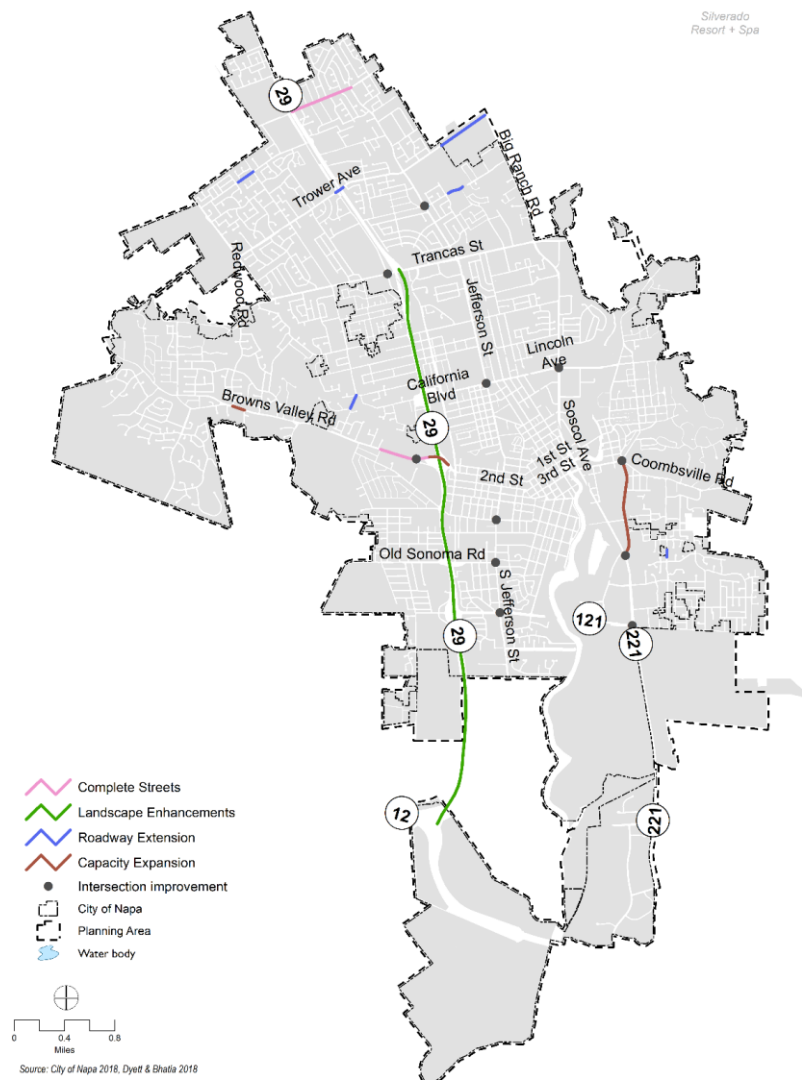
Chapter 3: Transportation Element

Category	ID	Roadway Segment/Intersection	Improvement	Timeline
Complete Streets	15	Lincoln Avenue/Soscol Avenue	Intersection modifications including additional right-turn lanes	Medium to Long Term
	16	Silverado Trail/Third Street/Coombsville Road/East Avenue	Construct roundabout	Medium to Long Term
	17	First Street	Construct two roundabouts: one at the intersection of First Street/ Freeway Drive and one at the intersection of First Street/ SR29 Southbound ramps	Medium to Long Term
	18	First Street/ Browns Valley Road	Complete streets infrastructure improvements along First Street and Browns Valley Road extending from the intersection of First Street/SR29 southbound ramps to the intersection of Browns Valley Road/Partrick Road	Medium ~~Short~~ Term
	19	Salvador Avenue	Complete streets infrastructure improvements extending from Solano Avenue to Jefferson Street including roadway widening to accommodate bicycle and pedestrian facilities	Medium ~~Short~~ Term
	20	Imola Avenue	Complete streets infrastructure improvements along Imola Avenue extending from Foster Road to eastern City limits	Medium Term

Notes:

- [Short Term](#) (<5 years), [Medium Term](#) (5-10 years), [Long Term](#) (>10 years)
- [Refer to Figure 3-2 for planned bicycle facilities along the planned roadway improvement routes](#)

Figure 3-3. Planned Roadway Improvements



LEVEL OF SERVICE STANDARD

Monitoring traffic operations will continue to be a topic of key interest while balancing safety, equity, sustainability, and other considerations. Level of Service (LOS) is a qualitative measure of roadway operating conditions that reflects drivers' perception of comfort, convenience, and efficiency. Roadway segments or intersections are assigned a letter grade of "A," representing free flow conditions through "F," reflecting severe delay or "stop-and-go" traffic. LOS is calculated using a methodology from the Highway Capacity Manual (HCM) with existing or projected future traffic volumes. Level of service for signalized intersections is defined in terms of average delay per vehicle, as shown in Table 3-3.

The General Plan sets a performance target for average vehicle delay at signalized intersections on arterial and collector streets (see Policy TE 5-4).

Table 3-3. Intersection LOS Definitions

Level of Service (LOS)	Average Control Delay (seconds/vehicle)		Description
	Signalized Intersections	Unsignalized Intersections	
A	≤ 10	≤ 10	Free flow/ Insignificant Delay
B	> 10 and ≤ 20	> 10 and ≤ 15	Stable Operation/ Minimal Delay
C	> 20 and ≤ 35	> 15 and ≤ 25	Stable Operation/ Acceptable Delay
D	> 35 and ≤ 55	> 25 and ≤ 35	Approaching Unstable/ Tolerable Delay
E	> 55 and ≤ 80	> 35 and ≤ 50	Unstable Operation/ Significant Delay
F	> 80	> 50	Forced Flow/ Excessive Delay

Source: Highway Capacity Manual: A Guide for Multimodal Mobility Analysis

ROADWAY OPERATIONS

Twenty-six study intersections were selected to represent existing and future conditions. Table 3-4 summarizes current and projected future intersection operations. The future intersection operational analysis assumes that population and employment growth has occurred as anticipated through 2040 (i.e., full land use buildout). The projected future operations also assume that the transportation network improvements listed in Table 3-2 have been built and are operational. As shown in Table 3-4, the planned roadway improvements will allow the City to grow while maintaining or improving upon current levels of service.

Table 3-4. Peak Hour Study Intersection Level of Service

Intersection Locations	Performance Target		Observed Conditions				Future Conditions (Year 2040)			
	LOS	Avg Delay	AM		PM		AM		PM	
			Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
Trower Ave/SR-29*	E	80	129.2	F	69.9	E	123.3	F	81.8	F
Redwood Rd/Solano Ave**	mid D	45	33.6	C	42	D	28.8	C	31.1	C
Trancas St/SR-29 SB Ramps	E	80	21.6	C	21.7	C	21.8	C	21.2	C
Trancas St/SR-29 NB Ramps	E	80	24.3	C	25.1	C	27.9	C	27.4	C
Trancas St/California Blvd	mid D	45	30.1	C	37.4	D	29.3	C	47.0	D
Trancas St/Jefferson St	mid D	45	40.3	D	44.4	D	40.2	D	68.1	E
Trancas St/Soscol Ave	mid D	45	47.4	D	48.6	D	44.7	D	47.7	D
Lincoln Ave/California Blvd	mid D	45	34.7	C	61.4	E	30.9	C	48.2	D
Lincoln Ave/Jefferson St**	mid D	45	35.6	D	50.2	D	31.9	C	48.6	D
Lincoln Ave/Soscol Ave**	mid D	45	73.9	E	54.2	D	81.0	F	56.2	E
First St/Jefferson St	mid E	67	35.7	D	73.4	E	23.7	C	27.5	C
Soscol Ave/Pearl St	mid D	-	-	-	-	-	18.2	B	28.9	C
First St/Soscol Ave	mid E	67	22.4	C	32.3	C	27.7	C	37.9	D
First St/Silverado Trail (SR-121)	E	80	15	B	33.6	C	18.3	B	52.9	D
Third St/Soscol Ave	mid E	67	37.8	D	43.5	D	40.8	D	41.0	D
Third St/East Ave/Silverado Trail (SR-121) **	E	80	84.5	F	79.4	E	15.5	C	16.8	C
Coombsville/Silverado Trail (SR-121)	-	-	-	-	-	-	11.8	B	13.2	B
Soscol Ave/Silverado Trail (SR-121)**	E	80	20.8	C	14.5	B	10.3	B	9.5	A
Imola Ave/SR-29 SB Ramps	C	35	32.9	C	18.3	B	36.9	D	28.6	C
Imola Ave/SR-29 NB Ramps	C	35	19.9	B	8.2	A	22.8	C	10.7	B
Imola Ave (SR-121)/S Jefferson St**	E	80	41	D	52.3	D	43.5	D	61.0	E
Imola Ave (SR-121)/Soscol Ave (SR-221)**	E	80	56.4	E	65.2	E	78.4	E	81.3	F
Trower Ave/Solano Ave*	mid D	45	46.6	D	33.6	C	38.6	D	42.8	D

Intersection Locations	Performance Target		Observed Conditions				Future Conditions (Year 2040)			
			AM		PM		AM		PM	
	LOS	Avg Delay	Delay	LOS	Delay	LOS	Delay	LOS	Delay	LOS
Lincoln Ave/Silverado Trail (SR-121)	E	80	27.7	C	33.8	C	27.5	C	31.1	C
Salvador Ave/SR-29*	E	80	76.4	E	46.4	D	70.7	E	48.3	D
Salvador Ave/Solano Ave*	mid D	45	26.8	C	23.8	C	30.4	C	25.6	C
First St/Freeway Dr**	mid D	45	64.0	E	46.2	D	6.5	A	6.5	A

Notes:

Delay is in seconds per vehicle and is based on average stopped delay for signalized intersections using Highway Capacity Manual methods.

* Signal coordination implemented to decrease delay along corridor after October 2018 when counts used for this report were collected

**Planned improvement location

BOLD text indicates intersection performance does not meet policy standard.

VEHICLES MILES TRAVELED

The State of California passed Senate Bill 743 (Chapter 386, 2013), directing changes to the California Environmental Quality Act (CEQA) guidelines that established Vehicle Miles Traveled (VMT) as the transportation metric analyzed under CEQA, effective July 1, 2020. VMT measures how much automobile travel on roadways (measured in miles) is associated with a proposed land use by multiplying the estimated number of automobile trips by the estimated total distance a vehicle travels between trip origin and destination. Utilization of VMT as the transportation CEQA metric is intended to emphasize statewide goals related to infill development, transit investments, promotion of public health through active transportation, and reduction of GHG emissions over local needs to manage traffic congestion on local road networks.

The City has adopted VMT thresholds of significance for use in its environmental analyses of proposed land use and development projects as follows:

- Residential Projects: A proposed project exceeding a level of 15 percent below existing regional VMT per capita may indicate a significant transportation impact.
- Office Projects: A proposed project exceeding a level of 15 percent below existing regional VMT per employee may indicate a significant transportation impact.
- Retail Projects: A net increase in total VMT may indicate a significant transportation impact.

Side Note Box/callout: What is VMT?

Vehicle Miles Traveled (VMT) is used in transportation planning to measure the amount of travel for all vehicles in a geographic region over a given period of time, typically a one-year period. It is calculated as the sum of the number of miles traveled by each vehicle and used to determine transportation impacts. VMT focuses on trip travel demand while the other major transportation measure, level of service (LOS), focuses on delay and road capacity. Typically, projects located near transit and/or within infill areas generally have lower VMT than projects in rural or undeveloped areas as people don't need to travel as far to access goods and services and also use other modes of transportation. At the city-scale, cities can lower VMT by promoting compact urban environments and locating everyday goods, services, jobs, and residential areas together.

3.4 Other Transportation Topics

TRANSPORTATION DEMAND MANAGEMENT

Transportation Demand Management (TDM) consists of programs and policies to reduce the demand for the single ~~occupancy vehicle-occupant automobile~~, thus reducing traffic and GHG emissions from these vehicles. Common techniques include carpool programs, car-sharing and bike-sharing programs, flexible work hours, telecommute provisions, shuttle services to nearby transit stations, employee transit subsidies (e.g., employers will subsidize bus or rail tickets), installation of bicycle facilities (lockers, racks, lanes, showers at work sites, etc.), or other measures that would reduce the need to drive single-passenger vehicles, particularly during the peak commute hours. TDM will be critical for the City to build out without expanding the transportation infrastructure beyond what is envisioned in this element. TDM is a major component in improving the effectiveness of transit as it can assist in serving the “first mile/last mile” component of a transit trip.

PARKING

The City has parking garages, public parking lots, and on-street parking spaces throughout the Planning Area. The Downtown Napa Parking Management Plan guides City policy and decisions regarding management of the current supply of public parking spaces in Downtown and the Oxbow District. This plan focuses on expanding the public parking supply based on projected development, available financing for the capital costs associated with building new parking and replacing old structures, enhancing maintenance and security, and planning for a more centralized parking management operation. Policies in the General Plan aim to review and update parking standards citywide based on balancing parking demand and pedestrian, bicycle, and transit user needs. Both vehicular and bicycle parking needs are addressed.

AIR, WATER, TRUCKS AND RAIL TRANSPORT

Maintaining a multimodal transportation system in the City means preserving and promoting various modes of travel, including air, rail, water, and truck. Existing rail infrastructure in the Planning Area provides opportunities to meet a broad range of commercial and travel needs. The Napa River has the potential to be utilized as a travel mode for tourist and other commercial uses. Maintaining truck routes is vital for the transport of goods and supports the local economy. Access to the airports maintains connections to other regions and economies.

Air Transport

The Napa County Airport, located a half mile south of the City Limits, is a general use aviation facility operated by a fixed base operator (FBO). Air Medical Transport Services are also provided through this airport. The airport has no regular commercial service; the nearest general passenger airports are in Oakland, San Francisco, and Sacramento.

Water Transport

While the Napa River runs through the City, the waterfront is rarely used today for commercial shipping or passenger service, although recreational and tourist-oriented uses of the river have

continued to increase over the years. Currently, the Main Street Boat Dock serves as a public dock as well as host to a number of businesses providing river cruises, charters, and rentals. The riverfront is lined with restaurants catering to residents and tourists. The Napa River is a navigable waterway south from the Third Street bridge and has potential for additional recreational and cultural uses.

Trucks

The City has designated and added signage to a series of roadways as truck routes, where vehicles exceeding a maximum gross weight of three tons are permitted to operate. These truck routes are shown in [Figure 3-4](#). In addition, SR 29, SR 121, and SR 221 are designated as terminal access routes as part of a national network per the Surface Transportation Assistance Act (STAA) of 1982. Truck semitrailers of up to 53 feet in length (57 feet for double combinations) are permitted on STAA truck and terminal access routes. Truck transportation is of key importance to the City's economy, both in terms of bringing in raw materials and consumer goods and in exporting locally manufactured products.

Rail Transport

The City is served by a historic rail line that extends from Vallejo to Calistoga. The Napa Valley Railroad operates a passenger train service between the City and St. Helena known as the Wine Train. The main terminal is located in Napa on McKinstry Street, north of First Street. The Wine Train is oriented towards tourists, making multiple round trips per day between the two cities.

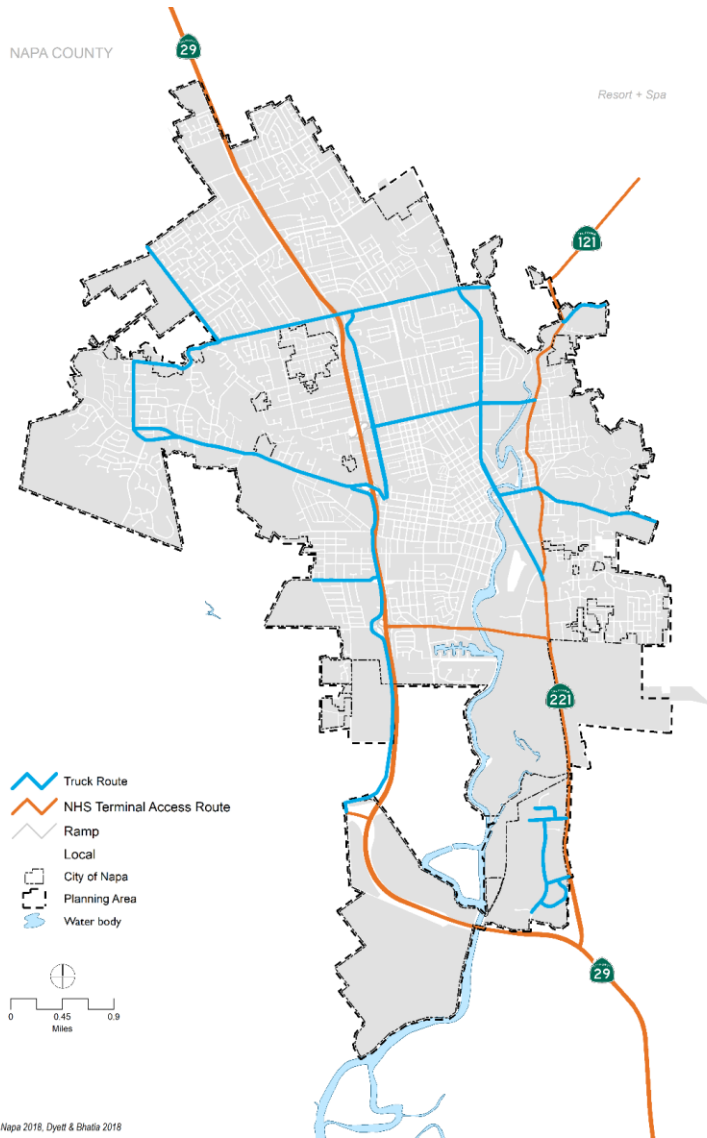
South of the City and continuing to Vallejo, the rail line is owned by the California Northern Railroad (CNR), a shortline freight operator. The CNR Schellville subdivision connects to rail right-of-way owned by the Sonoma Marin Area Rail Transit in American Canyon.

The potential for passenger rail service was studied in a 2003 Napa/Solano Passenger/Freight Rail Study done by the NVTA; the report concluded that passenger rail service could be feasible. According to the Passenger Rail Feasibility Study, Downtown Napa was the only proposed station within the City. The rail service is envisioned to go from the Vallejo Ferry Terminal north to St. Helena or Calistoga. The General Plan also acknowledges this potential.

Sonoma-Marin Area Rail Transit (SMART) completed a Passenger Rail Service Feasibility Study [in May 2019](#) for the Novato to Suisun City corridor. This included a potential rail station in Napa County near or in American Canyon. The study determined that this corridor is feasible for passenger rail. Although the proposed rail station is not located within the City Limits, consideration should be given to how this potential rail connection could affect the potential for passenger rail along the adjacent rail line extending into the City.

While commuter/passenger rail service could help reduce traffic congestion, further studies on traffic impacts or reductions must be evaluated.

Figure 3-4. Truck Routes



Source: City of Napa 2018, Dyett & Bhatia 2018

EMERGENCY EVACUATION ROUTES

Napa County is located in the Governor’s Office of Emergency Services Coastal Region and Mutual Aid Region II. As per the County’s Emergency Operation Plan (EOP), the region is susceptible, in varying degrees, to the following hazards: major earthquake/liquefaction, fire, flood, dam failure, drought, terrorist incidents, pandemics, and hazardous materials incidents. It is therefore imperative to plan for safe evacuation routes during any of these emergencies and to identify and eliminate any obstacles to these routes. Additional information regarding emergency preparedness and response can be found in Chapter 8: Safety and Noise.

SUSTAINABLE TRANSPORTATION CHOICES

In line with Chapter 6: Climate Change and Sustainability, there is a need to plan for sustainable options of travel within and outside the City. The General Plan recognizes the role of transportation in reducing GHG emissions and air pollution resulting from transportation. This will be achieved through supporting the use of electric vehicles and by planning for an all-electric future of transportation. In addition, enhancing access to sustainable mass transit services, and supporting the use of alternative modes such as walking and biking will be achieved through infrastructure requirements.

3.5 Goals and Policies

Goals and policies that seek to enhance transportation and mobility throughout the City are outlined below and organized into the following topics. Appendix A contains “implementing programs” intended to implement the goals and policies in this section.

STREET NETWORK

- GOAL TE-1 Foster a comprehensive network of safe, accessible roads, trails, sidewalks, and pathways that emphasize a Complete Streets approach, while reducing vehicle miles traveled (VMT) and dependence on single-occupancy vehicles.
- TE 1-1 Maintain a roadway network that serves not just automobile operations, but also multi-modal movement and adjacent land uses. Explore opportunities to develop multi-modal level of service (LOS) objectives and performance targets with differing priorities depending on road types.
- TE 1-2 Foster a more connected system of streets, pedestrian facilities, and bicycle facilities as new development and redevelopment is undertaken, or as opportunities are presented.
- ~~TE 1-2~~TE 1-3 Develop and maintain a low Level of Traffic Stress (LTS) connected bicycle network consistent with the adopted City of Napa Bicycle Plan and Figure 3-2.
- TE 1-4 Work to implement the roadway network improvements listed in Table 3-2 and shown in ~~Figure 3-3~~Figure 3-3. Coordinate with other agencies (e.g., Napa Valley Transportation Authority (NVTA), Caltrans, County of Napa, etc.) as needed for project implementation.

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- ~~TE 1-5~~ Regularly update the City of Napa Standard Specifications and Standard Plans to require infrastructure improvements that are subject to the review and approval of the City of Napa to conform to the design criteria.
- ~~TE 1-6~~ Support Complete Streets and planned roadway improvements through right-of-way dedication as new development and redevelopment projects are undertaken.
- ~~TE 1-3~~~~TE 1-7~~ Identify Capital Improvement Program projects to be constructed that are necessary to serve the development as new development and redevelopment projects are undertaken.
- GOAL TE-2** Keep Napa moving with safe, livable streets that provide a balanced, cost-effective, multi-modal transportation system (vehicles, pedestrians, bikes, transit), accommodating the mobility needs of all ages and abilities.
- TE 2-1 Work towards safer streets to reduce and eventually eliminate fatal and severe injury collisions among vehicles, pedestrians, and bicyclists by adopting a Local Roadway Safety Plan and a Vision Zero Plan.
- TE 2-2 Evaluate methods and undertake transportation facility improvements to promote biking, walking, and safer street crossings. Establish a target date for buildout of currently planned active transportation network improvements.
- TE 2-3 Apply traffic calming principles where appropriate with consideration of functional classification, emergency access, and vehicular traffic volumes to support livable and complete streets. Conduct an update of the City of Napa Traffic Calming Guidelines.

Side Note Box/callout: What is a livable street?

The term “livable street” refers to the concept that streets can be designed to facilitate active, social public space by improving the public realm, incorporating slower vehicle speeds, creating more green space, and improving pedestrian, bicyclist, and other non-vehicle user safety.

- TE 2-4 As part of streetscape design, incorporate features that enhance safety for all users and establish effective mode transitions, where appropriate. Examples of these features include bus pullouts and shelters, street lighting, enhanced crossing features such as rectangular rapid flashing beacons, high-visibility crosswalk striping, curb extensions, and pedestrian refuge islands, and curbside management features such as pickup/drop-off locations for shared ride/transit network companies and spaces for delivery vehicles to park safely for short durations.
- TE 2-5 Update and implement maintenance plans to preserve the quality of, and respond to maintenance requests for roadway, sidewalk, and bicycle facilities.

The voters of Napa County approved a countywide sales tax measure (Measure T) through 2043 to be used for roadway maintenance. Roadway maintenance also provides opportunities to incorporate on-street bicycle facilities and fill in sidewalk gaps.

- TE 2-6 Study and prepare designs for the following Study Corridors to evaluate future ~~pedestrian and bicycle~~ improvements for all modes in coordination with existing bicyclebike, pedestrian, and transportation plans. Coordinate with other agencies (e.g., NVTa, Caltrans, County of Napa, etc.) as needed for study development.
- Silverado Trail between Trancas Street and Soscol Avenue
 - Jefferson Street between Salvador Avenue and southern City Limits
 - Soscol Avenue Corridor between Third Street and Imola Avenue
 - Trancas Street between SR 29 and Soscol Avenue
 - Browns Valley Road/First Street between Partrick Road and Freeway Drive
 - Terrace Drive between Coombsville Road and Imola Avenue
 - Foster Road (study connection at Ghisletta/Horsemen's properties from Golden Gate Drive up to Old Sonoma Road)
 - Coombs Street between Imola Avenue and Division Street
 - Redwood Road between Dry Creek Road and SR 29
 - Salvador Avenue between Solano Avenue and Jefferson Street
 - Linda Vista Avenue between existing southern terminus and Robinson Lane
- TE 2-7 Employ traffic management strategies to encourage the use of arterials and collectors to reduce ~~vehicle use~~ high-volume and high speed traffic on residential neighborhood streets.
- TE 2-8 Coordinate with NVTa on periodic updates to transportation related Countywide Plans.
- TE 2-9 Regularly update the City's Transportation Impact Fee to require new development to contribute its fair share towards the transportation improvement needs associated with growth.
- GOAL TE-3 Promote active transportation, support active lifestyles, and encourage physical activity by providing safe pedestrian and bicycle infrastructure citywide.**

- TE 3-1 Support strategies to further enhance the pedestrian and cyclist experience in Downtown Napa. *Strategies can include traffic calming, enhanced crossings and lighted crosswalks, reducing vehicle and traffic impacts such as speeding and aggressive driving, reducing through traffic, parking strategies encouraging motorists to park once and walk, and lowering speed limits.*
- TE 3-2 Collaborate with the Napa Valley Unified School District (NVUSD), and public and nonprofit partners in creating and implementing Safe Routes to Schools plans and securing dedicated funding to provide safe and equitable access for students to local schools.
- TE 3-3 Promote a connected pedestrian and bicycle network that provides safe and direct access between destinations, such as from existing residential areas, schools and Napa Valley College, shopping, employment centers, and connections to regional trail systems, such as the Napa River Trail, the Vine Trail, and the Bay Trail.
- TE 3-4 Promote increased pedestrian and bicycle travel citywide. Opportunity areas include higher-intensity and mixed-use areas, including Downtown and the adjacent traditional neighborhoods, and the Jefferson Focus Area. *Additional information regarding Jefferson Focus Area can be found in Chapter 2: Land Use and Community Design.*
- TE 3-5 Improve connections to existing pedestrian and bicycle facilities from existing neighborhoods.
- TE 3-6 Follow the current, adopted City of Napa Bicycle Plan and work to implement the bicycle facilities shown in Figure 3-2.
- TE 3-7 Establish requirements to designateimplement bicycle and pedestrian improvements during proposed development review in accordance with the City of Napa Bicycle Plan and City of Napa Pedestrian Plan where feasible and appropriate.
- GOAL TE-4 Work with NVTa to continue to develop and maintain an efficient and convenient transit system providing alternatives to the use of the personal automobile to residents, workers, and visitors within the City, with connections within the City, to elsewhere in the County, and beyond.**
- TE 4-1 Encourage and educate residents and visitors to take alternative modes of transportation within the City Limits by providing transit stops that promote a fun, clean, safe, and accessible transit experience.
- TE 4-2 Prioritize and implement the planned safe connections between Downtown and the Soscol Gateway Transit Center to better connect the transit center to the rest of the community.

- TE 4-3 Coordinate with NVTa to strategically designate transit corridors that will receive transit investments such as bus shelters, seating, and frequent service, so that the street sections and proposed roadway widths can accommodate transit vehicles.

AUTOMOBILE MOVEMENT

GOAL TE-5 Maintain levels of traffic service that provide for efficient movement of people, goods, and services within the City, and adequate connections to the region and state.

- TE 5-1 Improve the accessibility, safety, and traffic signal synchronization of intersections and access points along major corridors with an emphasis on creating Complete Streets while accommodating motor vehicle traffic flow consistent with prescribed levels of service.

- TE 5-2 Implement traffic signal management and coordination techniques to improve operational efficiency and improve traffic flow where appropriate.

TE 5-3 Maximize the efficiency of the existing automobile infrastructure and manage the major arterials and boulevards so that they provide shorter travel times than parallel neighborhood streets.

TE 5-4 Maintain acceptable traffic flow along the following crucial corridor arterials:

- Imola Avenue West (SR121) – from west of Lernhart Street to Soscol Avenue
- Trancas Street – from State Route 29 to Soscol Avenue
- Lincoln Avenue – from Jefferson Street to Silverado Trail
- Jefferson Street – from Trancas Street to Imola Avenue
- Soscol Avenue – from north of Lincoln Avenue to Imola Avenue
- Silverado Trail (SR121) – from Soscol Avenue to Trancas Street

Uses along these arterials shall generally generate less than 520 trips per day/acre or include appropriate traffic mitigation measures. Continue to apply the Traffic Impact Overlay to properties on designated crucial corridors.

TE 5-5 Maintain the automobile Level of Service (LOS) performance targets described herein as a local standards to determine where transportation improvements may be needed or required as part of the development approval process. Automobile LOS should not be below a mid-range LOS D, with the following exceptions. A mid-range LOS E is permitted in the Downtown area bounded by Soscol Avenue, First Street, California Boulevard, and Third Street; on Jefferson Street between Third Street and Old Sonoma Road; and on Silverado Trail between Soscol Avenue and

First Street. LOS E is also permitted for signalized intersections on State Highway facilities within Napa.

~~TE 5-3~~ **TE 5-6** Evaluate new development and redevelopment projects for compliance with adopted Vehicle Miles Traveled (VMT) significance thresholds.

~~TE 5-4~~ **TE 5-7** Continue efforts to reduce VMT—such as through pedestrian and bikeway improvements, streetscape design to promote non-vehicle transportation, mixed-use developments, flexibility in parking standards, and transportation demand management—to reduce automobile traffic and GHG emissions, while recognizing that the City has limited control over regional economic and travel patterns that influence VMT.

TRANSPORTATION DEMAND MANAGEMENT (TDM)

GOAL TE-6 Support policies and programs to reduce automobile mode share, reduce automobile dependency, and encourage alternative forms of transportation.

TE 6-1 Support programs that encourage shared rides and car/vanpools to reduce the number of people traveling to or from Napa to work by private vehicle, including employer shuttles and the Vine Transit, and encourage employers to adopt telecommuting policies when possible. Coordinate with and promote regional TDM programs, such as the V Commute program offered by NVTa.

TE 6-2 Coordinate with local businesses (such as local wineries and hotels) within the City, and more broadly within Napa County, to adopt and implement programs to reduce individual car travel.

TE 6-3 Establish requirements for new large⁷ non-residential and residential projects to undertake TDM measures, and develop flexible parking standards where parking reductions may be offered for projects compliant with specified TDM goals.

TE 6-4 ~~Establish a Travel Demand Management coordinator within the City to provide~~ long-term oversight of Travel Demand Management (TDM) programs and address active transportation and mode shift.

PARKING

GOAL TE-7 Maintain parking standards that balance parking demand with urban design goals and do not negatively impact pedestrians, bicyclists, and transit users in development areas throughout the City.

⁷ Large projects are defined as any project requiring a VMT analysis for CEQA purposes under the City's adopted SB 743 (2013) implementation program. SB 743 amended various chapters of the Government Code and the Public Resources Code. https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201320140SB743

- TE 7-1 Undertake a holistic review of the City's parking standards to better reflect contemporary needs, support alternative transportation modes, and shared parking between uses, with appropriate reductions and/or elimination of minimum parking requirements for Downtown and for corridor segments with required ground floor active uses.

The active frontage portions of the corridor segments are indicated on figures 2-4, 2-5, 2-6, and 2-7 and are meant to have a pedestrian focus.

- TE 7-2 Review Downtown parking requirements to better utilize public parking facilities, and allow flexibility in parking design, such as shared parking arrangements for mixed-use projects. Provide locations for drop-off and pick-up services and reduce parking requirements to encourage healthier choices (e.g., walk, bike, or use public or private transportation shuttle services).
- TE 7-3 Incorporate design and bicycle parking requirements so that adequate bicycle parking is provided throughout the City.
- TE 7-4 Develop parking standards for adaptive reuse of historic buildings on the City's Historic Resources Inventory, as well as National and State registers, that maintain the historic integrity of buildings.
- TE 7-5 Encourage residents and visitors to park once and walk to multiple destinations to reduce block circling and multiple, small vehicle trips. This can be accomplished through thoughtful design of parking lots/structures and site design, improved connections to nearby uses, and traffic/parking management.

AIR, WATER, TRUCK, AND RAIL TRANSPORT

GOAL TE-8 Coordinate with Napa County and other agencies to continue safe and efficient operation of the Napa County Airport, Napa River waterfront, and railroads and roadways serving freight movement.

- TE 8-1 Promote the expansion of airport services to connect major airports (for example, Oakland, San Francisco, or Sacramento international airports) to Downtown via rail or shuttle services.
- TE 8-2 Promote the use of the Napa River for recreational, transportation, and cultural uses.
- TE 8-3 To reduce noise and air pollution, coordinate with other agencies on vessel activities on the Napa River.
- TE 8-4 To retain the public accessibility of the Napa River waterfront and to reduce potential adverse environmental impacts like noise and pollution runoff, establish regulations that will minimize new private docks along the Napa River. Docks for public use may be approved provided they are compatible with the California State

Lands Commission Public Use Doctrine and the design requirements of the Napa River – Napa Creek Flood Protection Project.

- TE 8-5 Implement the truck routes as shown in Figure 3-4 to serve the shipping needs in the City while considering potential conflicts with preferred modes and sensitive land uses in the City.
- TE 8-6 Support the potential use of private rail rights-of-way for passenger commuter rail service, and coordinate with associated jurisdictions and with the private Wine Train entity.

EMERGENCY EVACUATION ROUTES

GOAL TE-9 Provide safe evacuation routes in case of emergencies and natural disasters, including flooding, earthquake, and fire.

- TE 9-1 Establish clear emergency evacuation routes as part of the next update of the Local Hazard Mitigation Plan, and support community education on these emergency evacuation routes.
- TE 9-2 Coordinate with the Fire and Police Departments on traffic calming projects to ensure adequate access for emergency responders.
- TE 9-3 Identify and address potential obstacles to emergency evacuation routes within public rights-of-way, like above ground power lines, aging trees, and defensible space around routes which could impede evacuation efforts.
- TE 9-4 Coordinate with NVTa and NVUSD on emergency bus or shuttle operations for those who are not able to drive, including students, persons living at retirement homes, and within disadvantaged communities.

SUSTAINABLE TRANSPORTATION CHOICES

GOAL TE-10 Reduce reliance on fossil fuels and reduce non-point-source pollution by supporting sustainable infrastructure and promoting alternative modes of travel.

- TE 10-1 Promote personal use of electric vehicles by providing or promoting adequate publicly-accessible charging stations and designated parking at City facilities, multi-family housing, and commercial developments.
- TE 10-2 Support NVTa's planned electrification of the transit fleet.
- TE 10-3 Work with NVTa to promote sustainable transportation choices by supporting more efficient and accessible mass transit services to BART and SMART Train, the Vallejo Ferry, San Francisco, and Oakland, with easy bicycle service on all connections.

- TE 10-4 Continue to support and implement the use of alternative transportation modes to reduce car trips, such as bikeshare, electric bikes, and electric scooters, by providing proper infrastructure such as designated parking areas.
- TE 10-5 Expand sustainably generated electric charging station capacity throughout Napa, including within existing and new parking facilities, to encourage electric vehicle ownership, and to meet the Governor's Executive Order N-79-20 targets and future demand.
- TE 10-6 Consider opportunities for City co-funding of residential electric vehicle charging, like rooftop solar programs, and promote the installation of EV charging stations within existing apartment complexes.

4 Community Services, Parks and Recreation

Quality parks, responsive community services, and reliable utility infrastructure are integral to maintaining and strengthening the quality of life in Napa. Public parks, multi-use trails, and recreational and cultural programming provide places and occasions for neighborly interaction and healthy living. Schools, libraries, and educational programs provide spaces for learning and create opportunity for people of all ages. Public safety services like police and fire keep the community safe, and reliable public infrastructure underpins the City's daily activities and ensures that life runs smoothly. The General Plan reinforces the importance of investments in public services and facilities to provide for the community's existing and future needs.

4.1 Background and Purpose

The purpose of the Community Services, Parks and Recreation (CSPR) Element is to establish a framework to guide decision-making and investment in parks and public services that contribute to a high quality of life for residents and an attractive climate for business. Related issues of emergency response and public safety are discussed in Chapter 8: Safety and Noise, while bicycle routes are addressed in Chapter 3: Transportation. Chapter 9: Public Health and Equity also addresses physical activity, and open space and urban forestry is discussed in Chapter 7: Natural Resources Conservation, and Chapter 6: Climate Change and Sustainability.

The CSPR Element is the City's framework for providing community services, safety and emergency services, and infrastructure; developing and maintaining a comprehensive system of quality parks, pedestrian and bicycle trails; and providing recreational facilities and programs, as well as arts and culture. It aims to effectively guide the City's parks, recreation, and cultural programming and to support community members' health, entertainment, access to nature, and high quality of life.

This element seeks to enhance existing parks and recreational facilities within the City of Napa and improve connections to these amenities from residential neighborhoods, schools, and commercial areas. The General Plan provides overarching strategies for parks, recreation, and arts and culture in the community. The City has a Parks and Facilities Master Plan (PFMP), which was prepared in 2010; this plan should be updated following the General Plan update.

The CSPR Element is organized into the following sections, with associated goals and policies at the end of the chapter.

- **Public Safety and Emergency Services:** Includes police, fire, rescue and emergency medical services (EMS).
- **Schools and Learning Facilities:** Includes K-12 and adult education.
- **Wet Utilities:** Includes water supply, wastewater, and storm drainage.
- **Solid Waste and Recycling:** Includes solid waste disposal, composting and recycling collection and/or programs.

- **Parks and Recreational Facilities:** Includes guiding policies that apply citywide and define various park types (e.g., community parks, neighborhood parks, mini parks, open space, trails, school sites, and regional parks), anticipate future parks and recreation deficiencies and needs, and improve the accessibility of existing facilities between neighborhoods and commercial areas.
- **Trails and the Napa River:** Includes guiding policies on connecting the trail system throughout the City, with a focus on the Napa River.
- **Arts and Culture:** Includes guiding policies for developing and growing the City’s Public Art Program and supporting public art and cultural activities made available to the public by the City and community organizations.

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

The CSPR Element most closely furthers the following core values of the Napa Community Vision and Guiding Principles:

- Guiding Principle 3: Balance local and tourist needs.*
- Guiding Principle 5: Foster connections to nature and open space.*
- Guiding Principle 7: Achieve a healthy and safe community for all.*
- Guiding Principle 9: Celebrate culture, arts, and history.*

4.2 Public Safety and Emergency Services

The City provides public safety and emergency services to help support a safe and resilient community for residents, businesses, and property owners. Public safety and emergency response are an important City priority. The location of public safety facilities is shown on Figure 4-1 as “Fire” and “Police.” Fire, emergency evacuation and preparedness are also covered under Chapter 8: Safety and Noise. Overall, the services provided by the Police and Fire departments can be classified into two core categories: responsive services and proactive services. The goals and policies related to public safety seek to improve upon these core services.

<i>Side Note Box/callout: Public Safety Service Types</i>
Responsive Services: Police or fire personnel reacting to an emergency call for service and responding to an incident within an established, critical, time frame.
Proactive Services: Preventive programs, and activities that attempt to address the social or physical conditions that result in calls for service. Public safety can be improved by education and other proactive measures, reducing the need for responsive services.

Law Enforcement and Crime Prevention

The City of Napa Police Department is one of the oldest police departments in the State of California. It was established in 1875, just three years after the City itself was incorporated and only 25 years after California became a state. The Police Department provides policing and law enforcement services that enhance, protect, and promote a safe community for residents, businesses, and visitors. The mission of the Police Department, in partnership with the community, is to promote and maintain a peaceful, safe, and secure environment.

The Police Department provides a full range of protection and prevention services, including general law enforcement, traffic enforcement, investigations, and routine support services such as communications, evidence collection, analysis and preservation, training, administration, and records keeping. The Napa 911 Dispatch Center receives and processes approximately 115,000 calls per year for the City, as well as for the Napa Sheriff's Department and surrounding communities. In addition to sworn police officers, the Police Department also employs non-sworn community service officers, who provide light duty and supportive police work.

As part of the Police Department's commitment to enhanced community safety, civic engagement, and local pride, the General Plan encourages the use of other policing strategies, such as community policing or using unarmed responders, to address non-life-threatening and mental health situations. Community policing encourages interactive, collaborative partnerships between law enforcement agencies, their officers, and the community members they serve. By developing connections within the community, police are better informed and empowered to address public safety issues. Some community-oriented programs that could be implemented include:

- **Citizen's Patrol Unit.** Trained neighborhood patrol units consisting of citizen volunteers patrol shopping centers, neighborhoods, or targeted areas to deter crime.
- **Station Volunteers.** These volunteers assist with various activities at the station, including filing, tracking of offenders, and putting together special events. They also assist with Neighborhood Watch presentations, work with special-interest and business groups, and assist with data entry and fingerprinting.
- **Foot patrols.** Foot or bicycle patrols can help better engage with community members and the general public by providing an in-person, non-threatening presence. This can help prevent crimes from happening while building community connections. Foot patrols would be most effective in Downtown Napa and around the Oxbow District where a lot of activity from visitors and locals happens Friday through Sunday.

Side Note Box/callout: What is Community Policing?

According to the U.S. Department of Justice, community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, fear of crime, and social disorder. It is comprised of three main key components:

1. **Community Partnerships:** Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase trust in police.
2. **Organizational Transformation:** The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem solving.
3. **Problem Solving:** The process of engaging in the proactive and systematic examination of identified problems to develop and evaluate effective responses.

Source: Community Oriented Policing Services, U.S. Department of Justice. "Community Policing Defined". 2012. Accessed via web 5/2021. <https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf>

Design of the built environment can also help prevent crime, reduce the fear of crime, and improve the quality of life in urban areas. Research has shown that the most effective deterrent to criminal activity is the risk of being caught, and design of public spaces that places more eyes on the street and limits access points can create safer environments. Strategies for Crime Prevention Through Environmental Design (CPTED) include locating windows to overlook sidewalks and parking lots, increasing pedestrian and bicycle traffic, and selectively installing fencing, landscaping, or lighting to control access. Well-maintained buildings and grounds also signal alert, active owners and can deter criminal activity. As the City grows in the coming years, the challenge will be to remain alert and responsive to changes that influence crime prevention efforts while balancing departmental expenses and community expectations.

Figure 4-1: Community Services (schools, police, fire, grocery stores, libraries)

Fire Protection

Fire protection services are provided by the City of Napa Fire Department (NFD), which has been protecting the community since 1906. Services provided by NFD include fire suppression, fire prevention, community outreach and education, emergency medical and rescue services, and response to incidents involving hazardous materials. There are three divisions within the department: Operations, Administration, and Fire Prevention. The Fire Prevention Division is responsible for inspecting commercial and residential construction projects; weed abatement; commissioning fire protection systems; enforcing building occupancy limits including in hotels, motels, apartments, schools, and assemblies; investigating fire-hazard related complaints; and investigating fires to determine their origin and cause.

NFD operates five fire stations throughout the City, which are shown in Figure 4-1. NFD received 9,702 service calls in 2020, with the majority (66 percent) of calls related to emergency medical services or rescue.⁸ In addition to responding to fire and medical emergencies within the City, NFD responds to calls within Napa County, including nearby cities and unincorporated areas, and travels out of County to help battle wildfires throughout California.

NFD uses a strategic planning process to outline initiatives for fire prevention, operations, and management, and a series of objectives, timelines, and critical tasks for accomplishing them. The Strategic Plan guides NFD's activities and seeks to ensure the community continues to receive outstanding fire protection services.

Community engagement and outreach are important aspects of NFD, with initiatives to further education on fire prevention and emergency preparedness. NFD also partners with Napa County's Office of Emergency Management to provide training for City employees and residents, such as the Napa Valley Community Emergency Response Team (CERT) training, terrorism awareness training, and emergency preparedness training. These volunteer programs help connect NFD to the community and play an important role for citywide prevention, mitigation, preparedness, response, and recovery for natural or humanmade disasters.

4.3 Schools and Education

SCHOOLS AND EDUCATION FACILITIES

Good schools are the building blocks of a vibrant, healthy community. With good schools, a community becomes a great place to raise a family, and a strong educational system not only attracts new residents but also encourages young people to stay in the community as they start their own families. High-achieving schools can also drive economic development, as businesses are attracted to communities where their employees will want to raise families.

A school can also be the center of community life, not just for families with children, but for everyone. State regulations governing the siting of new schools encourage locations within

⁸ City of Napa Fire Department. 2020 Annual Report. Accessed via web 5/2021.
<https://www.cityofnapa.org/DocumentCenter/View/7547/2020-Annual-Report-PDF>

walking distance of homes and adjacent to parks, playgrounds, and sports facilities. Easy accessibility makes school sites excellent for co-locating a variety of other facilities as well, including post offices, healthcare, and social services. Some design concepts locate classrooms near or even inside senior centers and nursing homes so that children and seniors share time, spaces, and activities. Beyond mere cost savings, this concept has produced remarkable results, including lower medication levels for seniors and improved reading skills for children.

Adult learning facilities, colleges, and libraries can also play an important role in community life. Aside from the direct contributions they make to the local economy as large employers, post-secondary educational institutions can provide critical workforce development and training through partnerships with local businesses and community groups. In addition, schools and libraries offer numerous educational programming options for preschool-aged children to adults, including English as a Second Language (ESL) and other literacy programs.

Publicly-funded primary and secondary education in Napa is provided by the Napa Valley Unified School District (NVUSD), which is a separate governmental body from the City of Napa. As it is separate from the City, NVUSD is responsible for school facilities planning, closures, enrollment, maintenance, and asset management. NVUSD oversees 15 elementary schools (kindergarten or pre-kindergarten through fifth grade), three middle schools (grades six through eight), and four high or alternative schools (grades nine through 12). Additionally, there are 12 private, predominantly parochial schools in the Planning Area that offer primary and secondary education in the community. Post-secondary education in Napa is offered at Napa Valley College, which offers a variety of associates degrees, from viticulture and winery technology to digital art and design. In addition, a branch campus of the private culinary college, the Culinary Institute of America (CIA) at Copia, is in Downtown Napa and offers classes as well as a culinary destination for visitors.

The City is committed to prioritizing educational and workforce preparedness opportunities for local residents that are responsive to community needs, trends, and technologies. Working with NVUSD, the City can continue to position itself as a leader in education in Napa Valley, providing a healthy learning environment for residents of all ages, abilities, and backgrounds.

SCHOOL ENROLLMENT NEEDS

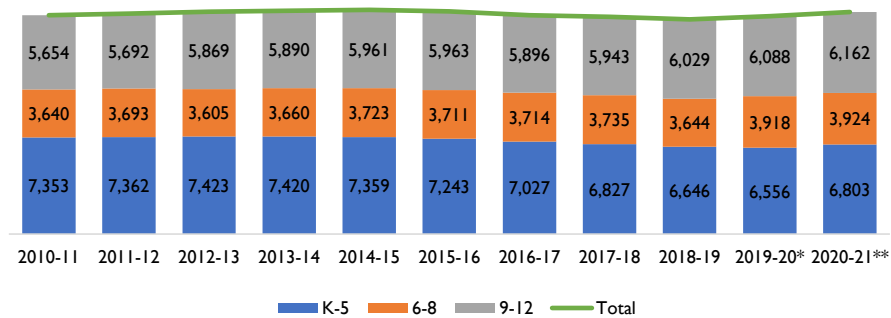
NVUSD has numerous facilities in need of modernization, including permanent buildings more than 20 years-old and portable classrooms more than 25 years-old. In March 2021, NVUSD updated its facilities capacity study to assess enrollment trends in relationship to school capacities. Despite increasing enrollment throughout the 2008 economic recession and subsequent recovery, districtwide enrollment has generally been decreasing since 2015 (see Chart 4-1). Consequently, future enrollment is expected to decrease over the next seven years (see Chart 4-2).

Total enrollment in NVUSD for the 2020-2021 school year is about 7,100 elementary, 3,700 middle, and 6,100 high school students, and the current enrollment capacity is about 8,200 for

elementary, 4,700 for middle, and 7,100 for high schools.⁹⁻¹⁰ This means that, overall, NVUSD's total capacity exceeds its enrollment; however, there are certain schools that are over or near capacity, including Northwood and Pueblo Vista Magnet elementary schools.

In April 2021, the Napa Valley Unified Board of Education approved the closure of Harvest Middle School in the 2022-2023 school year. This will redistribute around 685 students across the remaining middle schools in the district. Closure of Harvest Middle School and the corresponding decrease in enrollment (facility) capacity has the potential to result in insufficient capacity to meet current middle school enrollment needs. However, based on a buildout population of 97,200 and the distribution of population by age group estimated by the California Department of Finance for 2040, public school enrollment is projected to increase by only 163 students between 2020 and 2040 – with a 158-student decrease in middle school enrollment, as shown in Table 4-1.¹¹ Given the decline in recent enrollment and the modest level of increase in future enrollment needs tied to aging population trends, the City should continue to work with the NVUSD to help the NVUSD assess whether an increase in future population would require additional facilities to ensure City residents continue to have access to good schools.

Chart 4-1: Napa Valley Unified School District Enrollment Trends by School Level



* River middle school enrollment was added to NVUSD at the beginning of 2019-20.

** Napa Valley Language Academy enrollment was added at the beginning of 2020-21.

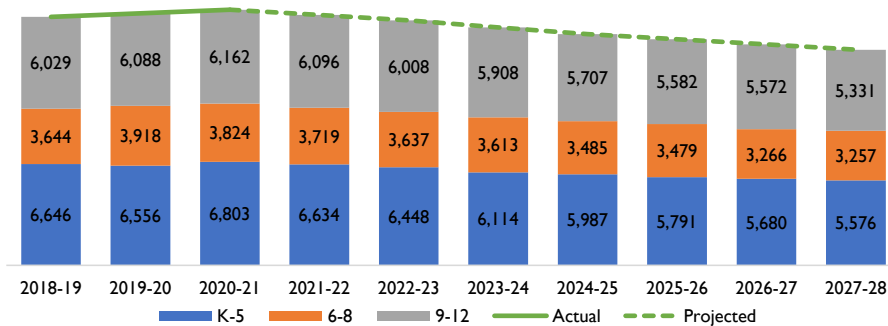
Source: Napa Valley Unified School District/King Consulting, 2021.

⁹ California Department of Education, 2020-21 Enrollment for Charter and Non-Charter Schools - Napa Valley Unified Report, DataQuest Enrollment Report. Available at: <https://dq.cde.ca.gov/dataquest/dq Census/EnrCharterLevels.aspx?cds=2866266&agglevel=district&year=2020-21>. Accessed: May 5, 2021.

¹⁰ Napa Valley Unified School District, Demographic Analysis & Facility Capacity Study, September 12, 2019.

¹¹ The California Department of Finance provides population projections by age group by county. It is assumed that the City of Napa will have a similar distribution to that of the county. Age groups used to estimate school enrollment needs are ages 5-12 for elementary, ages 13-14 for middle, and ages 15-19 for high.

Chart 4-2: Seven-Year Enrollment Projections for Napa Valley Unified School District (Moderate Estimate)



Source: Napa Valley Unified School District/King Consulting, 2021.

Table 4-1: Public School Enrollment and Capacity

School Name	Total Enrollment 2020-2021	Projected Enrollment (2040)	Enrollment Capacity (2019)
Elementary Schools (K-5) ¹	5,074	5,723	6,089
Middle Schools (6-8) ¹	2,705	2,547	3,683
High Schools (9-12)	3,974	3,647	2,349
Total Enrollment²	11,753	11,916	12,121

1. Includes Napa Valley Language Academy (elementary) and the River School (middle), which are dependent charter schools operated by NVUSD.

2. Total does not include non-traditional schools (Napa Valley Independent Studies and Stone Bridge Charter) or schools that are outside of the Planning Area, though students within the Planning Area may attend such schools.

Sources: Napa Valley Unified School District, 2019; California Department of Education, 2021; Dyett & Bhatia, 2021.

4.4 Utilities

Ensuring access to water and other utilities is an integral part of a healthy community. This section addresses utilities and distribution; water quality and conservation are addressed in Chapter 7: Natural Resources Conservation.

WATER SUPPLY

The City, through the Water Division of the Utilities Department, is responsible for the operation, maintenance, and improvement of the municipal drinking water system serving all residents and businesses within the City. The City also serves some water users in adjacent areas. The City

supplies potable water through approximately 360 miles of transmission mains and distribution piping to almost 25,700 service connections within the City Limits, as well as some customers outside City Limits.

The City’s water is derived from three sources: Lake Hennessey, Milliken Reservoir, and through the State Water Project (SWP). Water from these three sources is introduced into the City distribution system from three separate water treatment plants. Hennessey Water Treatment Plant (WTP) treats the Lake Hennessey water. Milliken WTP treats Milliken Reservoir water. Edward I. Barwick Jamieson Canyon WTP treats the SWP water.

Lake Hennessey is located 13 miles north of the City and is the largest local water supply source. The City’s water rights to Lake Hennessey are secured through a permit from the State Water Resources Control Board (SWRCB) Division of Water Rights. The permit authorizes the City to divert and store up to 30,500 acre-feet per year (AFY) from Conn Creek for beneficial use (the City’s beneficial use of the water is to treat it and provide it to the City’s water customers). Water storage capacity is measured in acre-feet (AF) where one AF is equal to 325,851 gallons, or approximately two Olympic-sized swimming pools of water. Lake Hennessey has an approximate storage capacity of 31,000 AF. The reservoir has an average yield of 17,500 AF and a reliable yield of 6,300 AFY.

Milliken Reservoir is located five miles northeast of the City and is a seasonal source of supply during the high-demand summer period. The City’s water rights to Milliken Reservoir are secured through a license with the SWRCB. The license authorizes the City to divert and store up to 2,350 AFY from Milliken Creek for beneficial use. Milliken Reservoir has an approximate storage capacity of 1,390 AF. The reservoir has an average yield and a reliable yield of 700 AFY.

The SWP is the only imported water supply source for the City. The City sub-contracts with Napa County Flood Control and Water Conservation District (NCFCWCD) for surface water from the SWP, which is transported from the Sacramento-San Joaquin Delta via the North Bay Aqueduct. The City has basic SWP entitlements that total 21,900 AFY. This is the maximum annual yield that the City could receive, and actual yields depend on each year’s hydrologic conditions. The California Department of Water Resources (DWR) estimates that 58 percent of SWP contractors’ entitlements would be available during an average year. This means that Napa expects to receive 12,702 AF of its entitlements during an average year. This is a conservatively low estimate, as the SWP contract also provides for the availability of unused “carryover water” from prior years, and a special North of Delta allocation which can bolster supplies.

Between the three water sources, the City has an expected 30,902 AFY average under normal yield. Demand projections in the City’s 2020 UWMP include new developments associated with buildout of the General Plan Update 2040. Table 4-2 summarizes the City’s historical (2015 and 2020) and projected (2025-2045) potable water demands. Between 2020 and 2045, the City’s potable demands are expected to grow approximately 10.4 percent.

Table 4-2: Past and Projected Potable Water Demand

<i>Actual Volume, AFY</i>		<i>Projected Volume, AFY</i>				
<i>2015</i>	<i>2020</i>	<i>2025</i>	<i>2030</i>	<i>2035</i>	<i>2040</i>	<i>2045</i>

Demand ¹	12,034	14,092	14,230	14,655	15,005	15,330	15,555

1. Includes authorized unmetered uses (e.g., water main flushing, fire protection) and losses.

Source: City of Napa, 2020; West Yost, 2021; Dyett & Bhatia, 2021.

Water Supply Reliability

The City's 2020 Urban Water Management Plan (UWMP) examines its water supply reliability during normal years, single dry years, and multiple dry years (e.g., basic five-year droughts, severe five-year droughts) through 2045. In single dry years, the City's potable water supplies are reduced by approximately 44 percent. During a drought lasting five consecutive years, the City expects potable water supplies to be reduced by approximately 24 percent in the first year and 40 percent in the second through fifth years.

The City's supplies can meet projected demands during normal years through 2045 and basic five-year droughts from 2020 through 2030. For five-year droughts beginning in 2035, 2040, and 2045, a small supply shortfall could be expected in the second through fifth years. Also, during single dry years, the City's supplies are only adequate to meet projected demands through 2035. In 2040 and 2045, there is a small supply shortfall of 150 and 375 AFY, respectively, in single dry years. To match projected dry year supplies in these various shortfall situations, the City would need to reduce demands by up to 11 percent. The City has determined that it can implement adequate water conservation efforts and public awareness to achieve these small demand reductions, which are supported as part of the goals and policies in the General Plan.

Table 4-3 summarizes the City's water supply reliability in various hydrologic conditions, as presented in the City's 2020 UWMP. With conservation, the City has adequate water supplies for buildout of the General Plan through 2040.

Table 4-3: Summary of Water Supply Reliability

<i>Hydrologic Condition</i>		<i>Volume¹ AFY</i>				
		<i>2025</i>	<i>2030</i>	<i>2035</i>	<i>2040</i>	<i>2045</i>
Normal Year²						
Available Water Supply		31,737	31,997	28,907	28,907	28,907
Total Water Demand		15,065	15,750	16,100	16,425	16,650
Potential Surplus (Deficit)		16,672	16,247	12,807	12,482	12,257
Demand Shortfall, percent		-	-	-	-	-
Single Dry Year³						
Available Water Supply		17,702	17,962	16,275	16,275	16,275
Total Water Demand		15,065	15,750	16,100	16,425	16,650
Potential Surplus (Deficit)		2,637	2,212	175	(150)	(375)
Demand Shortfall, percent		-	-	-	0.9%	2.3%
Multiple Dry Years⁴						
Multiple -Dry Year 1	Available Water Supply	20,941	21,201	19,190	19,190	19,190
	Total Water Demand	15,065	15,750	16,100	16,425	16,650
	Potential Surplus (Deficit)	5,876	5,451	3,090	2,765	2,540

	Demand Shortfall, percent	-	-	-	-	-
Multiple -Dry Year 2-5	Available Water Supply	16,066	16,326	14,803	14,803	14,803
	Total Water Demand	15,065	15,750	16,100	16,425	16,650
	Potential Surplus (Deficit)	1,001	576	(1,297)	(1,622)	(1,847)
	Demand Shortfall, percent	-	-	8.1%	9.9%	11.1%

1. Supplies and demands include recycled water (supplied by NapaSan). The City's 2020 UWMP assumes that recycled water supplies are adequate to meet demands in all hydrologic conditions.

2. Source: City of Napa 2020 UWMP (Table 7-6)

3. Source: City of Napa 2020 UWMP (Table 7-7)

4. Source: City of Napa 2020 UWMP (Table 7-8)

Source: City of Napa, 2020; West Yost, 2021; Dyett & Bhatia, 2021.

Planned System Improvements

The City maintains an extensive network of water facilities spanning over 60 square miles throughout Napa County, including two local watersheds, dams, and reservoirs, three water treatment plants, nine pump stations, 12 storage tanks, and 360 miles of pipes. A dedicated team of 65 City employees operates and manages this infrastructure to ensure clean, safe, reliable water is available 24/7 to 87,000 people.

Water systems in Napa (and across the country) are getting older. Approximately 140 miles of the City's water mains are at least 60 years of age and will require a significant investment of capital funds to rehabilitate or replace. The City's total annual capital investment in the water system will increase to \$6 million in 2022, while service is provided at some of the lowest water rates in the Bay Area.

Planned system improvements for the next 20 years are as follows:

- Complete a Water System Master Plan in 2022-2023;
 - Identify and Prioritize Capital Improvements;
 - Update and Extend the existing Pipeline Replacement and Rehabilitation Program to 2050; and
 - Develop a plan to finance the recommended improvements.
- Transmission Pipeline Improvements
 - Install new 36-inch Transmission pipeline on Soscol Ferry Road, crossing Napa River.
 - Upgrade existing 24-inch Transmission pipeline to a 36-inch pipeline along Hwy 221 from Sheehy Ct to Devlin Road;
 - Install Transmission pipeline on Silverado Trail to provide redundant supply from the Hennessey Treatment Plant;
 - Relocate transmission pipeline in Yountville to improve access and decrease impacts to private property;

- Install transmission pipeline on Imola Avenue across Napa River to add redundant supplies across the system, including turnouts to the lower pressure zones;
 - Install 11 transmission valves, including five remotely-operated valves, on the southwest 36-inch transmission line to minimize impact of repairs on customers;
 - Implement additional cathodic protection on the existing steel transmission lines to protect them from corrosion; and
 - Replace or rehabilitate 14-inch steel pipelines on Monticello Rd and around the Silverado Country Club.
- Hennessey Treatment Plant improvements
 - Address hydraulic restrictions within the filter and backwash processes; and
 - Improve upon seasonal taste and odor challenges.
- E.I. Barwick – Jamieson Canyon Water Treatment Plant Improvements
 - Construct a sludge dewatering facility;
 - Implement water quality improvements in the clearwell; and
 - Improve site drainage.
- Milliken Water Treatment Plant Improvements
 - Upgrade diversion dam;
 - Implement hazard mitigation for the raw water pipeline to minimize future impact from fire, landslides and earthquakes; and
 - Implement upgrades to enable year-round operation.
- Dam and Spillway Maintenance and Upgrades at Lake Hennessey and Lake Milliken
 - Spillway improvements at Lake Hennessey began in 2021; and
 - City continues to monitor integrity of both dams to ensure long-term safety.
- Distribution System Facility Upgrades

To meet growing demands and maintain its water system, the City plans to upgrade, replace, and add pump stations, tanks, pressure reducing valves, and other necessary components. Some planned improvements include:

 - Construct a new pump station on Clark Street;
 - Construct a new pump station at Dwyer Road;
 - Construct a new tank in Browns Valley to supplement the existing B tank;
 - Upgrade the Falcon Ridge tank to increase the storage volume;
 - Relocate the out-of-service pressure regulating station on Silverado Trail and Fairview Drive;
 - Install pressure regulating stations to maintain optimal pressure; and
 - Implement water quality improvement processes in distribution tanks and elsewhere to maintain target disinfection levels and to minimize disinfection byproducts.

- **Distribution Pipeline Replacement and Rehabilitation (R&R) Program.**
To maintain its water system, the City plans to replace, rehabilitate, and upgrade existing pipelines. The existing plan for 2011-2030 will be updated as part of the 2022-2023 Water System Master Plan.
 - Replace aging pipelines in advance of the City street paving program to minimize community impact.
 - Implement pipeline rehabilitation (instead of replacement) where appropriate to reduce costs and minimize community impact.
 - Upsize pipelines to improve flow as recommended by the master plan.
 - Construct water mains crossing Highway 29 on Park Ave and El Centro Ave.
 - The 2011-2030 R&R program was interrupted by the 2014 Napa Earthquake and the 2017 Atlas Fire. Both events resulted in several extensive repair projects, some of which are scheduled for completion in 2022 and 2023.
- **Watershed Management and Protection**
 - The City has a Master Plan for Reservoir and Watershed Operations, scheduled for completion in 2022 to protect, manage, and identify improvements to the Hennessey and Milliken reservoirs, dams and spillway.
 - The City is partnering with Napa County and has developed a Watershed Risk Analysis Management Framework (WARMF) Model and continues to implement the Watershed Water Quality Sampling and Analysis Plan, to understand and better manage runoff and ensure protection of water quality from the Hennessey and Milliken watersheds upstream of the drinking water reservoirs.
 - Watershed protection is instrumental in containing investments needed for water treatment plant process upgrades and long-term water treatment costs.
- **New Water Supply Development**
Through the City's involvement in the Napa Valley Drought Contingency Plan (DCP), the City is exploring the potential for new water supplies.
 - Sites Reservoir
The Sites Reservoir Project involves constructing a new reservoir to capture surplus flows from the Sacramento River. These captured flows would not infringe on any existing water rights or regulatory requirements. The water would be stored in a new off-stream reservoir with a capacity ranging somewhere between 1.3 and 1.5 million AF for release during drought years to help meet environmental flows and deliver water to communities, farms, and businesses across the state (Sites Project Authority, 2020).
 - Advanced Water Purification: Direct Potable Reuse of treated effluent water. While traditional supply sources will remain an important foundation to the region's supply portfolio, the Local Agencies view non-potable and potable water reuse as critical elements to future Napa Valley supplies. As such, the City of Napa, City of American Canyon, and the Napa Sanitation District would like to evaluate the viability of incorporating purified water into the region's

water supply portfolio through raw water augmentation (i.e., planned placement of purified water into a raw or untreated water distribution system) and treated water augmentation (i.e., planned placement of purified water into the treated water distribution system).

- **Advanced Metering Infrastructure (AMI) Implementation**
AMI offers enhanced efficiency, accuracy, and labor savings, while improving conservation and customer service through the availability of and access to more water consumption data.
- **Risk and Resilience Assessment (RRA) Response Implementation and Hazard Mitigation Plan (HMP)**
In 2020, the City completed a Risk and Resilience Assessment as required by the America's Water Infrastructure Act of 2018 (AWIA) and in 2021 expects to complete the latest Hazard Mitigation Plan Update. The City will continue to implement measures recommended by the RRA and HMP to mitigate and guard against threats including cyberthreats, terrorism and natural disasters.

WASTEWATER AND SEWER SERVICE

The Napa Sanitation District (NapaSan) provides customers within its service boundary with wastewater disposal and strives to maintain a wastewater disposal system that will meet Napa's long-term urban growth needs. NapaSan serves residents and businesses in the City of Napa, Silverado Country Club, the Napa County Airport, and several adjacent unincorporated areas. NapaSan does not have the authority to regulate growth, but rather responds to it by planning its system to accommodate anticipated future needs. NapaSan treats 10 million gallons per day and produces 700 million gallons of recycled water annually, with a service area of 21 square miles and 270 miles of sewer mains.¹²

NapaSan owns and operates the sanitary sewer collection system and wastewater treatment plant that serves the City, as seen in Figure 4-2. Information about upgrades and changes to both the collection system and the wastewater treatment plant is covered in NapaSan's Collection System Master Plan (CSMP) and the Wastewater Treatment Plant Master Plan (WWTPMP). City staff shall coordinate with NapaSan when NapaSan updates these documents to ensure that the sewer collection system and wastewater treatment plant can accommodate future growth within the City. As more housing units are added to the City, additional capacity improvements may be needed to the wastewater treatment plant in order to accommodate peak flows.

¹² NapaSan website. Accessed 5/2021. <https://www.napas.com/27/About-Us>

Figure 4-2: Existing Sewer Facilities

RECYCLED WATER FACILITIES

Treated wastewater from NapaSan's service area is recycled and provided for primarily landscape irrigation and industrial use via two pipelines to the southeast and north of the wastewater treatment plant. Recycled water is sold to customers both inside and outside the General Plan Planning Area.

The City and NapaSan have an agreement that permits NapaSan to solicit customers and provide recycled water within a specified portion of the General Plan Planning Area, identified in the agreement as the "ReUse Area." However, the recycled water is not provided as a potable water supply. With increased future wastewater flows and facilities expansions, including construction of the five-mile Milliken-Sarco-Tulocay Recycled Water pipeline and the nine-mile Los Carneros Water District pipeline, both of which were completed in 2015, the maximum quantity of recycled water that NapaSan could produce is approximately 4,500 AF in a typical year. In 2015, the total wastewater flow from the City to the wastewater treatment plant was 7,392 AF. According to the City's UWMP, the wastewater treatment plant produced and delivered 437 AF of recycled water to the City's water customers, which is just six percent of total wastewater flow.

Furthering opportunities to use recycled water for non-potable water needs can help offset water needs for customers who would otherwise have used City drinking water, help preserve the City's potable drinking water supply, and help make the City more water and drought resilient.

STORM DRAIN INFRASTRUCTURE

The City's storm drainage system consists of a network of open ditches, culverts, and underground pipes of various sizes and capacities, many of which are maintained by the the City's Public Works Department, which are shown in Figure 4-3. Rainfall runs off into a drainage collection system that feeds local creeks and the Napa River, which flows to the San Francisco Bay. The City also has levee systems that prevent flooding of low-lying areas during large storm events. The City's primary objective in operating the drainage system is to reduce the risk of flooding, and potential loss of life and property damage from flooding.

The ongoing Napa River and Creek Flood Protection Project includes improvements that will help lower risk of flooding of Napa Creek and the Napa River. Several project components have been completed, and remaining project elements including floodwalls are estimated to be completed by 2027. However, in the event of large storms, residual flooding can occur when runoff from the City is prevented from flowing into the river due to constructed levees and floodwalls. For more information about the Napa River and Creek Flood Protection Project, see Chapter 8: Safety and Noise.

Inadequate drainage systems can also result in flooding when more surface water runoff arrives at a local watershed than the system is designed to handle. Typically, as urban development increases so does runoff, requiring excess water to be channeled through engineered systems. This problem is exacerbated when development occurs in upstream areas, as the increased runoff generated in these areas will eventually converge downstream, further impacting existing systems. If larger ditches, channels, and pipes are not constructed to accommodate the larger runoff volumes, flooding will result in the lower areas.

In 2011 and 2012, the City conducted the Soscol Gateway Interior and the South Coombs Area strategic drainage improvement studies that evaluated alternatives to reduce residual flooding. The recommended alternatives from these studies included new storm drains, pressurized storm drains, box culverts, detention basins, and pump stations to lift runoff into Tulocay Creek or Napa River. The City's Storm Drainage Master Plan (SDMP), prepared in 2006 as part of the City's Drainage Program, evaluated storm drain capacities in relationship to 10-year design storm peak flows, identified existing flooding problems, and recommended storm drain enlargements and improvements. Some of the recommendations from these studies have been implemented

The City also seeks to reduce pollutant discharge from urban runoff into natural water bodies using best management practices. Urban areas create more runoff than natural settings or agriculture because the soil is covered by impermeable surfaces such as roads, driveways, and roofs, which prevent the water from soaking into the ground. In addition, urban uses result in auto wastes, lawn pesticides, fertilizers, and other chemicals being carried into urban runoff. To help manage stormwater pollution discharge, the City is part of a joint effort with Napa County and neighboring jurisdictions on the Napa Countywide Stormwater Pollution Prevention Program (NCSPPP) which seeks to:

- Prevent stormwater pollution.
- Protect and enhance water quality in creeks and wetlands.
- Preserve beneficial uses of local waterways.
- Comply with State and federal regulations.

Though the County and each of the five cities and towns carry out their own individual stormwater pollution prevention programs, NCSPPP provides for the coordination and consistency of approaches between the individual participants and documents their efforts in annual reports. NCSPPP is funded by the member agencies and is administered by the Napa County Flood Control and Water Conservation District.

DRY UTILITIES

Dry utilities, including telecommunications and electricity infrastructure, are provided throughout the City by private third parties. In addition, the California Public Utilities Commission oversees privately owned utilities, including electric, natural gas, and telecommunications companies. The Pacific Gas and Electric Company (PG&E) is one of the largest combined natural gas and electric companies in the United States. PG&E, incorporated in 1905, is a subsidiary of the privately held PG&E Corporation and serves approximately 16 million people throughout a 70,000 square mile service area in northern and central California. PG&E provides electricity and natural gas throughout the City, including the generation and transmission of electricity, customer service, meter reading, billing, emergency response, and other services to commercial and residential developments located within its service area. Sustainable energy generation, including consideration of Public Safety Power Shutoffs, are included in Chapter 6: Climate Change and Sustainability.

Chapter 13.24 of the Napa Municipal Code (NMC) authorizes the City Council to require removal of surface infrastructure and installation of underground utilities when is necessary to promote the public's health, safety, or welfare. The NMC can be referenced for additional information regarding the scope of the Council's authority.

Telecommunications utilities, including broadband internet and cell phone service, are considered common elements of contemporary life. It is necessary that these services are available and adequate to meet the demands of City residents, visitors, and businesses. Rising demand associated with population and employment growth, along with emergency response and disaster preparedness, will necessitate additional facilities and services to provide reliable and comprehensive coverage. The Federal Communications Commission (FCC) and the California Public Utilities Commission establish rules, regulations, and standards regarding the siting and installation of telecommunications facilities.

4.5 Solid Waste and Recycling

Solid waste generated by households and businesses in the community that is not recycled or composted goes to a landfill. Californians have long been committed to recycling out of a desire to reduce litter, conserve natural resources, and decrease reliance on landfills. *Landfill diversion rate* is a metric used to calculate how much waste is recycled or recovered and doesn't end up in landfills and demonstrates progress to reducing waste accumulation. For example, a 100 percent landfill diversion rate would indicate that all given waste was able to be recycled or reused, thereby prevented from ending up in a landfill.

Residential and commercial solid waste collection in the City is currently provided by Napa Recycling and Waste Services (NRWS), and its contract with the City was extended in 2018 to go through the end of calendar year 2031. NRWS collects residential trash, recycling, and organic waste on a weekly basis, and collects from commercial accounts weekly or more frequently as needed. NRWS also offers curbside motor oil recycling; e-waste, scrap metal, textile, and cooking oil collection through the Recycle More program; and tire, and bulky item pickup. The City owns the Napa Recycling and Compost Facility, located at 820 Levitin Way, which NRWS operates under contract with the City. In collaboration with NRWS, the City of Napa Recycling and Solid Waste Division offers educational programs to teach residents and commercial enterprises about composting and waste reduction. The City adopted a construction and demolition debris recycling ordinance in 2010, which requires that 100 percent of identified materials be source-separated onsite and recycled, and an overall minimum of 50 percent of debris from construction and demolition projects be recycled. The City also adopted a Disposal Reduction Policy in 2012 which set a goal of achieving a 75 percent level of landfill diversion rate by the year 2020, in coordination with the statewide initiative of AB 341.¹³ In 2020, the City stood at a 68 percent landfill diversion rate.

Additionally, the State Legislature passed SB 1383 which seeks to recover edible food from being discarded into a landfill. The intention is to reduce gas emissions from the decomposing food while reducing waste and providing food to people in need. The SB 1383 regulations require that

¹³ Assembly Bill No. 341, https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201120120AB341

jurisdictions conduct education and outreach on organics recycling to all residents, businesses (including those that generate edible food that can be donated), haulers, solid waste facilities, and local food banks and other food recovery organizations. SB 1383 requires a 20 percent improvement in edible food recovery and the City is working under an umbrella program approach with the County of Napa as the lead agency to accomplish this goal in upcoming years.

In 2016, about 96 percent of the City's disposed solid waste went to Potrero Hills Landfill in Suisun City, with the small remaining tonnage going to the Clover Flat Resource Recovery Park in Calistoga, and several other landfills throughout the area.¹⁴ According to CalRecycle, the Potrero Hills Landfill has a remaining capacity of about 13.9 million cubic yards, and is expected to remain in operation until 2048.¹⁵ The Clover Flat Resource Recovery Park has a remaining capacity of about 2.8 million cubic yards, and it is expected to remain in operation until 2047.¹⁶ As such, there is sufficient solid waste capacity to accommodate the community through 2040. In 2016, the most recent year that accurate data was available, the City disposed of about 3.8 pounds of waste per resident per day (PPD) into landfills, down from 6 PPD in 2007.¹⁷ Looking towards the future, the City is committed to promote efforts to reduce solid waste accumulation through recycling programs for new residential development and businesses, and promoting waste reduction strategies for existing residents and businesses.

Planned Improvements

- **Bio-Energy:** Also known as “biomass gasification,” this planned technology improvement would take urban wood waste and the woody fraction of yard trimmings and convert them to a synthetic gas that in turn can produce renewable energy. Under so-called “BioMat” legislation (SB 1122), up to 3 megawatts (MW) of bioenergy can be produced and sold back to the electrical grid at a floor price. The City is in the process of purchasing and ultimately developing a little over 3 acres of land to the south of the City's current Materials Diversion Facility (MDF) from the Napa-Vallejo Waste Management Authority for the BioEnergy project. This is necessary as the current footprint of the City's MDF does not have adequate space for the proposed 3 MW BioEnergy project. Beyond utilizing wood waste locally and providing a renewable energy source, the BioEnergy project would also produce a “biochar” product from the solid ash that has value and agricultural benefits as a slow “time-release” source of nitrogen or possibly serve as a water filtration product for wastewater or drinking water systems.
- **Anaerobic Digestion (AD):** For several years now, the City has explored the possibility of installing a “dry” Anaerobic Digestion (AD) system at the City's MDF. A dry AD system would capture the biomethane gas from food scraps and yard trimmings, clean the gas

¹⁴ CalRecycle, Jurisdiction Disposal by Facility, 2019.

¹⁵ CalRecycle Solid Waste Information System, SWIS Facility Detail: Potrero Hills Landfill (48-AA-0075), 2019.

¹⁶ CalRecycle Solid Waste Information System, SWIS Facility Detail: Clover Flat Resource Recovery Park (28-AA-0002), 2019.

¹⁷ CalRecycle Disposal Reporting System, Per Capita Disposal Rate Trends, 2019.

and then convert it to Renewable Natural Gas (RNG). As of 2020, 100% of the heavy refuse and recycling fleet runs on clean-air Compressed Natural Gas (CNG). Once installed, the proposed AD system would produce sufficient RNG to replace all of the conventional CNG used by the fleet. Because the RNG is coming from organic compostable materials collected by the City's composting collection program (primarily commercial routes), an AD system is state-of-the-art as far as sustainability actions that could be taken by the City of Napa. An AD system is an "air-tight" system to capture methane gas during the first 21-day period when organic waste emits bio-methane gas which has 20-40 times the impact of carbon dioxide as a greenhouse gas (GHG). A dry AD system at the Napa MDF would represent a "best available control technology" to capture and produce RNG from a recurring source (food scraps and yard trimmings) where the energy value was never previously harnessed and/or sent for landfill disposal. A dry AD system is also self-sustaining in that the power necessary to run the system is a symbiotic use of the biomethane gas captured and utilized by a combined heat and power engine attached to the system.

4.6 Parks, Recreation Facilities, and Trails

The General Plan provides an opportunity for the City to emphasize parks, recreation facilities, and the urban forest (expanded on in Chapter 6: Climate Change and Sustainability) as essential elements of a healthy, livable city. Parks and recreation, once considered a bonus to basic City infrastructure, are now valued as critical contributors to the City's environmental and human health. Policies and recommendations are focused on four key areas including quantitative and qualitative goals, access and equity, asset management, and system-wide funding.

As shown in Figure 4-4, the City has 67 parks, recreation facilities, and trail segments in the Planning Area. Additionally, public recreational facilities in Napa are provided by other public agencies, primarily the NVUSD and the Napa Valley College (NVC). Many private organizations and businesses also provide recreational facilities either as their business model such as private fitness centers, or through private agreements such as Homeowners Associations.

The Parks and Facilities Master Plan (PFMP), prepared in 2010, provides a road map for providing high quality facilities for residents and visitors to Napa. This plan includes a detailed examination of existing park sites and recreation facilities, providing the basis for an in-depth community discussion and analysis of the needs and priorities of park users. The PFMP was based on an implementation step of the previous 1998 General Plan. Similarly, the PFMP should be updated to be responsive to community needs and reflect the direction provided in this General Plan.

PARK CATEGORIES

For planning purposes, parks are classified by type based on the size, use, and physical characteristics of the land. The local park system consists of parks and facilities of varying sizes that meet a variety of environmental and public health needs. Parks in the Planning Area are listed in Table 4-4 and shown in Figure 4-4. The ten categories of parks are as follows:

Natural Areas & Open Spaces

Natural areas and open space are undeveloped spaces that serve the entire community and are utilized primarily for their natural resource value, and secondarily for recreational use. Natural areas and open space are also discussed in Chapter 7: Natural Resources Conservation. Natural areas and open space may include wetlands, wildlife habitats, steep hillsides, or stream corridors. These parks may preserve or protect environmentally sensitive areas, such as unique or endangered plant species. By protecting natural habitat and scenic lands, these sites benefit residents of Napa and the region. These spaces can provide opportunities for nature-based recreation, such as trail use, bird watching and environmental education. The size and shape of each natural area will vary depending on the resource it protects.

The City provides 422.3 acres of natural areas and open space at seven sites. Additionally, residents have close access to a variety of large regional sites including Lake Hennessey/Moore Creek Park (790 acres) and Skyline Park (850 acres).

Community Parks & Facilities

Community parks are larger parks that provide both active and passive recreation opportunities that serve the entire community and often visitors from around the region and beyond. Typically, these sites are designed for active recreation, supported by facilities such as sport fields, outdoor courts, skate parks, and recreation centers. Distribution of these facilities around the City allows Parks and Recreation Services to provide these larger and specialized facilities closer to residents. Community parks can accommodate larger numbers of people and offer a wider variety of facilities than neighborhood parks, such as volleyball courts, tennis courts, group picnic areas, and shelters. These parks may also include significant natural areas and trails. For this reason, community parks require more support facilities, such as off-street parking and restrooms.

Community parks should generally be larger than 15 acres but may range in size from five to 50 acres. The target standard for provision of community parkland shall be 1.5 acres per 1,000 residents. The service area for community parks is a 1.5 to 2-mile radius catchment, although community park facilities will attract and serve residents throughout the City. The City has seven community parks and facilities totaling 407.0 acres.

Neighborhood Parks

Located within walking and bicycling distance of most users, neighborhood parks provide close-to-home recreation opportunities for surrounding neighborhoods. These parks are designed primarily for non-supervised, non-organized recreation activities, supported by facilities such as playground equipment, outdoor courts, picnic tables, pathways and multi-use open grass areas or small sport fields. Neighborhood parks provide access to recreation for nearby residents, enhance neighborhood identity, and preserve open space. These parks are generally two to 10 acres in size (although some existing neighborhood park sites cover a smaller acreage) and serve residents within a quarter- to half-mile distance. The target standard for the provision of neighborhood parkland shall be 0.5 acres per 1,000 residents. Neighborhood park service may also be provided by community parks, or located on schools or other property where appropriate joint-use agreements exist. As a system, the neighborhood parks contribute to the entire

community's quality of life and to the economic value of nearby properties. The City currently provides 70.3 acres of neighborhood parks at 22 sites.

Mini Parks

Mini parks are small parks that serve residents in immediately adjacent neighborhoods. Mini parks provide basic recreation amenities, such as playgrounds, benches and landscaping. Mini parks generally are up to two acres in size and have a limited service area due to the minimal facilities provided. The City currently provides 10 mini parks that comprise a total of 3.2 acres.

Due to the high cost of developing and maintaining very small parks, the City should not generally accept new mini parks of less than two acres into the park system unless they include specialized recreation facilities or unique resources. Additionally, the City shall review existing mini parks to determine if any of them are surplus and would be better served as a different use. Criteria to be considered in evaluating whether to retain mini parks are the unique characteristics of the park, the availability of recreation facilities in the vicinity, the quality of existing improvements in the park, and accessibility and degree of utilization.

Special Use Parks & Facilities

Special use parks and facilities are community-serving assets but are categorized separately as they are located outside of larger parks and designed to be stand-alone facilities. These can include single-purpose sites, such as ballfields, community centers, or boat ramps. Since special use areas vary widely in function, there is no average size, but special use areas must be large enough to accommodate the intended use. Supporting facilities such as parking and restrooms are often included. Special use areas and the facilities they contain typically serve the entire City. Currently, the City has seven special use areas for a total of 24.4 acres.

Civic Spaces

Civic Spaces include small, landscaped spaces and gathering areas. Generally smaller than one acre in size and easily traversed on foot, civic spaces provide social space that is often supported by amenities such as benches, tables, landscaping, public art, water features, or other amenities for community events. These spaces are typically located within Downtown districts, high-density urban areas, and transit stations, but are community-wide assets. Civic Spaces can provide for the day-to-day open space needs of nearby residents and employees, as well as shoppers, transit users, and people attending community events. They help balance high-density development and communicate neighborhood character. The City currently provides nine Civic Spaces for a total of 4.3 acres.

<i>Side Note Box/callout: Park highlight: Oxbow Commons</i>

The Oxbow Commons opened in 2015 as part of the Napa Flood Control Project to address local flooding issues. Designed as a wet/dry bypass channel, the purpose of the Oxbow Commons is to be inundated with high flows of the Napa River during winter months, so as to reduce the

high river flows that normally backup while making their way through the oxbow bend and would otherwise cause flooding in Downtown Napa. In addition to reducing flooding, it was designed to be a multi-purpose public space with park and open spaces, an amphitheater, and connections to trails and the Napa River. Features include aesthetically attractive native landscaping, recreational trails, river access, a kayak launch, amphitheater and public space, and restored wetland/tidal marsh habitat. Overall, the Oxbow Commons contributes to the City’s sense of community and connection to Downtown Napa and the Oxbow District while providing much-needed wildlife habitat and flood protection.



Oxbow Commons provides open space to the Oxbow District and connections to the Napa River.



In addition to recreation, Oxbow Commons incorporates flooding control with habitat creation.



View of the Oxbow Commons amphitheater.



Oxbow Commons provides trails and connects to regional trails, like the Napa Valley Vine Trail.

Trails

Trails are categorized as linear parks that serve the entire community and offer opportunities for people to hike, walk, run, ride, and connect with nature or other land uses. Trails help make the region more livable and provide communities with access to increased health and fitness activities. Trails promote increased fitness activity using smaller amounts of land than large parks, and can serve as an alternate transportation option. Trails can be soft-surfaced or hard-surfaced.

Examples of soft surfaces include soil, crushed rock, and wood chips. Hardened surfaces include asphalt (permeable or impermeable), concrete, crushed rock or soil stabilized with resin products or cement, open or solid masonry, and boardwalks.

Currently, the City has four trail segments and various trail sections outside of parkland for a total of 24 acres. Additionally, Napa is further connected by local regional trails, as described in greater detail under “Trails and the Napa River”.

School Sites

The Joint Exercise of Powers Act, California Government Code Section 6500 *et seq.*, authorizes public agencies to enter into agreements for the joint exercise of powers which are common to the contracting parties with the approval of their governing bodies. The City and the NVUSD have a long-standing agreement to organize, promote, and conduct joint access to recreational facilities at school sites. The agreement includes school facilities that are immediately adjacent to a shared City-owned park, as well as NVUSD-owned facilities that are separated from any City-owned property. Various school facilities, listed in Table 4-4, are available to the public after school hours, or are utilized for recreational programming. This includes 21 sites that total approximately 130.9 acres. This acreage was calculated on a percentage basis (50 percent) of the actual acreage of these sites, given that the public can only access these amenities outside of school hours.

Citywide Landscape Assessment Districts

In 1987, the City Council authorized the establishment of a Citywide Landscape Maintenance District (LAD) to provide a means for maintaining “back-on” landscaping improvements along arterial and major collector streets in new subdivisions and landscaping in street medians. The cost of maintaining the landscaping and irrigation improvements is calculated separately for each zone and the cost is apportioned to the lots in each subdivision. Currently, the City has 16 LADs which are listed in Table 4-4. The acreage per LAD is not listed and counted in the overall park service ratio given that these landscaped areas are not generally trafficked by pedestrians. Due to the high cost of maintenance, additional LADs are not recommended unless they include specialized recreational facilities or unique resources.

Private Recreational Facilities

Private recreational facilities play a significant role in meeting recreational needs. The network of private recreational facilities consists of churches, health and fitness clubs, and other organizations that offer a variety of programs and facilities. This element does not include an inventory of private recreational facilities, and as the City does not control, maintain, or program private recreational facilities, these resources are not credited toward the City’s acreage goals for public parks; however, these areas are important to note nonetheless, given their positive public health impact on the community.

Table 4-4: Existing Parks and Facilities in the Planning Area (2021)

<i>Park</i>	<i>Acreage</i>
Natural Areas & Open Spaces	422.3
<i>Alston Park</i>	<i>160.0</i>
<i>Westwood Hills</i>	<i>125.0</i>
<i>Timberhill Park</i>	<i>20.0</i>
<i>Trancas Crossing</i>	<i>35.0</i>
<i>Oxbow Commons</i>	<i>10.0</i>
<i>Oxbow Preserve</i>	<i>15.0</i>
<i>South Jefferson</i>	<i>57.3</i>
Community Parks & Facilities	407.0
<i>Kennedy Park¹</i>	<i>362.4</i>
<i>Century Oaks Park</i>	<i>12.4</i>
<i>Fuller Park</i>	<i>10.6</i>
<i>Las Flores Park</i>	<i>3.1</i>
<i>Las Flores Community Center</i>	<i>5.0</i>
<i>Pelusi Center</i>	<i>5.0</i>
<i>O'Brien Park</i>	<i>8.5</i>
Neighborhood Parks	70.3
<i>Abruzzini Park</i>	<i>2.8</i>
<i>Buhman Park</i>	<i>3.5</i>
<i>Camille Park</i>	<i>4.9</i>
<i>Dry Creek Park</i>	<i>2.4</i>
<i>Esther Deaver Park</i>	<i>1.9</i>
<i>Fairview Park</i>	<i>2.2</i>
<i>Hidden Glen (undeveloped)</i>	<i>2.2</i>
<i>Kensington Park</i>	<i>1.5</i>
<i>Klamath Park</i>	<i>2.4</i>
<i>Lake Park</i>	<i>9.1</i>
<i>Lakeview Park</i>	<i>9.5</i>
<i>Laurel Park</i>	<i>2.3</i>
<i>Monarch Park</i>	<i>1.3</i>
<i>Shurtleff Park</i>	<i>5.0</i>
<i>Solomon Park</i>	<i>1.8</i>
<i>Springwood Park</i>	<i>2.4</i>

Table 4-4: Existing Parks and Facilities in the Planning Area
(2021)

<i>Park</i>	<i>Acreage</i>
Summerfield Park	1.3
Sunrise-Park	2.1
Sutherland Park	2.9
Valley Park	2.0
Vinehill Park	4.2
Vineyard Park	2.6
Mini Parks	3.2
Beckworth Tot Lot	0.1
Evans Tot Lot	0.4
Harkness Park	0.6
Knolls (undeveloped)	0.8
Monroe (undeveloped)	0.1
Montclair Tot Lot	0.1
Norfolk Tot Lot	0.2
North Jefferson Park	0.6
Jefferson Park (undeveloped)	0.1
Sequoia Tot Lot	0.1
Tallac Tot Lot	0.1
Special Use Parks and Facilities	24.4
Kiwanis Park	1.7
Main Street Boat Dock	0.1
Riverside Park	2.0
Playground Fantástico	1.8
Napa Senior Center	3.2
Garfield Park	14
Downtown Skate Park & Playground	1.6
Civic Spaces	4.3
Brown Street Plaza	0.1
Coombs Street Plaza	0.4
China Point Park	0.6
Opera House Plaza	0.7
Dwight Murray Plaza	0.2
9/11 Memorial Garden	0.3
Napa Riverfront Green	0.8

Table 4-4: Existing Parks and Facilities in the Planning Area (2021)

<i>Park</i>	<i>Acreage</i>
<i>Heritage Park</i>	<i>0.3</i>
<i>Veterans Memorial Park</i>	<i>0.9</i>
Trails²	24.0
<i>Napa River Trail³</i>	<i>3.1</i>
<i>Vine Trail</i>	<i>12.2</i>
<i>San Francisco Bay Ridge Trail (within City Limits)</i>	<i>5.3</i>
<i>Harry T. Price Riverwalk</i>	<i>0.5</i>
<i>Other City-Wide Trails</i>	<i>2.9</i>
School Sites⁴	130.9
<i>Alta Heights Elementary</i>	<i>0.9</i>
<i>Bel-Aire Park Elementary</i>	<i>2.6</i>
<i>Browns Valley Elementary</i>	<i>5.0</i>
<i>Willow Elementary</i>	<i>3.2</i>
<i>McPherson Elementary</i>	<i>2.5</i>
<i>Northwood Elementary</i>	<i>2.7</i>
<i>Phillips Elementary</i>	<i>2.4</i>
<i>Pueblo Vista Elementary</i>	<i>2.5</i>
<i>Shearer Elementary</i>	<i>2.3</i>
<i>Snow Elementary</i>	<i>3.4</i>
<i>West Park Elementary</i>	<i>2.7</i>
<i>Napa Valley Language Academy Elementary</i>	<i>5.2</i>
<i>Silverado Middle School</i>	<i>13.8</i>
<i>Redwood Middle School</i>	<i>10.3</i>
<i>Harvest Middle School</i>	<i>9.0</i>
<i>River Middle School</i>	<i>2.2</i>
<i>Valley Oak High School</i>	<i>1.0</i>
<i>Napa High School</i>	<i>7.9</i>
<i>Vintage High School</i>	<i>10.5</i>
<i>Memorial Stadium</i>	<i>36.6</i>
<i>Napa Valley College</i>	<i>4.2</i>
Landscape Assessment Districts⁷	N/A
<i>Oak Ridge Subdivision</i>	<i>-</i>
<i>Hillview Park Subdivision</i>	<i>-</i>
<i>Sunrise Meadows Subdivision</i>	<i>-</i>
<i>Foxridge Subdivision</i>	<i>-</i>
<i>Trancas Street Median Landscaping</i>	<i>-</i>
<i>Oxford Gardens Subdivision</i>	<i>-</i>
<i>Glencar Estates Subdivision</i>	<i>-</i>

Table 4-4: Existing Parks and Facilities in the Planning Area
(2021)

<i>Park</i>	<i>Acreage</i>
<i>Dry Creek Village Subdivision</i>	-
<i>Rancho Las Flores Subdivision</i>	-
<i>Woodside Gardens Subdivision</i>	-
<i>Hyde Park II Subdivision</i>	-
<i>Walnut Grove Subdivision Unit I</i>	-
<i>Vineyard Vista Estates Subdivision</i>	-
<i>Orchard Estates Subdivision</i>	-
<i>Chaudhary Estates Subdivision</i>	-
<i>Mills Subdivision</i>	-
Overall Acreage^{5,6}	1,086.4

Notes:

1. Kennedy Park includes Skate Park and Golf Course.
2. Trail acreage is calculated based on an average 8-foot-wide trail.
3. Acreage for Napa River Trail does not include section that overlaps with Vine Trail (starting at Coombsville Road and terminating at the southern end of Kennedy Park).
4. Acreage included for School Sites is 50 percent of actual acreage given that facilities are open to the public after school hours; and 20 percent of Napa Valley College is included given that a joint use agreement is to be developed.
5. Numbers may not sum due to rounding.
6. Additional parkland is anticipated to be built as part of future private development projects such as Napa Pipe. This parkland would contribute to the overall park service ratio.
- 7.

Sources: *City of Napa, 2021; City of Napa Parks and Facilities Master Plan, 2010; Dyett & Bhatia, 2021.*

RECREATIONAL FACILITIES

The City of Napa's Parks and Recreation Department offers classes, sports leagues, activities, and camps for residents of all ages and abilities within the Planning Area. The City owns a variety of recreational facilities, including a golf course, skate park, boat ramps, and ballfields. Additionally, the City of Napa has long-standing lease agreements with NVUSD to utilize school sites for community programming, as well as with local sports and youth organizations to manage programs at City facilities. A primary goal of the City's joint use agreements with NVUSD is to avoid duplication of public agency efforts by efficiently using taxpayer resources toward common facilities that are typically accessible and located near residential areas. As such, many local recreational facilities—for example, pools or turf fields—are owned and maintained by NVUSD. Some local bond measures, most recently in 2016 Measure H allocated \$269 million bond for

school facility improvements, have gone toward improving recreational facilities at school sites. Recreational facilities are shown in Figure 4-4.

Figure 4-4

Indoor recreational facilities owned by the City of Napa are described in detail below:

- **Pelusi Recreation Building.** The 1,600 square foot facility is located within Kennedy Park and features a large meeting/event space, kitchenette, and restrooms. The building supports recreational programming and can be rented to groups for meetings, receptions, parties, or other activities.
- **Las Flores Community Center.** The 8,000 square foot building is located on approximately five acres in north Napa and includes a 5,000 square foot gym and multi-purpose room as well as one classroom, a kitchen, office, and restrooms. A variety of programs are offered at the center, with childcare/preschool and volleyball being two of the more popular programs. Outdoor options include a botanical learning garden, walking paths, and tennis/pickleball courts.
- **The Senior Activity Center.** The 7,300 square foot Senior Activity Center houses a variety of senior activities and provides meeting space for numerous Napa social and activity groups. The 1,600 square foot Senior Center Annex, adjacent to the Senior Activity Center, is used for recreational and senior programs. Two small houses and a bocce pavilion are also included on the site. The Senior Activity Center can be rented to private or non-profit groups for meeting and other activities.

Outdoor recreational facilities owned or managed by the City of Napa are described in detail below:

- **Main Street Boat Dock.** Located at the Riverfront on Main Street between Third and Fifth streets in Downtown, the Main Street Boat Dock is a floating concrete dock that is 176 feet long and 10 feet wide. The dock is operated under the authority of the City and the daily commercial activities are managed by a third-party pursuant to a contract with the City.
- **Boat Docks and Launches.** The City of Napa oversees five boat docks and launches including the Jim Hench Memorial Kayak Launch, the Kennedy Park Boat Launch, the Main Street Boat Dock, the Riverside Park Boat Launch, and the Trancas Crossing Boat Launch.
- **Napa Golf Course at Kennedy Park.** Napa Golf Course is an 18-hole, full-service championship daily fee golf course with practice facilities consisting of an 8,500 square foot putting green, chipping green, and 22 individual stall driving range outfitted with synthetic mats.
- **Napa Skatepark at Kennedy Park.** Napa Skatepark is 30,000 square feet and includes ramps, bowls, benches as well urban elements such as rails and stairs. The park is open to bicycles and scooters in addition to skateboards, creating an inviting place for novice and advanced skaters.

FUTURE PARK AND FACILITY NEEDS

Napa residents have access to 1,086.4 acres of existing parks and joint use facilities within and just beyond the Planning Area, which include the following categories: Natural Areas & Open Space, Community Parks & Facilities, Neighborhood Parks, Mini Parks, Special Use Parks &

Facilities, Civic Spaces, Trails, and School Sites. Typical City park provision standards range from three to five acres per 1,000 residents; however, as per guidelines provided by the American Planning Association and National Recreation and Park Association (NRPA)¹⁸, this General Plan sets a park service ratio standard of 10 acres per 1,000 residents. Given a City population of approximately 80,000 people in 2020, the current overall parkland service ratio exceeds this standard with approximately 13.6 acres per 1,000 residents. Additionally, this General Plan sets a park service standard of 1.5 acres per 1,000 residents for Community Parks & Facilities and 0.5 acres per 1,000 for Neighborhood Parks. The City exceeds these standards with a park service ratio of 5.0 and 0.9, respectively. It is also important to note that this acreage analysis does not include parklands that are anticipated to be a part of the City's park system, including the parks and trail connections at Napa Pipe or other future private development projects.

As identified in this General Plan, the buildout of the City could result in a population increase to approximately 97,200. Based on existing parks and joint use facilities, the future overall park service ratio under the buildout scenario would be 11.2 acres per 1,000 residents, which continues to exceed the goal of 10.0. Likewise, the City would continue to exceed its Community Parks & Facilities service standard with a park service ratio of 4.2 and its Neighborhood Park service standard with a park service ratio 0.7. Even if School Sites were not to be included as part of the existing or future overall park service ratios, the City would still meet the General Plan overall park standards with 12 acres per 1,000 at the current population and 10 acres per 1,000 for the projected population at buildout. Given this analysis, existing residents are, and projected future residents will be, well-served by existing parks and joint use facilities.

Given that Napa meets its parkland needs, the City is positioned to focus capital improvements on sustaining or improving existing parks and facilities to ensure long-term services to the community. Moving forward, it is essential to develop and implement a comprehensive Asset Management and Maintenance Program with sufficient funding to maintain existing assets and manage limited resources. A systematic assessment of priorities will help ensure that funds for capital, operations, and maintenance are adequate and targeted to address key needs. This assessment should be performed using Geographic Information Systems, or a similar mapping technology, and begin by developing and maintaining a thorough inventory of the condition of existing parks and facilities, including maintenance and replacement needs. The Asset Management and Maintenance Program should establish a maintenance standard and set criteria and investment priorities. As part of this evaluation, investment needs should be prioritized to ensure equitable access to parks and facilities improvements in socio-disadvantaged areas. The overall process should also establish adequate annual funding plans to implement the Asset Management and Maintenance Program.

PARKS AND RECREATIONAL FACILITIES CONNECTIONS

While the amount of parkland is an essential consideration in planning for parks and recreational facilities, the quality and accessibility of these spaces is equally important. A city should have parks that are distributed and designed to allow the facilities to serve as a focal point within residential

¹⁸ Moeller, John. "Standards for Outdoor Recreational Areas". American Planning Association, Planning Advisory Service (PAS) Report 194. Published January 1965. Accessed via web July 2021.
<https://www.planning.org/pas/reports/report194.htm>

neighborhoods, and are easily accessible for children, families, and seniors from their homes whether they choose to walk, ride, roll, or take transit.

While parks of all types and sizes are important to a healthy city, Community Parks & Facilities and Natural Areas & Open Space provide larger, specialized facilities closer to residents, and are intended to be recreational gathering spaces for many neighborhoods to use. For this reason, the General Plan establishes that all Napa residents should be within 1.5 to two miles of a Community Park & Facilities or Natural Area & Open Space. As shown in Figure 4-5, the City of Napa ensures that all residents are within this threshold. Further discussion of the positive public health benefits that come from having close access to parks is found in Chapter 9: Public Health and Equity.

Separately, led by research from The Trust for Public Land in partnership with NRPA and the Urban Land Institute, some communities are striving to reduce barriers and ensure that everyone in the U.S. has safe, convenient access to a park within a 10-minute walk of home by 2050¹⁹. Walkshed analysis of park and natural area entry points, barriers, and sidewalks/paths reveal that most of Napa is within a 10-minute walking distance of a park, as shown in Figure 4-6. The update to the PFMP should address any improvements to access or entry points to help meet this aspirational goal by 2050.

The PFMP also identifies and prioritizes improvements to address barriers that were identified in the 2008 City of Napa Americans with Disabilities Act (ADA) Self Evaluation and Transition Plan. While some parks or natural areas are not prioritized as part of the ADA Self Evaluation and Transition Plan, walkshed analysis in Figure 4-6 reveals that some neighborhoods adjacent to these resources do not have the same level of access as others due to lack of entry points, private property barriers, and other obstacles. An updated transition plan should be included in the update to the PFMP to improve access and walkability for nearby residents.

Park accessibility is not just a question of physical connections; design, programming, maintenance, wayfinding, signage, and citizen involvement all play a role in encouraging park use. Programming a variety of activities and special events in addition to providing sports facilities and playgrounds brings people into parks throughout the day and evening. Having clear wayfinding and signage that directs people to these facilities and trails can help make them easier to find and enjoy, as can integrating parks with surrounding development and transit facilities. Finally, prioritizing ongoing maintenance will help ensure that the City's parks and recreational facilities are vibrant neighborhood focal points.

¹⁹ National Recreation and Park Association, et. al. Online. <https://10minutewalk.org/>. Accessed September 2021.

Figure 4-5

Figure 4-6

TRAILS AND THE NAPA RIVER

A well-connected trails network is a critical component of a livable community as it promotes active recreation and a healthy lifestyle for Napa residents and can also be a point of attraction for visitors. Several pedestrian trails are located within existing parks, including Alston, Kennedy, Trancas Crossing, Oxbow Preserve, Timberhill, Lake View, and Westwood Hills parks. County-owned Skyline Wilderness Park also has an extensive system of walking trails. There are a number of trails that run throughout the City, which are illustrated in Figure 4-7 and described below.

In cooperation with the National Park Service and several other agencies, the City continues to develop the Napa River Trail, a linear trail corridor along the length of the Napa River. Other important trail resources are the River to Ridge Trail and the San Francisco Bay Trail connection that passes through the City. As part of the San Francisco Bay Trail project, the City completed a planning effort to extend the Stanly Lane Trail to the Napa River in 2018. There are a number of other plans and agencies that coordinate trails throughout Napa and the surrounding region, including Napa County Regional Park and Open Space District, the Metropolitan Transportation Commission (MTC), the Napa Valley Vine Trail, the Napa Downtown Riverfront Urban Design Plan, and the Napa River Trail Plan prepared by the National Park Service.

Trails provide the opportunity for residents and visitors to Napa to explore Napa's resources. This section calls for a trail system to integrate the City's green spaces (e.g., parks, school playgrounds, ball fields, marinas, riparian corridors, landscaped corporate parks, tree-lined parkways and avenues, hospital and other institutional grounds, and public and private commons and open spaces) into a nonvehicular commuter and recreation system. It is intended to provide users with the enjoyment of the natural surroundings as much as possible within an urban setting.

The Bay Trail

A regional hiking and bicycling trail around the perimeter of San Francisco and San Pablo bays is being planned by the Association of Bay Area Governments (ABAG) as part of a State-sponsored program. When completed, the Bay Trail is envisioned to connect more than 90 parks and publicly-accessible open space areas. There are a few sections of the Bay Trail Route that have been started in Napa, including a paved off-street trail in the Stanly Ranch area that connects to Cuttings Wharf and ultimately Sonoma and the rest of the Bay Trail. The trail then moves north along Golden Gate Drive to connect with Imola Avenue. The Imola Corridor Complete Street Improvement Plan, which was completed by the Napa Valley Transportation Authority and adopted in 2020, seeks to improve walking and bicycling connections from the Bay Trail to the Ridge Trail and Napa Valley Vine Trail.

Figure 4-7

River to Ridge Trail

The Bay Area Ridge Trail Council, a nonprofit organization encompassing representatives from public and private organizations, has sponsored planning for a 400-mile Ridge Trail that would traverse the ridgelines of the hills and mountains surrounding the San Francisco Bay. With planning beginning in 1988, the Ridge Trail is intended to follow existing trails where possible and connect them by using public lands or public access easements. In the North Bay, the Ridge Trail is planned to run from Sugarloaf Ridge State Park in Sonoma through Napa County and the City of Napa, then through Skyline Park to Solano County. The exact alignment through Napa County has tentatively been determined to be a loop trail on both the east and west ridges of the Valley. The segment in Napa is named the River to Ridge Trail, as it connects from the Napa River up to Skyline Wilderness Park.

Napa River Trail

The Napa River Trail is envisioned to reinforce the river as a central feature of Napa, and permit greater access to this resource. The Napa River Trail Plan, prepared by the National Park Service in cooperation with the City of Napa and several other agencies, calls for development of a linear trail corridor along the length of the Napa River. The corridor would incorporate the trail, natural areas, and various recreational facilities including fishing piers and boat launches. The trail is envisioned as a public, multi-use path from Trancas Crossing Park to Kennedy Park, with connections to other trails and parklands. While the trail is currently mostly connected, there is a gap between Lincoln Avenue and McKinstry Street; if this area is redeveloped, there is an opportunity to connect the trail. Alternatively, wayfinding signage, trail markers, and bicycle facilities could be included along Jordan Lane to help with the connection. Either option would likely result in a need for a signalized pedestrian crossing at Lincoln Avenue to provide safe crossing for trail users.

Napa Valley Vine Trail

The Napa Valley Vine Trail is envisioned to be a 47-mile walking and biking trail system connecting the entire Napa Valley from the Vallejo Ferry terminal up to Calistoga. As of 2021, 12.5 continuous miles have been completed between south Napa to Yountville. In Napa, the trail runs along the Napa River between Kennedy Park and the Riverfront Green Park at Third Street and Soscol Avenue. The northern segment of the trail largely follows the railway corridor and Solano Avenue as it continues to Yountville.

PARKS AND RECREATION FUNDING

The parks system will continue to face growing needs and limited resources. In order to sustain existing park infrastructure and improve recreation opportunities in the community, the City must be aware of the ongoing cost of each acre of parkland, as well as the service cost of delivering programs and events.

Currently, the operating budget for parks and facilities in Napa is funded exclusively by the General Fund. The budget includes maintenance and operational costs for the entire system. Capital projects are primarily funded by a combination of General Fund contributions and park

impact fees collected from property development. The City's existing impact fee ordinance separates the City into four quadrants, and fees are collected into four corresponding funds. Impact fees collected from within one quadrant can be used for projects within that quadrant—e.g., funding the expansion of park resources within a local area—or, at the City Council's direction, for projects that benefit the entire City. The funds are further broken down into acquisition and development funds.

The community's needs have substantially changed since adopting the current funding policies in the 1970s. In order to maximize the flexibility of funding and serve the community equitably, the City should update the City's park development and park land dedication impact fee ordinances to reflect the City's new policy direction of prioritizing park improvements over creating new parks, and consolidate the existing segregated impact fee funds into one multi-purpose fund which focuses resources on community-serving improvements within existing parkland. Additionally, the City should consider impact fees for commercial and industrial development as part of the fee update.

Separately, although parks and recreation services are not funded on a revenue recovery basis, some level of cost recovery is essential to fiscal health and the sustainability of the department's facilities, services, and accessibility. A subsidy and financial sustainability model should include an approved cost recovery/subsidy-level policy, methods for evaluating the cost of services including identification of direct and indirect costs, and subsidy targets for each defined service category. Program pricing and an evaluation of services should be reviewed annually to ensure optimization of revenue, sound financial investments, and equitable access to services in accordance with the existing subsidy and financial sustainability strategies.

The role of parks and recreation services is expanding as issues regarding public health, environmental change, economic development, and equity become increasingly relevant. Cities can no longer consider parks, open spaces, urban forests, and recreation centers as supplemental amenities. Rather, they are essential factors of community-building that require careful planning and integration into long-term strategic efforts toward developing livable cities.

4.7 Arts and Culture

Napa Valley is world-renowned as a culinary, art, wine, and viticulture destination; this status is engrained in the culture of the City. Generations of farmers, vineyard laborers, winemakers, and food and wine enthusiasts all promote a sense of community identity and reflect the City's heritage. Major annual community events, like the Napa Lighted Art Festival, BottleRock, and Porchfest, contribute to Napa's art and culture legacy. Napa's history is built on the winemaking, art, and culinary passions of all races and demographics. These groups continue to foster the diverse culture of Napa and its community institutions. Additional information about Napa's architectural history is included in Chapter 5: Historic & Cultural Resources, and placemaking and branding are addressed in Chapter 10: Economic Development.

The City supports the preservation and promotion of the arts and desires to strengthen the role of arts and culture in Napa, since art has a significant impact on shaping and defining a sense of

space and identity for the community. The following section describes the key areas through which the City seeks to foster and enhance arts and culture within Napa.

ARTS, CULTURE, AND EVENT FACILITIES

The City recognizes the importance of providing spaces and facilities for arts, cultural activities, and events for the community. The ability of arts organizations and artists to thrive is often dependent on having suitable production, performance, and exhibition space. There are a variety of government-funded facilities available to the community, including the NVC Performing Art Center and the NVUSD theaters for musical and performance arts. Within the City's park system, there are existing amenities such as outdoor amphitheaters and performance spaces to support outdoor performances, concert series, and events, including Veterans Park, Oxbow Commons, and Dwight Murray Plaza. There are also a handful of private and non-profit indoor and outdoor venues that augment the arts & cultural facilities within the City. These facilities include the Jarvis Conservatory, Napa Opera House, Uptown Theater, Lucky Penny Theater, Copia Amphitheater, and many other businesses that support live music and other cultural arts activities. There is also an array of private and non-profit venues that provide gallery space and instructional art space to both amateur and professional visual and culinary artists.

The City will continue to explore additional spaces and facilities, such as maker spaces, that allow for the production of art within the community. In addition, the City will evaluate and support enhancing park amenities that support the arts and cultural programs.

PROGRAMS AND EVENTS

A variety of cultural arts programs and related activities for both youth and adults are offered at K-12 school sites, City-operated facilities (e.g. Las Flores & Senior Center), NVC, Napa County Library, and at private businesses and local non-profits. The City partners with the Arts Council Napa Valley, who supports and advocates for increased public access to the arts by encouraging programming for underserved audiences; working to remove financial, accessibility and cultural barriers for public participation in the arts; and increasing arts education availability. The City recognizes that providing access to programs and services is essential to fostering participation within the arts, opportunities for life-long learning, and employment opportunities for local professional artists.

Napa hosts both large-scale events with national audiences and smaller community events which celebrate and promote the arts. Notable events include music festivals such as BottleRock, Porchfest and Festival Napa Valley; the Napa Valley Film Festival; Arts in April; Open Studios; and Napa Lighted Art Festival. Many of these events support local artists, and position Napa as an arts and culture destination.

The City supports community cohesion by offering or permitting a wide range of intergenerational and multi-cultural artistic and cultural events, as well as programs designed to engage, educate and entertain the City's diverse population.

ART DISTRICTS/CULTURAL DISTRICTS

The Rail Arts District (RAD) is a nonprofit art district located on adjacent private properties that was founded in 2016, and is supported by the City. The RAD starts at Napa's Oxbow District and continues north for approximately two miles along the Napa Valley Vine Trail bike and pedestrian path and the Napa Valley Wine Train tracks. While it currently predominately consists of murals, the vision for the RAD includes additional sculptures, landscaping, and pocket parks to help transform this semi-industrial area and associated urban neighborhoods into an outdoor art museum, ultimately creating a new cultural corridor within the heart of the City.

With the success of the RAD, the City continues to consider creating other art districts or cultural districts within the community.

PUBLIC ART

Public art can serve as a key component of place-making, playing a significant role in defining the character of a community while contributing to the aesthetic quality of public places. These distinct visual elements—whether permanent or temporary, kinetic or stationary, stand-alone or integrated into the architecture and landscaping—can define a destination and gathering place, and can aid in wayfinding by serving as a point of reference and landmark, welcoming and orienting residents and visitors to Napa. Public art can reinforce primary gateways, streets, bikeways, traffic islands, medians, and neighborhood centers. It can strengthen critical linkages (e.g., through decorated crosswalks or sculptural bridges), and enliven the pedestrian experience.

The City's public art program originated in the 1970s, when the Napa Community Redevelopment Agency commissioned five sculptures that were placed in the Downtown to enhance its image and encourage people to walk and shop in the area. Additional projects over the years included several murals installed on buildings primarily in Downtown Napa. Most of these murals were funded and installed by community organizations such as the Napa Chamber of Commerce. Additionally, private businesses and property owners began installing public art on their own properties as part of the Public Art Ordinance. Recent City-funded projects and programs include the downtown Art Benches, the Corporation Yard Fence mural, "Begin & Continue," and the Napa Art Walk Program which was initiated in 2010. The City continues to advance the placement of permanent public art throughout the community through a variety of programs, with the intention of fostering a more livable and visually stimulating environment.

In 2011, the City adopted a Public Art Ordinance (Chapter 15.108 Public Art in the Napa Municipal Code) to encourage public art onsite at private developments, or require the developers to pay an in-lieu fee into the Public Art Fund that supports publicly-funded projects on City property. The City created its first Public Art Master Plan in 2014: The plan outlines the vision, goals, and core values of the City's public art program. The plan also provides administrative guidelines for determining how public art is selected and where it is placed.

Public art for streetscape and neighborhood improvements can take many forms, including:

- **Gateways/Major Intersections Artwork.** Gateway artwork is significant, large-scale permanent artwork serving to define landmarks at major gateways into Napa, at civic centers, and on major boulevards and intersections. Such gateways include the

intersection of Soscol and Imola avenues, along SR 29, and the roundabouts at First Street and California Boulevard.

- **Public Buildings & Facilities Artwork.** These artworks can be integrated within building architecture, installed in prominent locations at a site, or placed in locations that are accessible to the public. Given that public facilities experience a high volume of public interaction and exposure, they present an opportunity for the community to enjoy artwork, benefit from visual enhancements, and showcase the City's values of supporting the arts. A few examples of this type of public art include the Senior Center art sculpture, "Northern Sojourner," which was installed after the facility's renovation, and the use of interior spaces at City Hall or the Senior Center for rotating community galleries.
- **Parks & Plazas.** Public art can serve as a focal point of a park or plaza by creating a unique attraction that encourages community members to visit a public space. This artwork can also instill a sense of community pride. Artwork should be considered during park development or significant improvement and integrated through the planning and design process. Playground Fantástico's uniquely designed play structure, mosaics, and the whimsical sculpture by a local Napa artist at this site are examples of this type of public art.
- **Pedestrian Paths and Bikeways.** Pedestrian path and bikeway public art—often located as a gateway to significant pathways or placed along the City major paved trails—provide wayfinding, engaging aesthetics, added attraction, and/or utility and function along a pathway (e.g., custom bike racks or artist benches). An example of this artwork is the Corporation Yard Fence mural, "Begin & Continue," along the Napa Vine Trail.
- **Bridges & Roadways.** These types of art are permanent pieces located in vehicular intersections or along medians, roadways or bridges. They serve to connect key locations or guide passage to pivotal destinations or neighborhoods within Napa. An example of this type of artwork is the intersection of First Street and Soscol Avenue with the China Point Moon Gate.
- **Temporary Art.** Temporary art installations are non-permanent artwork in a range of media and scales that are displayed for a limited amount of time. The artwork serves to enliven and refresh the pedestrian experience, enhance tourism, and pique public awareness of the built and natural environments. Priority placement is in high-traffic pedestrian areas where first-time and repeat visitors can delight in a changing environment. The Napa Art Walk and the Utility Boxes Art Wrap Program are examples of temporary art.

Funding for the Arts and Culture

The City has a variety of funding mechanisms and methods to help promote art and cultural activity. These funds are integral in supporting the arts as well as enhancing Napa's character and sense of place. Finding additional funding opportunities and pursuing private/public partnerships is critical for continuing to incorporate art and culture throughout the City. Thinking towards the future, the City should incorporate consideration for sustainability—funding the maintenance and

repair of artworks—in addition to public art expansion, balancing the long-term care of current artworks with new public art proposals.

The following are ways that the City funds and supports public art:

- **The City’s Public Art Fund** supports the development of permanent public art on public property. It is funded through the Public Art Ordinance in the Napa Municipal Code which stipulates that a developer can contribute to the public art program by either installing on-site public art equal in value to one percent of the construction costs, or by making an in-lieu contribution to the Public Art Fund.
- **Private-Public Partnerships** can bring additional art and artistic experiences through special events and beautification projects. These events or installations help support the local economy and businesses while contributing to Napa’s arts and culture scene. Examples include the Napa Lighted Art Festival using revenue from the Tourism Improvement District and partnering with private businesses for the installations, or the Utility Box Art Wrap program partnering using revenue from the Property & Business Improvement District and partnering with the Napa Downtown Association.
- **Grants**, either through private or public foundations, can help support public art initiatives through project-based funding. Two examples of public grants include the National Endowment for the Arts and the National Endowment for the Humanities.

4.8 Goals and Policies

Goals and policies that seek to enhance the community’s quality of life and public services are outlined below and organized into the following topics. Appendix A contains “implementing programs” intended to implement the goals and policies in this section.

PUBLIC SAFETY AND EMERGENCY SERVICES

GOAL CSPR-1:	Maintain safety services that are responsive to community needs and provide a safe and secure environment for people and property in the City.
CSPR 1-1	Provide responsive, efficient, and effective police and fire services that promote a high level of public safety.
CSPR 1-2	Provide fire prevention and emergency response services that minimize fire risks and protect life and property, including fire prevention, fire-related law enforcement, and public education and information programs.
CSPR 1-3	Locate and maintain police and fire equipment, facilities, and staffing at locations and levels that facilitate effective service delivery.

- CSPR 1-4 Require that new development contributes funds to offset the proportionate impact of development on the provision of City facilities needed to provide adequate police and fire services.
- CSPR 1-5 Continue to incorporate input from the police and fire departments in the development review process to include requirements for development projects to be designed and operated in a manner that minimizes the potential for criminal activity and fire hazards, and maximizes the potential for responsive police and fire services.
- CSPR 1-6 Employ community-based policing strategies in partnership with community groups, and utilize non-sworn personnel (such as Community Service Officers) for non-emergency or non-life-threatening calls.
- CSPR 1-7 Explore options for volunteer programs and initiatives that continue to strengthen community policing.
- CSPR 1-8 Continue to provide community programs, volunteer opportunities, and fire safety education to residents of appropriate age.
- CSPR 1-9 Periodically review and update the Fire Department Strategic Plan as conditions warrant.
- CSPR 1-10 Increase transparency in the Police Department by supporting creation of a Strategic Plan to inform citizens about responsible law enforcement.
- CSPR 1-11 Establish suitable response times for the Police and Fire departments as part of the strategic planning process for each department.
- GOAL CSPR-2: Reduce and prevent crime through the use of community-oriented education and involvement programs, including techniques developed through Crime Prevention Through Environmental Design (CPTED).**
- CSPR 2-1 Apply CPTED principles in the design of new development in order to enhance public safety and reduce calls for service. Encourage the provision of adequate public lighting, windows overlooking streets or parking lots, and paths to increase pedestrian activity within private development projects and public facilities.
- GOAL CSPR-3: Improve disaster preparedness for wildfires, including plans for evacuation routes, meeting spots, wildfire mitigation strategies, and coordination with the CAL FIRE and Fire Protection and Napa County Fire Department.**
- CSPR 3-1 Maintain mutual aid agreements and communication links with the CAL FIRE , Napa County Fire Department, and other surrounding jurisdictions that allow for supplemental aid from other police, fire, and public works personnel in the event of emergencies.

CSPR 3-2 Protect key City facilities as part of emergency preparedness, including drinking water sources and infrastructure, and maintain solid waste services and emergency debris management during emergencies.

CSPR 3-3 Support efforts to provide enhanced alerts and communications to vulnerable and underserved communities during fire and evacuation events.

The City's Emergency Operations Plan provides greater detail on emergency management.

SCHOOLS AND EDUCATION

For goals and policies related to walking and biking to schools, see Chapter 3: Transportation Element.

GOAL CSPR-4: Support schools and education-related facilities as contributors to neighborhood quality of life.

CSPR 4-1 Plan for the siting of community centers, arts/cultural facilities, senior centers, and other public facilities and programs in a manner that facilitates convenient and equitable access throughout the City.

CSPR 4-2 Work cooperatively with the Napa Valley Unified School District (NVUSD) to cohesively plan for future school facility needs and for the reuse of school sites that may no longer be needed.

Based on planned future population, school needs are projected to be 11,920 Kindergarten through grade 12 students for schools within the Planning Area, or an increase of about 1.4 percent from enrollment for the current 2020-2021 school year. While projections for middle and high school levels are projected to moderately decrease by about 160 and 330 students respectively, elementary schools would need to ensure that facilities can adequately meet demand for approximately 650 additional students.

CSPR 4-3 Consider public/private partnership opportunities for school development, including preschools and higher education.

CSPR 4-4 Promote opportunities for higher learning and education to enhance community development and workforce diversification.

CSPR 4-5 Where appropriate, co-locate City facilities with other public facilities (e.g., schools, libraries, post offices, hospitals/clinics) so that multiple services may be delivered from a single location.

CSPR 4-6 Partner with public, ~~and~~ private, and non-profit entities to provide educational community services that support families and meet the diverse needs of community members of all ages, backgrounds, and interests.

CSPR 4-7 Support efforts for high-quality and affordable preschool and childcare facilities and programs in order to reduce the equity divide in education.

UTILITIES

GOAL CSPR-5: Provide for utilities and infrastructure that deliver safe and reliable services for current and future residents and businesses.

CSPR 5-1 Safely manage the water supply and services, wastewater, sewer, recycled water, and storm drain infrastructure in a manner that provides for future growth of the City.

CSPR 5-2 Work with power and dry utility providers, property owners, and developers to underground service lines in existing neighborhoods, and require undergrounding service lines for new projects where feasible.

CSPR 5-3 Develop and maintain a safe, attractive, and environmentally-sensitive drainage system for handling runoff due to seasonal rainstorms, especially runoff in creeks and the Napa River.

CSPR 5-4 Invest in the replacement and rehabilitation of aging infrastructure.

CSPR 5-5 Protect existing water supplies by protecting watersheds in cooperation with Napa County and other stakeholders.

CSPR 5-6 Explore alternative water supplies to meet future demand.

CSPR 5-7 Implement new technologies, such as Advanced Meter Infrastructure, that improve efficiency and contribute to water conservation efforts.

CSPR 5-8 Implement measures to mitigate and guard public utility infrastructure against threats including cyberthreats, terrorism and natural disasters.

GOAL CSPR-6: Improve programs to conserve water, especially during drought.

CSPR 6-1 Promote sustainability measures for businesses and residents to reduce water consumption. Encourage water recycling, reduced water runoff, and low-impact development strategies.

CSPR 6-2 Promote education for residents and businesses on the benefits of conserving water and explore incentives for lowering water usage.

CSPR 6-3 Purchase dry year water as made available from the State Water Project (SWP) to preserve local supplies for critical dry years and multi-year droughts.

The City has contractual rights to water supply from the SWP system, as a subcontractor to the Napa County Flood Control and Water Conservation District (NCFWCD). In years when local drought conditions exist, the City's contract

includes the potential to purchase available dry year water from other water providers.

- CSPR 6-4 Through a partnership with the Napa Sanitation District (NapaSan), promote utilization of recycled water for non-potable water needs.
- CSPR 6-5 Reduce demands on the NapaSan wastewater system through efficient water use strategies, including:
- Requiring water-conserving design and equipment in new construction
 - Encouraging retrofitting with water-conserving devices
 - Requiring Low Impact Development principles and guidelines during site design
- CSPR 6-6 Adhere to Senate Bill 606 and Assembly Bill 1668 “Making Water Conservation a California Way of Life” which create a community water budget composed of efficient indoor residential use, outdoor residential use, outdoor landscape irrigation, and system water losses.

SOLID WASTE & RECYCLING

Additional policies related to solid waste, recycling, and waste reduction are in Chapter 6: Climate Change and Sustainability.

GOAL CSPR-7: Provide for solid waste and recycling services to meet the needs of current and future residents and businesses.

- CSPR 7-1 Safely manage solid waste management services in a manner that provides for future growth of the City.
- CSPR 7-2 Promote the safe disposal of household hazardous waste through public education.

GOAL CSPR-8: Improve programs to reduce waste accumulation in landfills.

- CSPR 8-1 Promote sustainability measures for businesses and residents to reduce waste, such as municipal composting, recycling, and expanded education on the benefits of the green waste recycling program.
- CSPR 8-2 Promote education for residents and businesses on the benefits of reducing waste, such as citywide curbside composting.
- CSPR 8-3 Encourage businesses to switch from single-use plastic to compostable or other sustainable packaging alternatives.

- CSPR 8-4 Promote safe, attractive, and environmentally-sensitive new technologies that help further sustainable practices.
- CSPR 8-5 Implement all aspects of SB 1383 (Mandatory Organics) including collection and capture of compostable and recyclable materials from residential, commercial and industrial generators within the City. SB 1383 is broad-reaching in scope with requirements for auditing, enforcement, edible food recovery and local use of organic products like compost and mulch.
- CSPR 8-6 Incorporate BioEnergy and dry Anerobic Digestion technology at City's Materials Diversion Facility. Use of these of technologies would capture and create renewable and sustainable energy from compostable organic materials. It would also provide a significant local contribution towards progress on climate action.
- CSPR 8-7 Strive-Support programs to reach the statewide goal of ensuring that 75 percent of solid waste generated is either reduced at source, recycled, or composted from the year 2020 forward, per AB 341, SB 1383, and the City's own Disposal Reduction Policy (R2012-100).

PARKS AND RECREATION FACILITIES

Park Standards

- GOAL CSPR-9: Provide, improve, and maintain a comprehensive system of City parks, trails, and recreational facilities to meet the needs of the City's current and future residents, businesses, property owners and visitors.**
- CSPR 9-1 Maintain a parkland provision standard of 10.0 acres of overall parkland per 1,000 residents, 1.5 acres of Community Parks & Facilities per 1,000 residents, and 0.5 acres of Neighborhood Parks per 1,000 residents. Overall parkland includes Natural Areas & Open Space, Community Parks & Facilities, Neighborhood Parks, Mini Parks, Special Use Parks & Facilities, Civic Spaces, Trails, and School Sites.
- CSPR 9-2 Strive-toSupport programs to ensure that all residents are within a 1.5 to two-mile radius of a community-serving park, which includes the Community Park & Facility or Natural Area & Open Space categories.
- This replaces the quadrant method utilized in the previous General Plan.*
- CSPR 9-3 Given that the City has sufficient parkland to meet the needs of the City's existing and projected population, focus capital projects on sustaining or improving existing parks and facilities to ensure long-term services to the community.
- CSPR 9-4 Pursue public/private partnerships for privately-owned public spaces to include requirements for maintenance obligations.
- CSPR 9-5 Offer a wide variety of park facilities designed to provide educational benefits, and encourage active and passive participation by users of all ages and interests to

existing and future residents, including but not limited to: senior services, health and wellness, and youth sports.

- CSPR 9-6 Maintain a diverse range of publicly-available recreation and leisure programs and community centers which serve the needs of all sectors of Napa's population, including youth, adult, senior, and family-oriented activities.
- CSPR 9-7 Provide Natural Areas & Open Spaces that are utilized primarily for their natural resource value, and secondarily for passive recreational use such as hiking and picnicking. Natural Areas & Open Spaces may include wetlands, wildlife habitats, steep hillsides, or stream corridors. The size and shape of each natural area will vary depending on the resource it protects.
- CSPR 9-8 Provide Community Parks & Facilities that provide both active and passive recreation opportunities such as hiking, sport fields, outdoor courts, group picnic shelters, skate parks, or recreation centers as well as educational opportunities. Community parks shall generally be larger than 15 acres but may range from five to 50 acres in extent. The service area for community parks is a 1.5 to two-mile radius catchment, although community park facilities will attract and serve residents throughout the City.
- CSPR 9-9 Provide Neighborhood Parks that offer close-to-home recreation opportunities to surrounding neighborhoods and are designed primarily for non-supervised, non-organized recreation activities, supported by facilities such as playground equipment, outdoor courts, picnic tables, pathways, and multi-use open grass areas or small sport fields. These parks are generally two to 10 acres in size, though some existing neighborhood park sites cover a smaller acreage, and serve residents within a quarter- to half-mile distance. The target standard for provision of neighborhood parkland shall be 0.5 acres per 1,000 residents. Neighborhood park service may also be provided by community parks, or located on schools or other property where appropriate joint-use agreements exist.
- CSPR 9-10 Provide Mini Parks that serve residents in immediately adjacent neighborhoods. Mini parks provide basic recreation amenities, such as playgrounds, benches, and landscaping. Mini parks generally are 0.5 to two acres in size and have a limited-service area due to the minimal facilities provided.
- CSPR 9-11 Provide Special Use Parks & Facilities that are community-serving, single-purpose sites, such as ballfields, community centers, or boat ramps. Since special use areas vary widely in function, there is no average size, but special use areas must be large enough to accommodate the intended use. Special Use Parks & Facilities are categorized separately as they are located outside of larger parks and designed to be stand-alone facilities.
- CSPR 9-12 Provide Civic Spaces that function as small, landscaped spaces and gathering areas located within higher-density urban areas and include amenities such as benches, tables, landscaping, public art, water features, or other amenities to support

community events. Civic Spaces are typically smaller than one acre in size and easily traversed on foot.

- CSPR 9-13 Provide Trails and trail connections that serve the entire community and offer opportunities for people to hike, walk, run or ride, and connect with nature or other land uses. Trails can be soft-surfaced, such as crushed rock or wood chips, or hard-surfaced, such as asphalt, concrete, crushed rock, or soil.

Future Park and Facility Needs

GOAL CSPR-10: Continue the development of integrated open space and flooding solutions that also result in new recreational open space for the community, building on the momentum and success of Oxbow Commons.

- CSPR 10-1 When feasible, seek opportunities to integrate parks and public open space into major infrastructure projects.

GOAL CSPR-11: Design and improve parks and recreational facilities to reflect the community's changing demographics and user needs.

- CSPR 11-1 Update the Napa Parks and Facilities Master Plan (PFMP) to reflect current and future needs, including maintenance management planning and capital improvement planning, and General Plan parkland provision and access standards.

- CSPR 11-2 Continue to partner with NVUSD, and consider partnerships with other agencies such as Napa Valley College (NVC) or the County to expand public use of school facilities (such as sports fields, pools, and community meeting facilities), and explore funding mechanisms for use.

- CSPR 11-3 Develop an asset management plan that prioritizes improvements to existing parks, and access to existing parks from residential neighborhoods, while maintaining prescribed park acreage per capita standards.

- CSPR 11-4 Focus infrastructure improvements or access improvement projects in existing parks and facilities to meet the diversified and long-term needs of residents of all ages.

- CSPR 11-5 Reflect changing demographics and community needs and desires as part of parks and facilities improvements and programming by including diverse community participants in parks and recreation planning efforts.

Connections to Parks and Recreation Facilities

GOAL CSPR-12: Prioritize widely accessible parks and recreational facilities.

- CSPR 12-1 Identify and develop linkages, corridors, and other connections to provide an aesthetically pleasing and functional network of parks, open space areas, and bike

- paths throughout the City with connections to surrounding County and State parks.
- CSPR 12-2 Prioritize adequate public transportation to key parks, recreation facilities, and community centers throughout the City, especially in vulnerable or under-served communities.
- CSPR 12-3 ~~Seek opportunities to p~~Partner with public and private entities to improve multi-modal transportation systems and pathways in neighborhoods with barriers or safety issues.

Trails and the Napa River

- GOAL CSPR-13: Support trail connections to natural areas and the Napa River in order to improve community health, support a high quality of life, and an active lifestyle.**
- CSPR 13-1 Complete the multi-use trail and amenities along the Napa River as the signature element of the City’s trail system, particularly the Flood Control Project, while protecting and enhancing the natural resources along the trail corridor.
- CSPR 13-2 Utilize greenways and trails as new development takes place along the river to connect the City’s open space network and fill in gaps in the existing network.
- CSPR 13-3 Identify trail connection opportunities and improvements for vulnerable or under-served communities
- CSPR 13-4 Include a mixture of activities, including active and passive recreation, open space, and supportive businesses and facilities, that face along the Napa River and along the Napa River Trail to improve the trail’s accessibility and increase amenities for trail users.
- CSPR 13-5 Promote the Napa Valley Vine Trail as a regional attraction for locals and visitors and provide facilities to make use and enjoyment convenient and easy.
- CSPR 13-6 Incorporate convenient access to trails, including the Napa Valley Vine Trail, as new development and redevelopment occurs.
- CSPR 13-7 Require visual and public access when developments occur along the Napa River, especially in the Oxbow area.
- CSPR 13-8 Partner with other jurisdictions or establish public/private partnerships to implement wayfinding, signage, and educational placards along the Napa River and pedestrian trails.

Parks and Recreation Funding

GOAL CSPR-14: **Seek funding and distribution mechanisms to support the City's existing and future parks and recreational needs.**

- CSPR 14-1 Support the development or enhancement of the Napa Parks and Recreation Foundation to help promote and fund parks and recreation improvements, awareness, and volunteers.
- CSPR 14-2 Develop an asset management program and funding plan that maintains and improves upon existing parkland and facilities, and that is periodically revised to reflect improvements, funding availability, and changing recreational needs.
- CSPR 14-3 Identify cost recovery targets for parks and recreational facilities, services, and maintenance needs to ensure the long-term sustainability of recreational programming and park operations; adjust these targets as needed.
- CSPR 14-4 Invest in data gathering, analysis, and upgraded technology to improve capital planning, operations, and social inclusion.
- CSPR 14-5 Continue identifying adequate and diverse funding sources for developing and maintaining parks and recreational facilities and programming.
- CSPR 14-6 Update the City's park development and parkland dedication impact fee ordinances to reflect the City's new policy direction of prioritizing park improvements, updated park access guidelines, and consideration of impact fees for commercial and industrial development.
- CSPR 14-7 Monitor federal, State, local, and nonprofit parks and recreation funding sources. The City shall continue to pursue appropriate grant funding.
- CSPR 14-8 Consider the use of tax measures or bond financing to assist in the implementation of the parks and recreation improvements program.
- CSPR 14-9 Consider use of benefit assessments for the improvement and long-term maintenance of civic spaces when civic spaces are located to provide benefits to adjacent commercial properties.

ARTS AND CULTURE

Placemaking and branding are addressed in Chapter 10: Economic Development.

GOAL CSPR-15: **Recognize the importance of art and cultural activities as an integral factor in sustaining the community's high quality of life.**

- CSPR 15-1 Strengthen community cohesion with a wide range of intergenerational and multi-cultural artistic and cultural events and programs designed to engage, educate,

and encourage the City's diverse population—including youth—to be active participants and patrons.

CSPR 15-2 Support art and cultural class offerings at parks and recreational facilities. Encourage public/private partnerships to create more activities in larger neighborhood parks—such as yoga, exercise classes for adults and youth, group sports and games, and meetups—to promote cultural diversity and inclusion amongst residents in terms of race, age, gender, abilities, and language.

CSPR 15-3 Support outreach to, and the cultivation, recognition, and work of local artists, especially those of color and underrepresented groups.

GOAL CSPR-16: Strengthen Napa's identity as a destination for the visual, performing, and culinary arts, and foster linkages to economic growth and tourism based on arts and culture. Encourage collaboration between local businesses and community organizations to incorporate art into the City's economic development strategies and to promote cultural tourism.

CSPR 16-1 Update the Public Art Master Plan with community input and consider long-term maintenance requirements or fees to ensure that public art remains a community asset.

CSPR 16-2 Support the development of additional Art Districts/Cultural Districts within the community.

CSPR 16-3 Explore a range of public and private funding sources to support the visual and performing arts, and cultural development goals and activities.

GOAL CSPR-17: Enhance cultural and generational diversity and social connections through opportunities for volunteerism and civic engagement; more public gathering places, family-friendly activities, and public art; and more events that connect residents to one another and keep them active in the community.

CSPR 17-1 Consider zoning changes that would allow artists to live, create, exhibit, and sell their works from their home by permitting artist studios and live/work studios, with a focus around Downtown Napa and within traditional residential neighborhoods.

CSPR 17-2 Establish systems that will encourage and permit exhibitions and performances in designated public areas.

CSPR 17-3 Continue to require public art for new development projects or payment of an in-lieu fee to fund City-sponsored public art installations.

5 Historic and Cultural Resources

Napa has a rich [architectural](#) and cultural heritage, which began with inhabitation by Native Americans of the Wappo group along the Napa River over 10,000 years ago, followed by Mexican settlement beginning in the 1820s, and early American settlement circa 1846 to 1849. According to the City of Napa's Citywide Historic Context Statement, physical development progressed through the Victorian era (1860-1899), the early twentieth century (1900-1919), the Prohibition era and the Great Depression (1920-1939), World War II and the post-war era (1940-1965), and modern Napa (1965 to present). Each of these periods brought new construction trends and patterns that reflected changes in industry and the economy, demographics, politics, and other cultural themes.

5.1 Background and Purpose

The Historic and Cultural Resources (HCR) Element establishes a comprehensive framework to foster historic preservation through the establishment of programs, community education, and coordination within the City and with historic preservation groups. It seeks to protect and enhance historically and culturally significant buildings, structures, objects, sites, and districts, and includes goals and policies to promote rehabilitating, retrofitting, and adaptively reusing Napa's historic assets to preserve resources and enhance Napa's sense of place.

Napa's development of a historic preservation program paralleled that of many cities in the country. The first historic resource inventory in Napa was prepared in 1969, and the local preservation organization, Napa Landmarks, was formed in 1974 (later renamed Napa County Landmarks in 1986) in the wake of Downtown revitalization efforts that resulted in the demolition of several historic commercial buildings. At that time, Napa's City Council also created a Landmarks Preservation Advisory Board (later renamed the Cultural Heritage Commission). Preservation began to be considered in Downtown and surrounding historic neighborhoods. The City's commitment to its historic built environment is evident in the number of individual efforts that have been made to recognize, catalogue, and protect historic properties over the span of the last 50 years. The City has fostered a number of historic preservation success stories, including the Napa Valley Opera House, Goodman Library, the Cayetano Juarez Adobe, the Hatt Building, and the Borreo Building.

Nevertheless, there are inherent challenges associated with balancing the preservation of historic buildings with new development and other land use priorities. Napa has sustained demolition of Downtown buildings through past efforts, not just by the private sector but by public actions. For instance, the Napa Community Redevelopment Agency demolished buildings such as the Migliavacca Building (1905, demolished 1973) and Behlow Building (1900, demolished 1977) to create the Town Center, Dwight Murray Plaza, and Downtown parking facilities. As buildings have

been lost over time, Downtown's historic character and the setting of some existing early twentieth century commercial buildings have changed.

As the City looks ahead to the next era of its evolution with a principal focus on infill and redevelopment of existing uses, the need for consideration and sensitivity toward historic resources is important. In addition to goals and policies directly related to preservation, this element also addresses topics such as development standards/parking, Accessory Dwelling Units (ADUs), and programs and incentives to improve the financial feasibility of preservation and adaptive reuse.

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

The HCR Element most closely furthers the following Napa Community Vision and Guiding Principles:

Guiding Principle 3: Balance local and tourist needs

Guiding Principle 8: Promote continued Downtown revitalization

Guiding Principle 9: Celebrate culture, arts, and history

5.2 Historic Overview

Prior to European settlement, the Napa Valley region was inhabited by Native Americans of the Wappo group. The Wappo occupation of the area dates back 10,000 years, to about 8,000 BC, making Napa Valley one of the longest inhabited regions in California. Its long occupation was due to abundant natural resources that the Wappo relied on for subsistence. The Wappo were primarily a hunter-gatherer society and lived in permanent villages typically located near the Napa River or other water sources; sometimes smaller camps could be found near natural springs, along prominent hunting trails, or near major oak groves, which were the sources of acorns that provided nourishment for tribes.

By the early 1800s, however, Native Americans were no longer the sole inhabitants of Napa Valley. In 1821, Mexico gained independence from Spain, and two years later, an expedition led by Ensign Jose Sanchez, and accompanied by Jesuit Father Altimura, ventured into Napa Valley. Their purpose was to prepare the region for Mexican settlement and to deter Russian and American parties from claiming the land. The Mexicans brought Christianity to the Sonoma-Napa region. Mission San Francisco de Solano, the northernmost mission and last to be constructed (1823) was built in present-day Sonoma. The missions were self-sufficient communities, and each included a church, residences, and support facilities. By the 1830s, with Secularization, most missions had been repurposed or dismantled for building materials that went to constructing new buildings. Outside of Mission San Francisco de Solano, society during the Mexican period was dominated by the landowning Vallejo family. General Mariano Vallejo was in control of vast tracts of land in the Napa Valley, which he subsequently awarded to his loyal soldiers and friends. Cattle ranching was the primary industry on these ranchos. One building that remains from this period is the Cayetano Juarez adobe at Soscol Avenue and Silverado Trail.

By 1846, the Mexican government had begun to protest the arrival of many undocumented foreigners, and rumors circulated that non-Mexican immigrants would be driven out of California and Napa Valley. Worried that they would lose their land due to confusing titles, a band of area residents—including John C. Fremont and future Napa City founders John Grigsby and Nathan Coombs—organized as the Bear Flag Party to lead a revolt against Mexican rule in Alta California. In early June 1846, the Bear Flaggers initiated the overthrow of the Mexican government by capturing the town of Sonoma, arresting General Mariano Vallejo, and raising the Bear Flag as a symbol of an independent California. The revolt established the California Republic, which remained independent for only 25 days; it was annexed by the United States as official news of the Mexican-American War (1846-1848) reached California. The following year, in 1847, Napa City was founded by Grigsby and Coombs on a small site at the confluence of the Napa River and Napa Creek. In 1850, California was admitted to the Union as a free state. In Napa, a new street parallel to First Street was named in honor of Henry Clay, the Kentucky senator whose Omnibus Bill admitted California to the Union.

The discovery of gold in the foothills of the Sierra Nevada in 1848 brought miners and entrepreneurs to California from all over the world, and Napa Valley prospered as a result. The town's population soon expanded as the region's mild climate attracted miners and merchants to Napa for the winter. Early Napa City residents were typically single, working-class men, many of whom lived in hotels or boarding houses. A number of wood-frame commercial buildings were constructed Downtown, but many were temporary due to the ad-hoc nature of Napa's growth in the wake of the Gold Rush. Agricultural development was scattered throughout the County, with pioneers such as George Yount and others establishing farms on the outskirts of the City. Major development trends that would shape Napa in later years—such as the importance of the Napa River for transportation and commerce, the development of roads and infrastructure, and the establishment of agriculture as a major economic force—had their beginnings during this era. However, little physical evidence of the early American period remains in Napa, as no buildings which date to the mid-1800s appear to be extant in the City today.

Napa grew steadily throughout the Victorian era as people continued to settle and more businesses were established in the town. Transportation, infrastructure, and social services were greatly improved, and by 1880, Napa had a bustling Downtown and a population of approximately 4,000. Napa was officially incorporated on March 23, 1872, as the "Town of Napa City," and was reincorporated on February 24, 1874, as the "City of Napa." Around this time, the wine industry grew as the dominant agricultural endeavor, with an increased demand for local wines facilitated partly by the completion of the Napa Valley Railroad in 1868. New vineyards were established throughout the valley, and winery operations ranged from small family businesses to large winery complexes. By the late 1880s, there were more than 20,000 acres of vineyards producing nearly five million gallons of wine per year. The vestiges of small agricultural properties, including barns, tank houses, and other outbuildings can still be found throughout the City, and represent rural farmsteads that were gradually enveloped by urban growth.

By the turn of the twentieth century, Napa had grown into a self-sufficient town with successful industries, businesses, and residents. Still tied to its agricultural roots, Napa had a population of 5,500 in 1905. Over the next two decades, the arrival of inter-urban electric railroads linked Napa to Vallejo, San Francisco, and the rest of the Bay Area, boosting its economy and encouraging residential growth through World War I. In the 1920s and 1930s, Napa was a blue-collar

community; most men worked union jobs at the local clothing and other factories, or at the nearby Mare Island Naval Shipyard. This era saw steady construction of single-family homes and the establishment of more factories, but Prohibition and the Great Depression greatly curbed economic development in Napa.

When the United States entered World War II in 1941, the entire Bay Area quickly became an arsenal for the production of wartime supplies, as well as the departure point for the Pacific Theater. For instance, Contra Costa County alone produced 3.5 percent of all war products manufactured in the entire nation, and the City of Richmond hosted 55 major war industries, including Kaiser's four gigantic shipyards, which employed 100,000 workers. Nearly half a million people from all over the country flocked to the Bay Area for employment, and local communities experienced housing shortages and major demographic shifts. Napa's main contribution to the war effort came in supplying housing for defense workers, rather than in the actual production of goods. In 1930, Napa had a population of only 6,437; by 1950, that figure had jumped to over 13,000. Because of the large influx of people, infrastructure improvements and rapid suburban development occurred in Napa during the war and continued well into the postwar era. Up until that time, the City had grown in an organic piecemeal fashion, but with such a boom in population and physical growth, the first Zoning Ordinance was instituted in 1945. Since then, zoning regulations have controlled how and where the City expands.

The City continued to grow beyond the postwar era, reaching a population of 37,000 by 1970. However, the decline of manufacturing, redevelopment, and the rebirth of the wine industry were the major forces that impacted modern Napa. The City of Napa is still the Valley's population center, but it is a very different place than it was in the nineteenth and early twentieth centuries. Since its initial growth in the Gold Rush and Victorian eras, Napa has been transformed from a blue-collar town into a service-based, majority-crop community. With a population of 76,498 in 2021 and an area of 18.15 square miles, the City's economy today remains keyed to wine and tourism, but many residents are nostalgic for old Napa.

The City's built heritage is reflected in its collection of extant historic buildings and neighborhoods, which include Queen Anne cottages and Colonial Revival style mansions, farmstead vestiges like tank houses and barns, Italianate and Art Deco commercial buildings, as well as civic, religious, and industrial properties. These historic buildings and structures provide a link to the cultures of the past and are part of the continuum of Napa's built heritage. Though early periods of the City's cultural past have few remaining physical artifacts, the City's history and culture is also preserved through methods such as storytelling, interpretive programming, and the erection of monuments. In the last 50 years in particular, multi-cultural influences, such as Asian American and Latinx communities, have also contributed to the cultural heritage recognized in the City today.

The HCR Element recognizes that connections to culture and history are essential characteristics of a community that values its quality of life and wishes to be seen by its residents, neighbors, and visitors as an attractive and desirable place.

5.3 Historic Surveys and Historic Resources

HISTORIC RESOURCE SURVEYS AND HISTORIC CONTEXT STATEMENTS

The City possesses a significant collection of historic resources, largely in the form of residential and commercial historic properties and districts from the late nineteenth through mid-twentieth centuries. The City of Napa has done much to document its historic resources since the first inventory was conducted in 1969, particularly in the last decade.

Historic Context Statements present an overview of a city's or a neighborhood's history with a specific emphasis on identifying important periods, events, themes, and patterns of development, as well as the various property types associated with this development. They also discuss historic significance and integrity considerations for each property type. This provides a framework for identifying and evaluating individual historic properties and neighborhoods for the National Register of Historical Resources, California Register of Historical Resources, and City of Napa Historic Resources Inventory (HRI).

Historic surveys, context statements, and key preservation efforts completed in Napa include the following; context statements are italicized for easy review:

1969	Historic Resource Inventory
1978	Napa County Historic Resource Survey, which identified nine historic areas in the City of Napa: Downtown, Napa Abajo-Fuller Park, St. John's, Spencer's Addition, West Napa, East Napa, Calistoga Avenue, and Alta Heights.
1988	Designation of Calistoga Avenue Historic District as a local landmark district
1994	Fuller Park Historic Resources Inventory
1995	Napa City-Wide Survey St. John's Historic Resources Survey
1996	<i>Residential Context Statement.</i> This effort was focused on the City's nine oldest residential neighborhoods identified in a 1978 Survey. This context statement also discussed recommendations for the designation and treatment of potential residential resources and districts. Designation of Napa-Abajo-Fuller Park on the National Register of Historic Places
2008-2010	The Heritage Napa program included a <i>City-Wide Historic Context Statement</i> that identified geographic areas, property types, and overarching themes relevant to the history and development of the City. A <i>Historic Resources Field Guide.</i> Set the standards for future survey work within the City. The guide identified types of survey, methods of survey, and guidance for conducting both field work and post-field work documentation.

Historic Context Statements and Survey Reports for Soscol Gateway/East Napa (2010), Spencer's Addition (2010), West Napa (2010), which included the identification of eligible historic districts.

- 2011 *Downtown Napa Historic Context Statement and Survey Report*
Alta Heights Historic Context Statement and Survey Report
- 2016 City of Napa Historic Resources Inventory
City of Napa Registry of Significant Trees

HISTORIC RESOURCES INVENTORY

As of January 2016, the last time the HRI was published, 2,538 individual properties are listed on the HRI as either individual resources (Figures 5-1) or contributors to a historic district (Figure 5-2).

The following properties in Table 5-1 are listed in the National Register of Historic Places. All properties listed in the National Register are automatically listed in the California Register of Historical Resources.

Table 5-1: Properties on the National Register of Historic Places

APN	Address 1	Address 2	Est. Built
005101003000	443 Brown St		1886
005101019000	485 Brown St		1889
003281011000	529 Brown St	531 Brown St	1880
003281007000	549 Brown St		1880
003215001000	825 Brown St		1878
003222001000	840 Brown St	844 Brown St	
003221012000	908 Brown St		1930
003062015000	1720 Brown St		1882
002133050000	1930 Clay St		1877
005053002000	495 Coombs St		1904
003231012000	975 First St		1888
003167011000	1026 First St		1915
003166004000	1130 First St	1146 First St	1929
003164005000	1202 First St		1905
003211002000	1219 First St		1901
003192005000	1750 First St		1902
002152011000	1927 First St	1929 First St	1875
002152006000	2109 First St		1895
003261001000	1473 Fourth St	1477 Fourth St	1895

<i>APN</i>	<i>Address 1</i>	<i>Address 2</i>	<i>Est. Built</i>
003277002000	500 Main St	550 Main St	1884
003221012000	901 Main St	903 Main St	1923
003231001000	942 Main St	948 Main St	1888
003172003000	1030 Main St		1879
003137003000	1245 Main St		1875
003062030000	1727 Main St		1889
003281016000	1120 Oak St		1872
005053001000	492 Randolph St		1891
003208001000	1351 Second St		1933
005021011000	423 Seminary St		1884
003252010000	741 Seminary St		1892
003152013000	1221 Seminary St		1861
046570008000	376 Soscol Ave		
003209004000	1333 Third St		1874
<u>004291015000</u>	<u>2344 Old Sonoma</u>		<u>1910</u>

Source: Dyett & Bhatia, 2018.

Figure 5-1: Individual Historic Properties

Figure 5-2: Historic Districts

DOWNTOWN HISTORIC RESOURCES

As previously mentioned, a Historic Context Statement and Historic Resources Survey for Downtown was completed in 2011. Historic resources in Downtown include commercial, civic and institutional, residential, and industrial properties. These resources range in construction date from the Victorian era through the post-World War II era and are rendered in a variety of architectural styles. Historic commercial properties are generally centrally located in Downtown Napa, especially along Main, Brown, and Coombs Streets and First, Second, and Third Streets. Historic civic buildings also tend to be centrally located Downtown. The Napa Mill Complex in the southeast near the Napa River is the only historic industrial building complex remaining Downtown.

Because of the significant presence of historic resources in Downtown and the projected growth there, the need for significant attention to preservation is vital. Flexibility in development standards—such as modified parking standards—could alleviate pressure to demolish historic resources in favor of vehicular parking.

Existing historic buildings and historic character adjacent to potential development sites should be protected, as well as historic resources that may be threatened by the need for more parking due to density increases. It is important to integrate sensitive massing transitions and compatible design approaches to new construction while primarily maintaining the historic urban form and buildings that make Napa's Downtown unique.

HISTORIC NEIGHBORHOODS

Napa's historic neighborhoods are gems that have undergone much revitalization in the last 20 years. From 2008 to 2012, the City undertook a large effort to study its historic neighborhoods, defining areas that merit special recognition and protection, and implementing design guidelines and neighborhood strategies for development that resulted from the Napa Abajo/Fuller Park Design Guidelines (see below). Additional historic districts may be identified through future historic resources survey efforts.

Designated and previously identified potential historic districts include:

- Napa Abajo Fuller Park National Register District
- Calistoga [Avenue](#) Local [Historic-Landmark](#) District
- East Napa Potential Local Historic District
- First & Jefferson Potential Local Historic District
- Fuller South Potential Local Historic District
- Glenwood Gardens Potential Local Historic District
- Spencer's Addition Potential Local Historic District
- St. John's Potential Local Historic District
- West Napa Potential Local Historic District

5.4 Preservation Plans and Programs

FEDERAL AND STATE PROGRAMS

Certified Local Government

The City of Napa is a Certified Local Government (CLG) for historic preservation. The City was certified in February 1986. The National Historic Preservation Act provides for the establishment of a CLG to encourage the direct participation of local governments in the identification, evaluation, registration, and preservation of historic properties within their jurisdictions and promote the integration of local preservation interests and concerns into local planning and decision-making processes. The CLG program is a partnership among local governments, the State of California Office of Historic Preservation, and the National Park Service which is responsible for administering the National Historic Preservation Program. The Code of Federal Regulations (CFR) Title 36, Chapter 1, Part 61.6 provides the specific requirements for CLG program participants. The State Historic Preservation Officer (SHPO) prepared a written certification agreement between the City and SHPO which lists the City's specific responsibilities when certified. Among the requirements of being a CLG are to:

- Enforce appropriate state and local laws and regulations for the designation and protection of historic properties;
- Establish an historic preservation review commission by local ordinance – the Historic Preservation Ordinance (Napa Municipal Code Chapter 15.52) and the Cultural Heritage Commission (Napa Municipal Code Chapter 2.70);
- Maintain a system for the survey and inventory of historic properties;
- Provide for public participation in the local preservation program; and
- Satisfactorily perform responsibilities delegated to it by the State, which are monitored and evaluated by the SHPO.

State Historical Building Code

The City has long used the California State Historic Building Code (SHBC) for historic structures and incorporated it into the Napa Municipal Code under Title 15.52. The SHBC is defined in the California Health and Safety Code, and provides alternative building regulations for permitting repairs, alterations, and additions necessary for the preservation, rehabilitation, relocation, related construction, change of use, or continued use of a “qualified historical building or structure.”

The Health and Safety Code defines a “qualified historical building or structure” as “any structure or property, collection of structures, and their associated sites deemed of importance to the history, architecture, or culture of an area by an appropriate local or State governmental jurisdiction. This shall include structures on existing or future national, State or local historical registers or official inventories, such as the National Register of Historic Places, State Historical

Landmarks, State Points of Historical Interest, and City or County of Napa registers or inventories of historical or architecturally significant sites, places, historic districts, or landmarks. This shall also include places, locations, or sites identified on these historical registers or official inventories and deemed of importance to the history, architecture, or culture of an area by an appropriate local or State governmental jurisdiction.”²⁰

HISTORIC PRESERVATION ORDINANCE

The City’s Historic Preservation Ordinance (Napa Municipal Code Chapter 15.52) was substantially updated effective 2016, and is intended to further the General Plan’s goals, policies, and implementation programs through the following measures:

- Encourage the identification, evaluation and protection of historic resources, including types that have been underrepresented in the past, such as those associated with ethnic heritage, cultural landscapes, and the recent past;
- Foster appreciation and understanding of the City’s heritage;
- Perpetuate endemic traditions and craftsmanship in order to promote the retention of Napa’s intangible heritage;
- Retain and enhance the visual character of the City by promoting the retention of historic resources while encouraging new construction and infill design that is compatible with the historic character; and
- Promote economic viability through historic preservation.²¹

The Historic Preservation Ordinance identifies procedures for nominating or designating historic resources, local landmarks, and districts as well as procedures for removing a resource from the HRI. It identifies the requirements for performing work on historic resources, as well as demolition, and defines the process for determining or approving economic hardship as an exemption. Finally, the Historic Preservation Ordinance establishes a means to “keep (a historic resource) in good repair,” and the procedure or method of enforcement.

DESIGN GUIDELINES

Several design guidelines have been adopted by the Napa City Council to further preservation.

1998 **Napa Abajo/Fuller Park Design Guidelines.** These provide rehabilitation guidelines for historic buildings in the Fuller Park and Napa Abajo neighborhoods. The guidelines are also widely applied to historic buildings and districts throughout the City when developing infill housing in historic districts and when renovating cultural and historic landmark properties.

2000 **Soscol Corridor/ Downtown Riverfront Guidelines.** These design guidelines address urban design objectives for Downtown Napa and the Soscol Avenue Corridor, promoting

²⁰ https://ohp.parks.ca.gov/?page_id=21410. Retrieved May 28, 2021.

²¹ (O2015-15, 12/15/15)

pedestrian-scaled design and new development that maximizes the potential for Downtown activity while remaining consistent with architectural traditions of Napa.

- 2000 **Rehabilitation Guidelines for Historic Properties** (contained within the Napa Abajo/Fuller Park Design Guidelines) were adopted as citywide criteria for evaluating applications for changes to listed historic buildings throughout the City. These Rehabilitation Guidelines provide practical and explicit advice for rehabilitating historic buildings.
- 2012 **Downtown Specific Plan.** Appendix G: Downtown Napa Historic Resources Design Guidelines in the Downtown Specific Plan provides guidance and maximizes flexibility for infill development within historic districts and for alterations to historic resources.

ECONOMIC VIABILITY

Economic viability is often a critical factor in whether a historic resource is preserved; therefore, financial assistance is an important tool for historic preservation. This can be accomplished through incentives such as tax benefits or abatement (Mills Act or federal historic tax credits), grants, and also on a larger scale by promoting Napa's historic resources as unique attractions and destinations for customers and tourists. Further promotion or marketing efforts to identify Napa as a destination for heritage tourism could lead to additional revenue generation or incentives.

5.5 Archaeological Resources and Intangible Cultural Heritage

Throughout various periods of Napa's historical development, the area has been home to a diverse population whose traditions have characterized the City's culture, and whose ancestors, archaeological artifacts, and/or intangible cultural heritage are important to recognize and protect. As defined by the United Nations Educational, Scientific, and Cultural Organization (UNESCO), intangible cultural heritage includes oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe, or knowledge and skills to produce traditional crafts. Intangible cultural heritage is often associated with ethnic communities or cultural groups.

As mentioned earlier, prior to European settlement, the Napa Valley region was inhabited by Native Americans of the Wappo group. No known architectural resources exist from Napa's early Native American period. However, archaeological artifacts discovered from this period would likely yield information from the past about the lives and culture of the Wappo.

In 1821, Mexico gained independence from Spain, and two years later, an expedition ventured into Napa Valley to prepare the region for Mexican settlement. By the 1830s, with secularization, society during the Mexican period was dominated by the cattle ranching industry. Several ranchos in the area of present-day Napa, including Rancho Tulucay, Rancho Napa, and Rancho Entre Napa, were owned by Californios (as Mexican citizens in California were called). The only known building extant from the Mexican period is the Cayetano Juarez adobe. However, archaeological artifacts may exist from the rancho era.

Following California’s admittance to the United States in 1850, the Californio culture faded and American culture dominated. However, a large, important immigrant group in nineteenth-century California was the Chinese, many of whom came to Napa Valley to work in the quicksilver mines, help lay the Napa Valley Railroad, labor in the vineyards and wine caves, and work as domestic servants. There was also a large Italian immigrant population who worked at the local marble works and agriculture industry.

By the early decades of the twentieth century, the Chinese population had dwindled, and the City was home to a small number of Japanese, as well as Germans and Italians. The population in the City of Napa began to diversify more during and after World War II. The huge demand for workers in the defense industry left agricultural work untended across California. To address the labor shortage in the agricultural industry, growers in Napa brought Mexican workers in to fill the gap through California’s “guest worker”—or *bracero*—program sponsored by the federal government. A few Mexican workers had already begun to settle in Napa Valley in the 1920s, but even with the *bracero* program, the Mexican population was small and scattered. After the war, many of these workers were offered permanent employment and began to organize clubs and businesses that celebrated Mexican traditions and culture. Migrant workers from Mexico arrived in large numbers beginning in the 1970s, and soon became the fastest growing immigrant group in Napa.

Today, the intangible cultural heritage practices of the City’s residents are important to recognize and preserve alongside the history represented in the built environment.

5.6 Goals and Policies

Goals and implementing policies related to historic resources are outlined in this section. Appendix A contains “implementing programs” intended to implement the goals and policies in this section.

HISTORIC PRESERVATION AND AWARENESS

GOAL HCR-1	Preserve and enhance Napa’s historic resources. Encourage rehabilitation and adaptive reuse, as well as sensitive, context-compatible infill design.
HCR 1-1	Utilize sustainable or “green” building practices in the preservation and maintenance of historic resources, provided that the sustainable building practices adhere to the Secretary of the Interior’s Standards for the Treatment of Historic Properties and local design guidelines.
HCR 1-2	Apply the California State Historical Building Code to rehabilitation projects to ensure that rehabilitation does not compromise the integrity of historic resources.
HCR 1-3	Encourage seismic strengthening to protect the City’s valuable historic properties from future earthquakes, wildfire, and other events caused by climate change. This includes the development of incentives to encourage property owners to retrofit their buildings.

- HCR 1-4 Maintain a photographic record of successful restoration projects to inform future project applicants of architectural styles, historic construction methods, probable materials, and appropriate reconstruction techniques.
- HCR 1-5 Promote the use, update, and preparation of new design guidelines for new additions, rehabilitation of existing structures, and infill design to ensure compatibility with historic resources.
- There are four existing design guidelines that discuss historic resources: Napa Abajo-Fuller Park Design Guidelines, Soscol Corridor/Downtown Riverfront Guidelines, Rehabilitation Guidelines for Historic Properties (contained within the Napa Abajo-Fuller Design Guidelines), and the Downtown Specific Plan (including Downtown Napa Historic Resources Design Guidelines). New or updated guidelines should apply citywide, or to historic districts and historic residential areas, and should be reviewed and updated as needed to ensure that they meet current best practices and include topical issues such as ADUs. When current design guidelines are updated, objective design standards should be considered to help with implementation.*
- HCR 1-6 Establish design guidelines to adapt industrial historic properties where these are designated for new uses.
- HCR 1-7 Encourage and assist property owners in bringing damaged or blighted historic properties into use and/or new use.
- HCR 1-8 Update parking requirements to encourage adaptive reuse of historic properties into viable contemporary uses.
- GOAL HCR-2 Continue implementation of the City's preservation program in accordance with Certified Local Government (CLG) requirements, including identifying sites, buildings, and landscapes that serve as significant, visible reminders of the City's social, architectural, and agricultural history. This should include the recognition of historic resources that have been underrepresented, such as those associated with ethnic heritage, cultural landscapes, and the recent past.**
- HCR 2-1 Leverage resources from State, federal, and private programs, as well as local preservation groups to assist in the identification, designation, and preservation of historic and cultural resources.
- HCR 2-2 Update the City of Napa Historic Context Statement as part of the CLG Program, including updating themes related to ethnic heritage, cultural landscapes, the recent past, and intangible cultural heritage. The Recommendations section, which prioritizes future historic resource survey efforts, may also be updated.

HCR 2-3 Update the City's Historic Resource Inventory (HRI) at least every five to ten years to include properties that may have reached 45 years of age and have been found historically significant. This should include the following survey efforts:

- Update the five previously surveyed areas to capture buildings that have since become 45 years of age. This includes historic buildings, structures, sites, objects, and districts that are reminders of past eras, events, and people; significant examples of architectural styles; irreplaceable assets; and examples of how past generations lived. Though all five surveys should be updated, priority may be given in the following order, based on percentage of properties built after 1965: Alta Heights (14.5 percent), Downtown (13 percent), Spencer's Addition (10 percent), Soscol Gateway (8.5 percent), and West Napa (7 percent).
- Survey additional areas to provide a comprehensive look at historic resources citywide. The City-Wide Historic Context Statement (2009) identified and prioritized 33 areas within Napa that were built between 1850 and 1963 (the 45-year threshold at the time the document was prepared) that have the potential for historic properties. As five areas were surveyed, the remaining 28 subareas should be added to the City's survey work program. Properties 45 years or older at the time of survey should be recorded in these areas.
- If the updated City-Wide Historic Context Statement provides recommendations for survey of additional areas beyond the 33 previously identified areas that may contain properties built between 1964 and the 45-year threshold at the time the document is updated, those subareas should also be added to the survey work program.

HCR 2-4 Add individual properties that are determined to be significant and eligible at the local, State, or national levels through Historic Resource Evaluations to the HRI.

HCR 2-4HCR 2-5Allocate Staff resources for the implementation of the City's preservation program.

GOAL HCR-3 Encourage the designation and recognition of properties and districts as local landmarks and on the California Register of Historical Resources and National Register of Historic Places.

HCR 3-1 Enlist a qualified architectural historian to conduct a survey update of recognized potential landmark districts, including identification of boundaries and contributing and non-contributing properties, and preparation of nominations for the designations. Following the process outlined in the Historic Preservation Ordinance, the nominations should be filed with the Community Development Department and considered by the Cultural Heritage Commission and the City Council.

HCR 3-2 Efforts to designate individual properties and historic districts to the California Register or National Register may be initiated by City staff, the Cultural Heritage

Commission, and/or citizens who desire to recognize the historic qualities of properties in the City of Napa. The process for preparing and reviewing nominations should follow instructions provided by the California Office of Historic Preservation.

HCR 3-3 Continue implementation of the City's Historic District Signage program to recognize and promote Napa's unique neighborhoods and designated Landmark Districts.

HCR 3-4 Continue implementation of the City's bronze medallions, awarded by Heritage Napa, to be attached to City Landmarks.

GOAL HCR-4 Promote community awareness and appreciation of Napa's history and architecture through educational programs.

HCR 4-1 Host community workshops and lectures that discuss the history of Napa's development, criteria for historic designation, the review process for alterations to historic properties, and methods for preserving or restoring historic features, sites, and landscapes.

HCR 4-2 Encourage heritage tourism through walking tours (guided or self-guided), home tours, history-related events, and similar experiences in historic neighborhoods during National Preservation Month (May) and throughout the year.

HCR 4-3 Support the efforts of private, nonprofit organizations to educate school children about the value of local history and architecture, using HRI information.

ECONOMIC VIABILITY

GOAL HCR-5 Promote economic viability of historic and cultural resources through historic preservation and programs to encourage owners of historic resources to preserve or rehabilitate historic properties by providing incentives where feasible.

HCR 5-1 Encourage application for Mills Act contracts for designated historic resources on the City's HRI.

HCR 5-2 Promote financial incentives such as façade grants, easements, a revolving loan fund, and low-interest loans, and target these to priority issues or projects.

GOAL HCR-6 Encourage retention of historic structures in their original use or conversion back to their original use where feasible and support sensitive, adaptive reuse.

HCR 6-1 Allow flexible use as part of an adaptive use strategy, provided that the architectural integrity of the building is preserved and conforms with the Secretary

of the Interior's Standards for Rehabilitation. Particular standards for authorized types of uses should be identified in the zoning code.

GOAL HCR-7 Balance the preservation of historic resources with the desire of property owners of historic structures to sensitively adopt energy efficient strategies.

HCR 7-1 Encourage energy efficient strategies provided that projects meet the Secretary of the Interior's Guidelines and Standards.

GOAL HCR-8 Promote the economic benefits that historic preservation provides to local economies.

HCR 8-1 Promote marketing efforts to identify Napa as a destination for heritage tourism, which could lead to additional revenue generation or incentive.

One approach could be to seek the Preserve America Community designation. Preserve America is a federal initiative administered by the Advisory Council on Historic Preservation that includes several designation programs that encourage and support efforts to preserve and enjoy the country's cultural and natural heritage. Under the larger initiative, Preserve America Communities is a designation program that recognizes communities that protect and celebrate their heritage; use their historic assets for economic development and community revitalization; and encourage people to experience and appreciate local historic resources through education and heritage tourism programs.

HISTORIC DOWNTOWN

GOAL HCR-9 Achieve a vital Downtown that reflects its historic urban form and setting, offering a mix of old and new buildings.

HCR 9-1 Promote the preservation of the historic urban form of the Downtown when rehabilitating historic buildings or designing infill construction. Use techniques such as integrating sensitive massing transitions between new construction and historic buildings, compatibility with historic materials, and characteristic rhythms, solid-to-void ratios, and landscape elements.

HCR 9-2 Maintain and restore or rehabilitate City-owned properties identified as landmarks, within a historic district, or listed on, or eligible for, the California Register of Historical Resources or the National Register of Historic Places.

HCR 9-3 Encourage the maintenance and restoration of privately owned Downtown properties listed in the City of Napa's HRI, identified as City landmarks, located within a historic district, or listed on the California Register of Historical Resources or the National Register of Historic Places.

GOAL HCR-10 Work with the local tourism industry, businesses, and property owners to support and foster Downtown historic resources as a destination,

demonstrating that historic resources contribute to the uniqueness of the visitor experience.

HCR 10-1 Continue efforts to provide educational resources to the public regarding Napa’s historic and cultural resources to support heritage tourism.

HCR 10-2 Encourage Downtown businesses located in historic buildings to add information to their websites and social media accounts about the history and architecture of the building.

GOAL HCR-11 Protect the setting of historic resources when providing parking in Napa’s historic Downtown.

HCR 11-1 If additional parking is required due to density increases or building use changes, establish regulations that will allow flexible parking requirements to protect threatened historic resources.

HCR 11-2 Provide additional parking in locations and at a scale that will not negatively impact the setting of historic resources.

HISTORIC NEIGHBORHOODS

GOAL HCR-12 Maintain historic neighborhoods and encourage retention of the character of existing historic buildings, parks and open spaces, and urban design elements that define the built environment of the City’s older neighborhoods.

HCR 12-1 Identify and protect historic gateways and support the preservation of historic bridges, stone walls, street trees, open space, and viewsheds that contribute to the character of historic neighborhoods.

HCR 12-2 Encourage traffic calming measures in historic neighborhoods to maintain their charm, particularly on cut-through streets used by GPS routing and delivery vehicles.

GOAL HCR-13 Retain historic character when Accessory Dwelling Units (ADUs) are built, by taking siting, massing, and design into consideration along with the historic context of the neighborhood and the property’s historic architecture.

HCR 13-1 Encourage the establishment and use of objective design standards for ADUs on historic properties and within historic districts.

ARCHAEOLOGICAL RESOURCES AND INTANGIBLE CULTURAL HERITAGE

GOAL HCR-14 Protect and preserve important archaeological resources.

HCR 14-1 Consider federal and State procedures and requirements relating to the preservation and protection of archeological resources and sites, such as the National Historic Preservation Act's Section 106 process and the National Environmental Policy Act, when evaluating applications for development projects.

HCR 14-2 For development and redevelopment proposals in archaeologically or tribal cultural sensitive areas of Napa, require an assessment of the potential presence of archaeological and tribal cultural resources, including a site survey and a records search of the California Historical Resources Information System at the Northwest Information Center. As warranted by the results of the assessment, require additional studies to identify and address project-specific impacts on archaeological and tribal cultural resources.

The City should incorporate the study recommendations as project conditions of approval to ensure that impacts on archaeological and/or tribal cultural resources are mitigated to the extent possible. Studies should be prepared according to National Register Bulletin 24: Guidelines for Local Surveys: A Basis for Preservation Planning and the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation.

GOAL HCR-15 Recognize the Tribal Nations who first lived in the Napa area and preserve their identity, culture, and artifacts.

HCR 15-1 Work with local Tribal Nations on development projects to avoid known cultural sites and resources to the extent feasible.

HCR 15-2 Establish City policies and procedures that require development projects to comply with state and federal law that upon discovery of Native American remains or archaeological artifacts during construction, all activity will cease until qualified professional archaeological examination and reburial in an appropriate manner is accomplished.

HCR 15-3 Collaborate with local Tribal Nations on treatment protocols for handling human remains and cultural items affiliated with affected Tribal Nations.

HCR 15-4 Collaborate with local Tribal Nations on cultural events and development of educational signage to promote recognition of their contributions to Napa.

GOAL HCR-16 Recognize the endemic traditions of various communities in Napa, including Latinx, Asian American, and African American communities.

HCR 16-1 Promote the retention and appreciation of Napa's intangible cultural heritage. Representations of intangible cultural heritage may include oral traditions, performing arts, social practices and festive events, legacy businesses, knowledge and practices concerning nature and the universe, and traditional craftsmanship.

6 Climate Change and Sustainability

6.1 Background and Purpose

The Climate Change and Sustainability (CCS) Element outlines goals and policies to combat climate change, and address adaptation and community resiliency. It reinforces the City's commitment to identify and allocate City resources to evaluate relevant scientific and societal data and lead community engagement necessary to establish City programs that will reduce carbon emissions, mitigate adverse impacts on the environment from climate change, and improve community resilience and adaptation to climate change.

The impacts of climate change are readily apparent in Napa County, which has seen extensive wildfires in recent years, including in areas close to the City's edges. Drought and flooding are becoming more frequent in Napa Valley, as they are elsewhere in California. A key part of adapting to the impacts of climate changes is urban resiliency, defined as the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow, no matter what types of chronic stresses (e.g., high unemployment, poor or overtaxed infrastructure, water shortages) and acute shocks (e.g., wildfires, earthquakes, floods, and disease outbreaks) they experience.²² Achieving urban resiliency is a complex and multifaceted goal that is covered throughout the General Plan. The CCS Element supports the environmental sustainability aspect of urban resilience, and is supplemented by other elements in the General Plan including transportation, safety and noise, and economic development.

"Emphasize environmental sustainability" is one of Napa's guiding principles and is an intrinsic component of all elements within this General Plan. Sustainability focuses on three components: the stewardship of and respect for the environment and natural resources of a community; increasing and deepening the social equity among people in the community – including the education, skills, and health of the population; and strengthening the economic and financial prosperity of the community. The very same policies that further sustainable development also enhance quality of life and public health, increase energy efficiency and eliminate waste, enhance biological resources, and further other initiatives central to this General Plan. The purpose of incorporating sustainability throughout the General Plan is to reduce the City's carbon footprint, and to take responsibility for the potential impacts of projected development and population growth on the environment.

By implementing sustainable design measures and policies, Napa can reduce its contribution to global climate change, minimize reliance on fossil fuel sources, decrease consumption of natural

²² American Planning Association, Planning for Resilience. Blog post. Accessed 10/2020.
<https://www.planning.org/blog/blogpost/9124762/>

resources, and mitigate development's impacts on the natural environment. At the same time, the City can promote active living, access to healthy food, and demonstrate its commitment and leadership on sustainability. Because policies related to topics such as mobility, land use, and safety are addressed in other elements, those elements should be consulted along with the CCS Element for a full understanding of General Plan sustainability initiatives.

The CCS Element builds upon the initial efforts of the 2012 City of Napa Sustainability Plan, which outlined voluntary mechanisms to promote sustainability, to clearly articulate new citywide goals and actions, and center sustainability and climate change as community priorities.

While the General Plan outlines broad goals and strategies, the City continues cross-jurisdictional collaboration to address climate change from a regional perspective by working with Napa County on a combined Climate Action Plan (CAP). This joint effort will take a deeper dive into causes of climate change in Napa County and identify strategies to reduce greenhouse gas (GHG) emissions and short-lived climate pollutants (SLCPs). SLCPs are certain types of GHG emissions that have relatively short atmospheric lifespans, and include methane, hydrofluorocarbons (HFCs), and anthropogenic black carbon. As used in this General Plan element, the term GHGs includes SLCPs.

During preparation of the Draft General Plan, on April 5, 2022, the City Council adopted Resolution R2022-030, a resolution declaring a climate emergency, furthering the City's commitment to combating Climate Change. This resolution added the City of Napa to a growing list of communities committed to a goal of Net Zero Climate pollution by 2030 and demonstrates the City's commitment to implementing goals and policies in the General Plan through actionable tasks and projects. Additionally, the resolution calls upon the City to evaluate all planning and policy decisions with the lens of this commitment to climate change initiatives.

Topics addressed in this element include:

- Climate change and GHG reduction (also addressed in Chapter 8: Safety and Noise; GHG emissions are analyzed in the EIR)
- Land use and mobility (also addressed in Chapter 2: Land Use and Community Design, and Chapter 3: Transportation)
- Green infrastructure (also addressed in Chapter 7: Natural Resources Conservation)
- Sustainable energy and security
- Green building
- Urban forest (also addressed in Chapter 9: Public Health and Equity)
- Solid waste recycling and waste reduction
- Water use efficiency and conservation

STATE REQUIREMENTS AND GHG REDUCTION TARGETS

Combating climate change and its effects is a top priority for California, and certain mitigation actions can only be undertaken at the state or national levels. There are various State laws and Executive Orders that pertain to fighting climate change. The following is a summary of some of the requirements related to GHG emissions reduction.

State GHG Reduction Targets

Governor's Executive Order S-3-05

Executive Order S-3-05 (EO S-3-05), issued in 2005, recognizes California's vulnerability to increased temperatures causing human health impacts, rising sea levels, and a reduced Sierra snowpack due to a changing climate. The Executive Order established targets to reduce GHG emissions to 2000 levels by 2010, to 1990 levels by 2020, and to 80 percent below 1990 levels by 2050.

The California Global Warming Solutions Act of 2016 (Senate Bill 32)

Executive Order S-3-15 (EO S-3-15) issued in 2015 established an interim target to reduce GHG emissions to 40 percent below 1990 levels by 2030. In 2016, the Legislature passed Senate Bill (SB) 32, which codified the 2030 GHG emissions reduction target.

Governor's Executive Order B-55-18

Executive Order B-55-18 (EO B-55-18), issued in 2018, established a statewide goal to achieve carbon neutrality as soon as possible, and no later than 2045, and to achieve and maintain net negative emissions thereafter. EO B-55-18 is established in addition to the existing statewide targets of reducing GHG emissions. To achieve this target, remaining emissions must be offset by equivalent net removals of CO₂ from the atmosphere, including through sequestration in forests, soils, and other natural landscapes.

Executive Order N-79-20

Executive Order N-79-20 (EO N-79-20) issued in September 2020 established a statewide goal that 100 percent of in-state sales of new passenger cars and trucks will be zero-emission by 2035, that 100 percent of medium- and heavy-duty vehicles in the State be zero-emission by 2045 for all operations where feasible, and that 100 percent of all drayage trucks will be zero-emission by 2035 where feasible. EO N-79-20 also establishes a goal to transition to 100 percent zero-emission off-road vehicles and equipment by 2035 where feasible. EO N-79-20 directs CARB to develop regulations that will help achieve these goals.

CARB Scoping Plans

The Global Warming Solutions Act of 2006 (Assembly Bill 32, or AB 32) codifies the targets set in EO S-3-05 of statewide reductions to 1990 emissions levels by 2020. AB 32 directs the California Air Resources Board (CARB) to develop and implement a scoping plan and regulations to meet the 2020 target. The initial Scoping Plan was prepared in 2008, and updated in 2013 and in 2017. The Scoping Plan operationalizes the State's GHG reduction targets. The 2017 Scoping Plan recommends that local governments target 6 metric tons of carbon dioxide equivalent (MTCO₂e) per capita per year in 2030 and 2 MTCO₂e per capita per year in 2050. The 2022 Scoping Plan will lay out more strict targets to achieve carbon neutrality by mid-century.

Methane-SLCP Emissions Reductions: Senate Bill 1383

SB 1383 was adopted in 2016 to establish methane emissions reduction targets in a statewide effort to reduce emissions of ~~short-lived climate pollutants (SLCPs)~~ in various sectors of California's economy. The bill codifies CARB's Short-Lived Climate Pollutant Reduction Strategy, established pursuant to SB 605 (Lara, Chapter 523, Statutes of 2014), in order to achieve reductions in the statewide emissions of SLCPs. SB 1383 establishes targets to achieve a 50 percent reduction in the level of the statewide disposal of organic waste from the 2014 level by 2020 and a 75 percent reduction by 2025. This legislation also set statewide emissions reduction targets specifying a 40 percent reduction in methane, a 40 percent reduction in HFCs, and a 50 percent reduction in anthropogenic black carbon below 2013 levels by 2030. The law grants CalRecycle the regulatory authority required to achieve the organic waste disposal reduction targets and establishes an additional target that not less than 20 percent of currently disposed edible food is recovered for human consumption by 2025. SB 1383 is the most sweeping and significant solid waste and recycling related legislation since AB 939 and allows for penalties to be imposed by the State of California on non-compliant cities and counties.

100 Percent Clean Energy Act

The 100 Percent Clean Energy Act of 2018 (Senate Bill 100, or SB 100) sets a State policy that eligible renewable energy and zero-carbon resources supply 100 percent of all retail sales of electricity in California by 2045. SB 100 accelerates California's Renewables Portfolio Standard (RPS) established under SB 350 to increase production of energy from renewable resources. In recognition that California retail sellers are well on their way to achieving the target in advance of the existing deadlines, SB 100 requires providers to supply 50 percent of their electricity from eligible renewable energy resources by 2026 and 60 percent by 2030.

California Climate Adaptation Strategy (2021)

The California Climate Adaptation Strategy outlines priorities for climate adaptation actions and how key state agencies can coordinate to achieve these priorities. While these strategies are primarily used to direct state agency actions, the General Plan acknowledges these priorities and further coordination with state agency priorities can help support local and regional actions to adapt to and reduce impacts from climate change.

Title 24 Building Standards & CALGreen

Title 24 is California's Building Energy Code, and is updated every three years. In 2010, Title 24 was updated to include the "California Green Building Standards Code," referred to as CALGreen. CALGreen requires that new buildings reduce water consumption, increase system efficiencies, divert construction waste from landfills, and install low pollutant-emitting finish materials. CALGreen has mandatory measures that apply to non-residential and residential construction. The most recent 2019 CALGreen code was adopted in 2018 and became effective in 2020. A notable change under this update is the requirement for installation of solar photovoltaics on all new residential buildings. CALGreen contains voluntary Tier 1 and Tier 2 levels, which are designed to exceed energy efficiency and other standards by 15 percent or 30 percent. CALGreen and other California Building Standards Code is adopted under Napa Municipal Code Title 15 Chapter 15.04.

Recycling and Source Reduction

Assembly Bill 341

In 2011, AB 341 set the goal of 75 percent recycling, composting, or source reduction of solid waste by 2020 calling for the California Department of Resources Recycling and Recovery (CalRecycle) to take a statewide approach to decreasing California's reliance on landfills. This goal was an update to the continuing mandate of 50 percent waste diversion set by AB 939.

In 2012, the City formally adopted a Disposal Reduction Policy that mirrored AB 341 at a local level and set a local goal of 75% (or more) of recycling and composting by the year 2020.

Assembly Bill 1826

Adopted in 2014, Assembly Bill 1826 (Mandatory Commercial Organics Recycling) requires businesses that generate organic waste materials (including food, soiled paper, yard trimmings, landscape and pruning waste, and clean wood waste) to separate the material for composting. As of January 1, 2020, composting is mandatory for all businesses that generate two or more cubic yards of waste per week. Per AB 341, recycling is mandatory for all businesses that generate four or more cubic yards of waste per week.

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

The CCS Element most closely furthers the following Napa Community Vision and Guiding Principles:

Guiding Principle 3: Balance local and tourism needs.

Guiding Principle 5: Foster connections to nature and open space.

Guiding Principle 6: Emphasize environmental sustainability.

6.2 Climate Change and GHG Reduction

Climate change refers to a change in the average global climate that may affect wind patterns, storms, precipitation, and temperature. The term "global warming" is often used interchangeably with "climate change," although global warming refers specifically to an average increase in the temperature of the atmosphere. Global warming leads to the multiple impacts of climate change.

GHGs are gases that trap heat in the atmosphere, and by doing so, regulate the earth's temperature. This effect, known as the Greenhouse Effect, is responsible for maintaining a habitable climate. GHGs are released into the earth's atmosphere through a variety of natural processes and human activities. Historically, the climate has been through various warming and cooling cycles, but the current period of global warming is widely attributed to a buildup of GHG emissions from human-made sources that have proliferated and accelerated since the age of

industrialization. According to the Intergovernmental Panel on Climate Change (IPCC), the United Nations body for assessing the science related to climate change, it is virtually certain that global temperatures will continue to increase in the future, raising broad concern about the effects of temperature change on the Earth’s climate.²³ Potential risks from a warming climate include rising sea levels, intense drought and flooding conditions, changing precipitation patterns, expanding desertification, increased wildfire risks, and significant temperature swings.

Even though climate change is a worldwide phenomenon, impacts are felt locally. Sea-level rise can impact tides and lead to rising water levels in the Napa River, potentially causing more severe flooding impacts to areas that have not previously been impacted. Rising temperatures, more intense drought conditions, an increase in soil temperatures, and other changes in climate can result in increased wildfire risk and have a negative effect on viticulture throughout Napa Valley.

In 2009, the US Environmental Protection Agency (EPA) identified six key well-mixed GHGs in the atmosphere that threaten public health and welfare of current and future generations: carbon dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulfur hexafluoride (SF₆). These GHGs are regulated by EPA under the federal Clean Air Act and are tracked from global to local levels. The standard method for reporting and analyzing GHGs is the Global Warming Potential (GWP) methodology developed by IPCC that scales all GHG emissions in terms of CO₂ equivalent (CO₂e). This scale compares the mass of each gas to the same mass of CO₂, which has a GWP of 1.0 by definition. Table 6-1 below lists the GWP of relevant GHGs, their lifetimes, and abundances in the atmosphere.

Table 6-1. Atmospheric Lifetimes and Global Warming Potentials of Key Greenhouse Gases

<i>Greenhouse Gases</i>	<i>GWP (100 years)</i>	<i>Lifetime (years)</i>	<i>2020 Atmospheric Abundance</i>
CO ₂	1	50–200	412.4 ppm
CH ₄	25	9–15	1,879.1 ppb
N ₂ O	298	121	333.0 ppb
HFC-23	14,800	222	18 ppt*
HFC-134a	1,430	13.4	110 ppt
HFC-152a	124	1.5	3.9 ppt*
SF ₆	22,800	3,200	10.27 ppt

*Most current data is from 2014.

ppt = parts per trillion

ppb = parts per billion.

ppm = parts per million.

Sources: Intergovernmental Panel on Climate Change, 2014; Myhre et al. 2013; Blasing 2016; NOAA Global Monitoring Laboratory, 2021.

²³ IPCC. 2021. Climate Change 2021: The Physical Science Basis. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change. Cambridge University Press. Available: <https://www.ipcc.ch/report/sixth-assessment-report-working-group-i/>.

In 2005, the City prepared a local GHG inventory, which quantified all GHG emissions and sinks (a process, activity, or mechanism that removes GHGs from the atmosphere) within the City. This inventory found that total emissions for 2005 were 455,062 metric tons of CO₂e, (MT CO₂e) primarily attributed to transportation sources (such as vehicle exhaust) and building operations (due to energy demand, solid waste generation, and water usage). Emissions by sector from the 2005 GHG inventory are detailed in Table 6-2.

Table 6-2. City of Napa 2005 Community Greenhouse Gas Emissions Inventory (metric tons CO₂e)

<i>Emissions Sector</i>	<i>2005 Emissions (metric tons)</i>	<i>Percent of 2005 Emissions</i>	<i>2020 Emissions (metric tons)</i>
Residential Buildings	106,003	23%	117,765
Commercial & Industrial Buildings	71,120	16%	85,279
Transportation	221,901	49%	277,777
Lawn & Garden Equipment	2,109	<1%	2,343
Construction & Industrial/Commercial Equipment	24,277	5%	29,110
Agriculture/Farming	286	<1%	286
Solid Waste	29,366	6%	32,011
Total	455,062	100%	544,571
Population	74,499		79,278
Emissions per Capita	6.1		6.9

Sources: Napa County Transportation & Planning Agency, Napa Countywide Community Climate Action Framework, Community Review Draft, 2009; California Department of Finance, 2012-2020.

In order to meet statewide GHG emissions reductions targets established by various State legislations including EO B-55-18, EO S-3-05, and SB 32, CARB's Scoping Plan provides guidance for local communities to remain consistent with these goals. According to the Scoping Plan, local agencies should target total emissions of no more than 6.0 MT CO₂e per capita by 2030 and no more than 2.0 MT CO₂e per capita by 2050. A 2040 target of 4.0 MT CO₂e per capita can be interpolated using a linear trajectory in emissions reduction between 2030 and 2050.

As shown in Table 6-2 above, total emissions in the City of Napa are estimated to be about 544,571 MT CO₂e in 2020, which corresponds to 6.9 MT CO₂e per capita. This means that, notwithstanding efforts undertaken in the City since 2005 to reduce GHG emissions, such emissions have increased on a per capita basis, and the City will need to revise this trend ~~the City of Napa will have to continue to reduce its emissions~~ in order to meet the target of 6.0 MT CO₂e per capita by 2030 and comply with statewide goals.

The ~~City seeks~~ City's goal is to be a leader in combating climate change through policies and approaches to reduce its climate impact. Adopting this element is intended to reflect a clear commitment from the City ~~towards~~ taking the necessary steps to advance the global climate change agenda at the local level. Developing strategies to reduce GHG emissions associated with City operations and partnering with other jurisdictions and departments are key elements to

achieving this vision. While the City government can be a leader in sustainability and climate change, reducing GHG emissions at a citywide scale will also require partnerships with businesses and other organizations, and changes in individual behavior. Incorporating sustainable building practices and reducing vehicle emissions are direct ways Napa residents can contribute to reducing their environmental impacts.

6.3 Land Use and Mobility

The layout and distribution of land uses within a city, and the ways that residents and visitors travel between these uses, are key contributing factors towards urban GHG emissions. Changing high-emission land use and mobility patterns, therefore, is key to reducing Napa's carbon footprint and reversing climate change. According to CARB, the transportation sector accounts for well over half of the emissions that contribute to ozone and particulate matter and nearly 40 percent of the GHG emissions in California. Fossil fuel burning vehicles, particularly single-occupancy vehicles, are a major contributor to these emissions. People who live in an auto-centric community are often limited to driving to access their job, goods, services, and schools. While the use of electric or zero-emission vehicles helps to reduce GHG exhaust when compared to fossil fuel engines, these vehicles still contribute to traffic and congestion of roadways.

Human behavior and wealth largely dictate travel choices: If driving an automobile is within financial reach and required to get around, then it will be the primary choice for travel. Most American cities have been designed to accommodate the automobile, which makes it the most convenient method for accessing needed goods and services. However, those who are not able to afford or do not desire to own an automobile, and those that are not capable of driving (such as seniors, children, and people with disabilities), are often left with limited options for accessing services. Creating communities that incorporate alternative and more sustainable modes of transportation (such as walking, biking, or taking transit) that conveniently link residents to goods and services can create a healthier and more equitable city in addition to reducing GHG emissions and the effects of climate change.

People who live within walking distance of everyday goods and services, such as grocery stores, daycares, and restaurants, are more likely to walk to these destinations instead of drive. Similarly, if sidewalks and pedestrian safety are improved, bicycle lanes are safe and connected, and taking transit is easy to understand and use, then more people would be inclined to take these forms of transportation.

Chapter 2: Land Use and Community Design and Chapter 3: Transportation contain extensive sets of goals and policies to reduce Napa's dependency on the automobile and encourage walkable and connected development patterns, which will help to reduce GHG emissions from automobiles.

6.4 Sustainable Built and Natural Environments

Sustainability measures should be implemented at all levels of the built and natural environment in order to have a significant effect upon reducing the adverse impacts of climate change.

Buildings and infrastructure ~~can—should~~ be designed to incorporate conservation and sustainability features that make them more resilient to the impacts of climate change. Incorporating natural sustainability measures into the built environment ~~can—will~~ also help mitigate the severity of climate change by introducing more greenery and natural habitat into the City, and reducing gray infrastructure construction and lifecycle costs. This section summarizes six aspects of the built and natural environment that can incorporate sustainability measures to create a more resilient Napa ~~when and to~~ confronting climate change impacts.

GREEN INFRASTRUCTURE

Green infrastructure is the use of open spaces, permeable pavement, street tree rain gardens, and other natural approaches to capture, infiltrate, and reuse rainwater. As opposed to single-purpose gray stormwater infrastructure—conventional piped drainage and water treatment systems ~~designed to move urban stormwater away from the built environment —which is designed to move urban stormwater away from the built environment,~~ green infrastructure manages excess stormwater flows by incorporating them *into* the existing environment in a more natural and sustainable way, thus reducing strain on infrastructure while delivering environmental, social, and economic benefits.²⁴

In urban areas, when rain falls on non-pervious surfaces like roofs, concrete patios, streets, and parking lots, the water cannot soak into the ground and must be channeled somewhere else—either through the City’s stormwater sewer system, or naturally into creeks—to prevent flooding. As stormwater flows towards a storm drain or water body, it collects pollutants from roads and other sources that can then contaminate major waterways such as the Napa River. During heavy rain events, an excess of non-pervious surfaces can cause flooding, as there is less exposed soil to absorb stormwater. Incorporating green infrastructure in urban and natural areas ~~can—will~~ help reduce these impacts by slowing down and storing water flow, while using plants and soil to help naturally clean and filter the rainwater before it is channeled elsewhere.

There are a variety of green infrastructure strategies that can be woven into a community, ranging from small-scale improvements on individual buildings and streets, to large-scale systems like waterways, open space, and street networks. Green infrastructure strategies include rainwater harvesting, rain gardens, bioswales, planter boxes, permeable pavers, street trees and vegetation, and green streets, parking lots, and roofs. The General Plan ~~supports—promotes~~ usage of green infrastructure strategies to help ~~promote—create~~ a healthier and sustainable urban environment.

SOLID WASTE RECYCLING AND WASTE REDUCTION

A key component of sustainability and combating climate change is reducing physical waste production by recycling materials when possible, and by composting organic materials. When not properly composted, organic material in landfills decomposes and produces a natural byproduct called landfill gas (LFG). According to the U.S. Environmental Protection Agency (EPA), LFG is composed of roughly 50 percent methane (the primary component of natural gas), 50 percent carbon dioxide (CO₂) and a small amount of non-methane organic compounds. Methane is a potent greenhouse gas 28 to 36 times more effective than CO₂ at trapping heat in the atmosphere

²⁴ U.S. Environmental Protection Agency (EPA). “What is Green Infrastructure?”. Accessed via web 5/2021.
<https://www.epa.gov/green-infrastructure/what-green-infrastructure>

over a 100-year period^x, making it a significant contributor to ~~wards~~ global warming and climate change.

Municipal solid waste (MSW) landfills are the third-largest source of human-related methane emissions in the United States, accounting for approximately 15.1 percent of these emissions in 2019.²⁵ In 2019, methane emissions from MSW landfills were approximately equivalent to the GHG emissions from more than 21.6 million passenger vehicles driven for one year, or the CO₂ emissions from nearly 12.0 million homes' energy use in the same time period.²⁶ Methane emissions from MSW landfills currently represent a lost opportunity to capture and use a significant energy resource which is available to the landfill operator and local jurisdiction. There are no landfills located within the City of Napa; most landfill waste generated in the City is transferred to the Potrero Hills Landfill in Solano County.

Recycling and solid waste services in Napa are currently handled by the City's Solid Waste and Recycling Division (SWRD). The City owns the Napa Recycling and Composting Facility, which is operated by a contractor, Napa Recycling and Waste Services, LLC (NRWS). NRWS owns and maintains the trucks that collect municipal solid waste, recyclables, and compostable materials.

Since the SWRD provides recycling and solid waste services to both the City government and the community, it plays a dual role of seeking to reduce solid waste in City operations, as well to implement policies that reduce solid waste in the community at-large. From a City government perspective, emissions from solid waste accounted for less than three percent of the City's total 2010 GHG emissions, but this relatively small number can have a large impact given the harmful gases that are released in the form of LFG. The SWRD provides the infrastructure and support to implement the City's Disposal Reduction Policy and meet the City's and State's mutual goal of diverting waste from landfills.

The concept of "zero waste" is frequently discussed in progressive waste management operations, and is commonly thought to be achieved when the landfill diversion rate is greater than 90 percent. A diversion rate is the percentage of waste materials that are diverted from a landfill and recycled, composted, or re-used instead. The General Plan ~~supports-promotes~~ efforts to achieve a high diversion rate over the next few years and maintain ~~one-it~~ throughout 2040. In Napa, the SWRD has already instituted multiple programs and policies that have brought the City and the community closer to zero waste ~~as an attainable objective~~, including the Disposal Reduction policy, which ~~establishes-established~~ a goal of 75 percent diversion or greater. These programs and policies are outlined in the Napa Sustainability Plan for both City and household practices. ~~xx~~

WATER USE EFFICIENCY AND CONSERVATION

With drought conditions lasting longer throughout California and likely worsening due to climate change, using water efficiently and conserving it when possible is critical to achieving a healthy, livable, sustainable, and resilient community. The City operates three water treatment facilities,

²⁵ U.S. Environmental Protection Agency (EPA). "Landfill Methane Outreach Program" Accessed via web 5/2021.
<https://www.epa.gov/lmop/basic-information-about-landfill-gas>

²⁶ Ibid.

providing safe and reliable water to more than 86,000 people in the City and adjacent areas. The City's water is derived from three sources: Lake Hennessey, Milliken Reservoir, and the State Water Project (SWP); most of the City's local water is received through the SWP allotment. During peak summer demand, all three sources are tapped, and the associated water treatment plants run at near-full capacity. The City currently does not rely on groundwater for potable water needs.

There are two key factors affecting the City's water demand that are outside of the City's control – individual usage and the region's Mediterranean climate. The climate, normally characterized by hot dry summers and cool moist winters, can cause considerable swings in water demand between July and January. This fluctuation is primarily driven by landscape irrigation needs that represent more than half of the City's annual water demand – needs that could partially be met by using recycled water, as supported by the General Plan. In recent years, unpredictable weather patterns have made it particularly difficult to plan for, or adjust to, changing conditions. Over the horizon of the General Plan, the climate may play an increasingly impactful role on water usage and will require close attention.

Water conservation protects a precious natural resource, reduces wear and tear of City infrastructure and treatment facilities, and decreases the amount of energy needed to pump and treat water. In 2010, 20 percent of the electricity consumed to support all City operations was used to treat and transport water. The General Plan ~~supports-promotes~~ continuing efforts to reduce water consumption to ~~promote-maintain~~ a resilient water supply, and encourage responsible and sustainable water usage throughout the City.

ENERGY GENERATION AND SECURITY

The relationship between wildfires, climate change, and energy security presents a complex problem in Napa, and throughout California. High temperatures, extreme dryness, and record-high wind speeds have combined to create unprecedented wildfire risks in California. These conditions are likely to worsen due to climate change impacts over the next 20 years. Wildfires can be caused by several sources, including downed electrical transmission lines, which was the cause of the 2019 Kincade Fire in Sonoma County that burned over 77,000 acres of land.

To reduce the risk of such wildfires, the energy provider Pacific Gas and Electric Company (PG&E) has instituted Public Safety Power Shutoffs (PSPS) when the weather forecast indicates that people's safety, lives, homes, and businesses may be in danger. As the City relies on PG&E for its gas and electrical needs, Napa residents can be affected by PSPS, including power outages during extreme weather conditions. The General Plan ~~supports-contains~~ policies to help ensure that Napa residents have access to power even during PSPS and other power outages. Supplementing energy provided by PG&E with local, sustainably-produced electricity is one method to improve energy security and resiliency.

According to the City's most recent GHG inventory conducted in 2005, energy consumed in residential, commercial, and industrial buildings accounted for 39 percent of Napa's total GHG emissions in 2005 with another 50 percent of total emissions from transportation uses. While this is a significant portion of Napa's overall emissions, reducing energy ~~in-demand from~~ new and existing buildings is one of the most cost-effective strategies for lowering GHGs, as the cost of upgrades and retrofits can be offset by energy savings realized over time. Managing energy

consumption in facilities that are owned and operated by the City is a key component to reducing GHG emissions by reducing energy used to power City facilities, parks, streetlights, and traffic signals, manage stormwater, and treat and transport water.

To reduce energy consumption in existing buildings, programs have been developed by PG&E, the City, State agencies, the federal government, and other entities that offer rebates and incentives on energy efficient products, home energy audits, and other energy-saving measures. Although there is not yet widespread community participation in these programs, as energy prices rise, homeowners and business owners may recognize opportunities to save energy and money by taking advantage of these programs.

Napa is part of the Marin Clean Energy (MCE) Community Choice Aggregation program, which offers an opportunity for Bay Area communities to choose renewable electricity options. Property owners in Napa, Marin, Solano, and Contra Costa counties can sign up through MCE to receive sustainably produced electricity from renewable resources, like solar, wind, bioenergy, small hydroelectric, and geothermal heat. While MCE offers a sustainable choice in energy generation, electricity is provided through the PG&E grid, making it susceptible to PSPS blackouts. Incorporating a City or community-wide microgrid system into the City infrastructure would help reduce impacts from PSPS blackouts.

Callout box: What is a Microgrid?

A microgrid is a local electricity transmission grid that has control capability, meaning that it can disconnect from the traditional grid and operate autonomously. The energy grid is a system of electrical cables and infrastructure that connects homes, businesses, City resources, and other buildings to central power sources which allow us to use appliances, heating/cooling systems, lights, and electronics. However, this interconnectedness means that when part of the grid needs to be repaired or is shut down due to public safety reasons, everyone is affected.

This is where a microgrid can help: A microgrid generally operates while connected to the main grid, but importantly, it can disconnect and operate on its own by using local energy generation in times of crisis, such as storms, power outages, and other reasons. A microgrid can be powered by distributed generators, batteries, and/or renewable resources like solar panels. Depending on how it is fueled and how its requirements are managed, a microgrid might run indefinitely. Integrating microgrids into the larger electricity grid can help meet the sustainability goals of a community while having a more secure and resilient energy network.

Source: U.S. Department of Energy. "How Microgrids Work." Accessed via web 5/2021. <https://www.energy.gov/articles/how-microgrids-work>

GREEN BUILDING

There are also a number of building standards aimed at reducing energy consumption. CALGreen serves as the basis for the design and construction of buildings in California. Title 24 is the section of CALGreen focused on energy efficiency standards for residential and non-residential buildings. The latest iteration of California Title 24, Part 6, went into effect Jan. 1, 2020, and requires that

all new buildings achieve Net Zero Energy (NZE) levels by 2020 for residences and 2030 for commercial buildings. Title 24 governs building standards relating to energy use, including building envelope measures, mechanical systems, and process power loads, as well as indoor and outdoor lighting (governed by Section 130 of Part 6). Along with the American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE) Standard 90.1 and the International Energy Conservation Code (IECC), Title 24, Part 6, these regulatory schemes comprise California's three major systems for measuring and controlling buildings' energy performance.

For green buildings and energy consumption, NZE means that a building generates enough electricity to offset other energy uses over the course of a year, resulting in a net zero energy usage. Most of the time, these buildings are connected to a larger electric grid to gain extra energy when needed, or to sell excess energy back into the grid when not needed. "Net positive" is similar to net zero, but refers to even more stringent energy efficiency: Over the course of the year, a net positive building generates more electricity than it uses, ~~therefore~~ sending additional electricity back into the grid for other users. The General Plan ~~supports~~ promotes efforts to develop new, sustainable buildings in correspondence with CALGreen building codes to reduce energy demand, promote resource conservation through improved building design, and encourage existing buildings to adapt to these sustainability practices. Building standards and regulations are addressed in the Napa Municipal Code Title 15, with amendments to the CALGreen building code under Section 15.04.090. Taking these actions will reduce GHG emissions from buildings and help Napa fight the impacts and severity of climate change.

URBAN FOREST

The City's urban forest—Napa's public and private trees—provides a variety of critical ecosystem services, myriad environmental and public health benefits, and a key to combating the impacts and severity of climate change. However, trees in cities face a variety of threats that can reduce these benefits, such as drought or conflicts with grey infrastructure, and can increase expenditures for pruning, removal, and replacement. In order to establish and maintain the many benefits provided by an urban forest, a community's trees need to be well planned ~~for~~ and managed over the long term. Unlike most other urban infrastructure, the value of the urban forest generally increases over time.

Environmental benefits of the City's urban forest include:²⁷

- **Improved Air Quality.** Urban forests improve air quality by reducing atmospheric carbon dioxide levels and absorbing air pollutants. Trees can directly sequester carbon dioxide as woody and foliar biomass while they grow.
- **Improved Water Quality.** Urban forests reduce stormwater runoff, thereby slowing the flow of pollutants into streams, lakes, and oceans. As a result, water runoff from storms can be more readily absorbed by soil.

²⁷ U.S. Forest Service. Research Topics: Value of Urban Forests. Accessed via web July 2021.
https://www.fs.fed.us/psw/topics/urban_forestry/research/index.shtml

- **Reduced Energy Use.** Healthy urban forests have the ability to cut heating and air conditioning use, resulting in reduced costs and lower atmospheric emissions from power plants. Tree shade reduces air temperature and the amount of radiant energy absorbed and stored by built surfaces. Additionally, trees reduce the velocity of wind, slowing the infiltration of outside air. Research shows that properly selected, located, and managed trees can drastically reduce City and residential energy costs and lessen our reliance on new power plants.
- **Provide Habitat for Wildlife.** Both urban and suburban vegetation have the capacity to provide habitat for birds, pollinators, and other wildlife. This is important due to the role birds and other wildlife play in their contribution to ecosystem functioning.
- **Reduced Heat Island Effect.** An urban forest can mitigate the urban heat island effect through evapotranspiration and by providing shade.

Callout box: What is the heat island effect?

The heat island effect is a phenomenon where urbanized areas experience higher temperatures than outlying areas. Structures such as buildings, roads, and other built infrastructure absorb and re-emit the sun’s heat more than natural landscapes such as forests and water bodies. Urban areas, where these structures are highly concentrated and greenery is limited, become “islands” of higher temperatures relative to outlying areas. Daytime temperatures in urban areas are about 1–7°F higher than temperatures in outlying areas, and nighttime temperatures are about 2–5°F higher.

Source: U.S. Environmental Protection Agency. “Heat Island Effect.” Accessed via web July 2021. <https://www.epa.gov/heatislands> and <https://www.epa.gov/heatislands/learn-about-heat-islands>

In addition to the health benefits realized through the protection and promotion of the environment, urban forests also create more livable cities by supporting a number of other public benefits: improved physical and mental health of residents, increased social interaction, economic sustainability, and even the reduction of crime and public safety.²⁸ In the built environment, trees can be used as part of NZE building design by helping regulate indoor temperatures, thus reducing energy costs associated with air conditioning. Trees also provide shade along streets and sidewalks, which reduces ambient temperatures in the City while providing a comfortable environment for pedestrians and bicyclists. The urban forest can play a role in meeting carbon reduction mandates required by the Global Warming Solutions Act of 2006. In short, trees can improve the environment, human health, and quality of life in urban environments for both Napa residents and visitors.

²⁸ University of Washington. Green Cities: Good Health. Accessed via web July 2021. <http://depts.washington.edu/hhwb/>

The City has long been committed to fostering a strong tree canopy, and has been recognized by the National Arbor Day Foundation as a Tree City USA since 1990. There are several City ordinances that protect both public and private trees: These regulations are included in Napa's Street Tree, Protected Native Tree, and Significant Tree Programs. The Parks, Recreation & Trees Advisory Commission works with City staff and advises the City Council on all issues involving trees, both public and private, throughout the community.

Information on urban forest structure, function, and value can inform planning and management. Managing the City's urban forest to be healthy and resilient requires a clear understanding of current conditions and threats – as such, ~~the General Plan calls for the preparation of it is recommended that~~ an Urban Forestry Master Plan ~~be developed. The General Plan and~~ includes policies for urban forestry that are designed to further the development of a healthy urban forest, and promote sustainability, human comfort, public health, and well-being. Napa's existing tree canopy (2016) covers about 22 percent of the community and is shown in Figure 6-1. This figure uses data from the United States Forest Service (USFS) to map areas that do not have sufficient tree coverage. A long-term tree canopy coverage goal will be established as part of ~~an the~~ Urban Forestry Master Plan.

Figure 6-1

6.5 Goals and Policies

Goals and policies that seek to reduce the City’s contribution to global climate change and the City’s vulnerability to climate change impacts are outlined below and organized into topics. While the following goals and policies relate to reducing/adapting to the impacts and severity of climate change, other elements throughout the General Plan incorporate sustainable practices as part of the City’s commitment to a sustainable future. Chapter 2: Land Use and Community Design, Chapter 3: Transportation, and Chapter 7: Natural Resources Conservation provide further direction on their respective topics. Appendix A contains “implementing programs” intended to implement the goals and policies in this section.

CLIMATE CHANGE AND GREENHOUSE GASES (GHG) REDUCTION

GOAL CCS-1: Further the City’s sustainability initiatives to reduce the community’s GHG emissions, and foster green development patterns – including buildings, sites, and landscapes.

CCS 1-1 ~~Seek to achieve~~Implement immediate and sustained actions in support of achieving net zero climate pollutants from public and private operations within the City by 2030 and carbon neutrality by 2040, which is five years sooner than what is established under Executive Order B-55-18.

CCS 1-2 ~~The City should lead~~Ensure that the City leads by example in managing its local government operations to reduce GHG emissions and promote sustainable environmental practices. Components of this strategy may include:

- ~~Develop~~Developing plans for the ~~reduction-elimination~~ of fossil fuel consumption through all aspects of local government operations, including construction, purchasing, and ongoing operations.
- ~~Require~~Requiring new or substantially renovated municipal facilities to achieve zero net energy and ultra-low water consumption, incorporate cost-effective strategies for reducing greenhouse gas emissions, conserving energy and water, and utilizing sustainable construction practices.
- ~~Reduce~~Reducing solid waste from City operations.
- Allocating staff resources to provide oversight of CC&S goals and policies.

CCS 1-3 Partner with local, regional, and County agencies and utility companies to achieve GHG reduction targets. Efforts for this include:

- Support local efforts to market programs, and conduct community outreach through schools, non-profit groups, community organizations, and the business community to increase participation in GHG reduction efforts.

- Partner with the Napa Valley Unified School District, private schools, community-based non-profit organizations, and others to undertake public outreach and education efforts that broaden community involvement in reducing GHG emissions.
- Foster and build public/private partnerships that help achieve greater energy efficiency and reduce GHG emissions.

CCS 1-4 Expand local awareness of actions that residents and businesses can take to reduce climate impacts. Actively seek grants, and continue to provide community outreach and robust education through partnership opportunities with City residents. Develop an open data Community Climate Dashboard to engage residents in progress and accomplishments toward goals.

CCS 1-5 Work collaboratively with regional agencies and other partners to develop a Climate Action Plan to address the GHG reduction goals of Executive Order B-55-18, Senate Bill 32, ~~and~~ Executive Order S-03-05, and City of Napa Resolution R2022-030.

The Climate Action Plan could serve as a Qualified GHG Reduction Strategy to ensure that the City is in compliance with State targets for GHG emissions.

LAND USE AND MOBILITY

GOAL CCS-2: Promote Napa as a network of interconnected neighborhoods with compact, walkable development patterns that are integrated with a sustainable mobility system that emphasizes walking, biking, or taking transit.

CCS 2-1 Support programs to reduce auto-dependency and GHG emissions from personal vehicles. Efforts for this include:

- Establish regulations to limit expansion of fossil fuel service stations and uses of drive-through windows, including limitations on drive-through restaurants.
- Initiate programs that encourage car-free tourism through incentives, outreach, awareness, and by creating a bicycle and pedestrian-friendly environment.
- Establish programs to reduce vehicle miles traveled (VMT), such as transportation demand management.
- Support the expansion of Park and Ride areas and other support facilities to encourage use of public transportation, including Napa Valley Transportation Authority's (NVTa) on-demand service, and car and van pooling. Expand ~~programs that encourage the installation of~~ electric vehicle charging infrastructure and support programs that encourage transition to Zero-Emission Vehicles (ZEVs).

- Support programs to install bike racks in new developments, commercial areas, and within Downtown Napa and the Oxbow district.

- CCS 2-2 Promote increased transit service and ridership in Napa and connections with County transit services, including by implementing transportation plans in accordance with the NVT Countywide Transportation Plan.
- CCS 2-3 ~~Study options to transition~~ Establish a schedule for transitioning the City's vehicle fleet, starting with small and mid-size vehicles, to vehicles that are 100 percent electric or powered by clean, renewable energy.
- CCS 2-4 Support programs that help businesses and organizations switch from fossil fuel-powered fleet vehicles to vehicles powered by clean, renewable energy sources.
- CCS 2-5 Establish programs for the public street system to reduce VMT and promote more sustainable modes of transportation. Consider VMT and alternative modes of transportation in the design of street extensions, connections, and right-of-way controls at intersections, and when monitoring and adjusting traffic signals.
- CCS 2-6 Encourage alternatives to City employees' use of single-occupancy vehicles by providing bicycle racks, preferential parking permits for carpools and vanpools, commuter information, and other incentives.

SUSTAINABLE BUILT AND NATURAL ENVIRONMENTS

Green Infrastructure

GOAL CCS-3: Promote cost-effective, natural methods to improve the City's infrastructure and resilience to climate change, while furthering Napa's goal of a healthier and more sustainable urban environment.

- CCS 3-1 ~~Study and incorporate~~ Incorporate green infrastructure practices to reduce pollution runoff into the Napa River, reduce stress on stormwater systems, recharge underground aquifers, and reduce urban heat island effects, while promoting greenery in the community.
- CCS 3-2 Require stormwater management techniques that minimize surface water runoff in public and private developments. Utilize low impact development techniques such as bioswales and other best management practices to manage stormwater. Promote technologically advanced stormwater management systems and practices where land area is limited.
- CCS 3-3 Install a BioEnergy system at the City of Napa Materials Diversion Facility to reduce solid waste generation and produce renewable energy through the conversion of biomass.

- CCS 3-4 Develop standards for, and encourage, recycled (grey) water use and stormwater capture systems in new and existing developments, and in areas that do not impact groundwater quality.

Solid Waste Recycling and Waste Reduction

GOAL CCS-4: **Further the City's Solid Waste & Recycling Division goals to promote recycling, composting, and source reduction services for residential and commercial uses to divert 75 percent (or more) of waste from landfills by 2035 and maintain diversion at 75 percent or greater through 2040.**

- CCS 4-1 Create and support other programs, such as the Napa County Green Business Program and the green restaurant program, that help achieve the 75 percent or greater overall waste diversion goal. Recognize and incentivize commercial recycling and waste diversion including elimination of non-recyclable and non-compostable takeout ware.
- CCS 4-2 Establish a comprehensive, user-friendly recycling program that involves all City operations. Recover 75 percent to 85 percent of all waste generated at City operations.
- CCS 4-3 Continue to develop a zero waste strategy for City operations and for permitted events.
- CCS 4-4 Use organic waste (green waste, food waste, agriculture waste, and timber waste) for energy production.

Water Use Efficiency and Conservation

GOAL CCS-5: **Ensure that Napa residents are prepared for climate change-induced drought conditions by reducing water consumption and promoting resilient water supplies.**

- CCS 5-1 Continue efforts toward water conservation and recycling to meet the City's SB 606/AB 1668 Urban Water Use Objective (2018 Making Water Conservation a California Way of Life legislation).
- Although Napa does not rely on groundwater, and projects adequate water supplies to meet growth needs, ensuring that development does not reach the limits of potential supply would ensure resiliency.*
- CCS 5-2 Strengthen water conservation measures and water conservation education that result in significant reductions in local water use and the protection of local water resources.

- CCS 5-3 Provide education, technology, and financial incentives to promote efficient indoor and outdoor residential water use, and adoption of best management practices for commercial, industrial, and institutional water users.
- CCS 5-4 Strengthen water distribution system operations and leak detection to meet the City's SB 555 Water Loss Performance Standard of 20% reduction in urban per capita water use.
- CCS 5-5 Support expansion of the Napa Sanitation District's recycled water service within the City's service territory and explore options to use reclaimed and recycled water for any necessary irrigation of public parks and greenbelts.
- CCS 5-6 Continue to reduce energy use by promoting domestic water conservation and requiring water-efficient landscape improvements associated with new construction.
- CCS 5-7 Encourage responsible and sustainable agricultural and landscaping practices.
- ~~CCS 5-8~~ Promote a program to encourage neighborhood tree planting and water-efficient landscaping or xeriscaping strategies.

~~CCS 5-8~~ ~~CCS 5-9~~ Promote initiatives to establish infrastructure for potable recycled water.

Energy Generation and Security

- GOAL CCS-6:** **Considering power shutdowns that affect the Napa community, promote sustainable energy generation practices and further develop energy security that is resilient to wildfire and related climate disasters.**
- CCS 6-1 Establish programs to evaluate new projects on their contribution to community resiliency toward climate disasters.
- CCS 6-2 Promote renewable energy generation and storage to decrease reliance on outside sources, and minimize impacts from public safety power shutdowns.
- CCS 6-3 Incentivize solar panel deployment beyond the State's mandates. Establish guidance regarding the placement of solar panels to minimize impacts to aesthetic resources.
- CCS 6-4 Promote renewable energy generation on City-owned sites and the deployment of micro-grids for energy independence and lifeline operations in the event of power shutdowns.
- CCS 6-5 Evaluate technologies to reduce reliance on fossil fuel-powered backup generators and study programs to transition to more climate-friendly options—

including battery storage, solar-powered generators, and small-scale wind turbines—in appropriate areas.

CCS 6-6 Adopt renewable energy production standards for the City based on quantifiable measures that increase per capita renewable generation levels.

GOAL CCS-7: Implement programs and work with jurisdictional partners to increase sustainable energy production and energy security.

CCS 7-1 Pursue State, regional, and federal funding programs designed to reduce energy demand through conservation and efficiency.

CCS 7-2 Conduct audits, and regularly monitor the effectiveness of City and County energy efficiency implementation measures and adapt them to meet targets.

CCS 7-3 In support of countywide energy generation efforts, increase local renewable energy generation.

CCS 7-4 Promote alternative modes of electricity generation—such as wind, solar, biomass, geothermal, and hydroelectric—and invest in electric storage infrastructure at the citywide level.

CCS 7-5 Promote alternative modes of electricity generation on City-owned lands.

CCS 7-6 Partner with the County of Napa to implement an AB 811 program that makes funding available to residential and commercial property owners seeking to improve their properties to conserve energy and water, and/or install solar systems to generate solar energy.

CCS 7-7 Increase installation of electric vehicle charging stations with funding from State and federal sources.

CCS 7-8 Convert street lighting, water pumping, water treatment, and other energy-intensive operations to more efficient technologies.

CCS 7-9 Work with the Pacific Gas & Electric Company and the California Public Utilities Commission on undergrounding utilities, with goals to reduce fire risk, modernize the cable network, minimize network downtime, and reduce the range of electromagnetic fields.

CCS 7-10 Incentivize the use of on-site renewable energy generation for new and existing buildings.

Green Building

GOAL CCS-8: Support the City’s vision of a sustainable community by promoting efforts to reduce energy demand, ~~reduce GHG emissions, and resource conservation~~ conserve resources through improved building design.

CCS 8-1 Support use of the California Green Building Standards Code (CALGreen) to reduce energy demand and promote resource conservation through improved building design. Encourage existing buildings to adapt to CALGreen sustainability practices.

CCS 8-2 ~~Seek to incorporate~~ Incorporate net zero energy or net positive design in City-owned new and renovated buildings.

CCS 8-3 Encourage roofing design and surface treatments (e.g., “cool roofs”) that reduce the heat island effect of new development, and support reduced energy use, reduced air pollution, and a healthy urban forest. Connect businesses and residents with cool roof rebate programs for new and retrofitted roofs through City outreach efforts.

Urban Forest

GOAL CCS-9: Celebrate Napa as a Tree City USA and focus efforts to maintain and expand the urban forest.

CCS 9-1 Support development of a Citywide Urban Forest Master Plan, or similar document, to provide detailed information, recommendations, and timelines to effectively manage and grow the City’s tree canopy.

CCS 9-2 Prioritize planting trees in areas identified in the Urban Forest Master Plan in order to maximize the benefits of urban heat island reduction, and pedestrian and bicyclist shade and comfort.

CCS 9-3 Assess locations that would benefit from additional tree coverage and greenery, such as historically marginalized, tree deficient, or neighborhoods with vulnerable populations to provide buffering from air and noise pollution.

CCS 9-4 Utilize trees and vegetation as part of green infrastructure strategies along major roadways and areas with large impervious pavement surfaces to slow rainwater discharge in the Napa River watershed, provide flood-hazard reduction benefits, and help clean the stormwater.

CCS 9-5 Develop a program to finance, manage, and expand the City's street tree canopy as a valuable ecological and public health resource, especially along key corridors with potentially less coverage. Future study areas for a Citywide Urban Forest Master Plan include: Lincoln Avenue between Jefferson Street and Soscol

Avenue, Jefferson Street between Claremont Way and Pueblo Avenue, and Soscol Avenue between Lincoln Avenue and Third Street. *See Figure 6-1 and Chapter 9: Public Health and Equity for additional information.*

GOAL CCS-10: Promote efforts to educate property owners, businesses, and residents about the benefits of trees.

- CCS 10-1 Support and promote the Napa Green Certified Winery Program and the Napa Green Certified ~~Land~~-Vineyard Program.
- CCS 10-2 Recognize the importance and benefits of maintaining and improving the City’s urban forest, including community, environmental, and economic benefits that range from increasing property values to providing ecological services such as stormwater mitigation, air pollutant removal, and carbon sequestration.
- CCS 10-3 Identify Arbor Day and other community engagement strategies/partnerships to increase citizen awareness and participation in urban forestry management.

GOAL CCS-11: Support efforts for carbon sequestration to help mitigate and reverse the impacts and severity of global warming.

- CCS 11-1 Assess the impact of land use changes, new open space, agriculture, tree planting, and urban development on carbon sequestration.
- CCS 11-2 Work with the Napa County Resource Conservation District and other local organizations to develop a program for increasing the amount of carbon sequestered in Napa’s parks, open space, and riparian areas.

7 Natural Resources Conservation

Napa Valley is endowed with a rich array of natural resources, including the Napa River and other waterways; wetlands including the vast Napa Marsh; and woodland, grassland, and chaparral that provide habitats for a wide range of plant and animal life. These resources are vital components of the City's setting and identity. Protecting these natural resources is a high priority for residents.

While the majority of the City has been developed, and many of the existing natural resources have been preserved, this General Plan outlines policies to ensure that these resources remain vibrant and sustainable.

7.1 Background and Purpose

The Natural Resources Conservation (NRC) Element seeks to protect the City's natural resources—water, vegetation, wildlife, open space, and air—to improve the quality of life and overall environmental well-being of the community.

The NRC Element has connections to other elements of the General Plan, including the discussion and policies regarding water supply, conservation, urban forest, and recycling included in the Climate Change and Sustainability Element; and the discussion and policies regarding parks, facilities, trails, and water supply covered in the Community Services, Parks, and Recreation Element. Napa's urban forest is also addressed in Chapter 6: Climate Change and Sustainability and Chapter 9: Public Health and Equity. Goals and policies that will form the basis of the Natural Resources Conservation Element in the General Plan are provided in Section 7.5.

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

The NRC Element most closely furthers the following Napa Community Vision and Guiding Principles:

Guiding Principle 5: Foster connections to nature and open space.

Guiding Principle 6: Emphasize environmental sustainability.

"Foster connections to nature and open space" speaks to connections between urban and natural systems not only within the City, but also open spaces and conservation areas that extend beyond the City Limits and the City's Rural Urban Line (RUL).

"Emphasize environmental sustainability" is an intrinsic component of all elements of the General Plan. The very same policies that further sustainable development and natural resource conservation also enhance quality of life and public health, increase energy efficiency, eliminate waste, enhance biological resources, and further other initiatives central to this General Plan.

7.2 Biological Resources and Open Space for Conservation

HABITAT AND WILDLIFE

Biological resources include not only the plants, trees, animals, fish, birds, and microorganisms present in the urban and natural environment around us, but also the water, soil, habitats, and ecosystems that make up the ecological community in which we live. The richer the diversity of life around us, the greater the opportunity for healthy living, economic development, and adaptive responses to new challenges such as climate change.

While the City is largely urbanized, there are four primary habitat types in the Planning Area that are known to be used by sensitive plant, animal, and fish species: Riparian; Aquatic; Wetlands; and Woodland, Grassland, and Chaparral. These habitat types are described in the callout on page 7-4. Since much of the natural habitat within the City has been developed through urban growth, many historical animal and habitat corridors no longer exist, and much of the remaining natural habitat is found in unincorporated Napa County surrounding the City. As such, it is important to conserve and restore the Planning Area’s remaining natural areas—especially along the Napa River and its tributaries—and to respect and protect the wildlife that moves throughout the City. Figure 7-1 shows the sensitive species and habitats found in Napa; further information can be found in the General Plan’s Environmental Impact Report.

Side Note Box/callout: Habitat Types in Napa

Riparian Habitat. *Riparian habitat consists of trees, shrubs, herbaceous plants, and grasses that grow along watercourses that are both year-round and seasonal. Many species depend upon the riparian vegetation along the Napa River and its tributaries for water, food, cover, and nesting sites. The vegetation cover shades the waterways and keeps the water temperature within the range necessary for fish breeding and feeding patterns. At one time, a dense canopy of riparian habitat lined the banks of the Napa River, but today most of the remaining vegetation exists only below the tops of the riverbanks. Expanses of rip-rap protecting the banks in the lower third of the river within the City do not support any substantial vegetation; in other areas, non-native trees have replaced native vegetation.*

Aquatic Habitat. *Aquatic habitat is found in the waters of the Napa River and its tributaries, and in wetland areas. Aquatic areas provide habitat for plants and animals that live in or on water, and also support wildlife that depend on the aquatic environment for feeding, breeding, and protection. The Napa River and its tributaries provide an important habitat for sport fish, including striped bass, sturgeon, catfish, and carp. The Napa River and its tributaries also provide important migration corridors and spawning habitat for anadromous fish, primarily steelhead.*

Wetland Habitat. *In general, a wetland is land that is permanently or periodically saturated by water from tidal action, a rise in river flow, rain, or human action. Marshes, bogs, vernal pools, swamps, baylands, and riparian areas are examples of these wetland habitats. Wetlands are of three general types: freshwater emergent wetlands (ponds, creeks, and upper portions of the Napa River); saltwater emergent wetland (found along the edges of sections of the Napa River*

that are under tidal influence); and seasonal wetlands (seasonal marshes, some creeks, and vernal pools).

Just downstream of Napa, the Napa River broadens and meets the meandering sloughs of the Napa Marsh, a vast (47,000 acre) complex of existing and historic salt marshes. Portions of the Stanly Ranch, the Airport Industrial Area, and other lands south of the City were historically part of this extensive salt marsh, but past filling and flood control projects have greatly reduced its extent.

Because much wetland has already been lost, the enhancement, restoration, rehabilitation, and where practical, expansion of remaining wetland areas is important. Wetland preservation and maintenance can be designed as part of new development projects and public works projects (e.g., flood control). The already-completed Flood Control Project has substantially improved the habitat in the vicinity.

Woodland, Grassland, and Chaparral Habitat: *Grasslands, composed of various annual grasses and herbs, cover much of Napa's remaining undeveloped valley bottomlands, foothills, and south-facing slopes. These areas serve as recharge areas to streams and marshes and provide habitat for wildlife. Grassland vegetation also protects against hillside erosion.*

Chaparral is an evergreen vegetation with typically small, leathery leaves; typical species include manzanita, poison oak, and scrub oak. Many animals depend on the chaparral brush and understory shrubs for food and shelter from predators. Chaparral is also important for preserving soil structure, retaining water, and controlling erosion. The vegetation is particularly susceptible to fire and some species depend on fire for regeneration. Development that fronts along woodland, grassland, or chaparral habitat should be aware of these fire risks, try to mitigate fire risk, and prepare for potential wildland fires.

Blue oak and coast oak are the dominant trees on the west-facing eastern foothills and valley oak is found on the valley floor.

The Napa River and the creeks that run through the City are important to the biodiversity of plant and animal species, as well as an extremely valuable amenity for locals. Therefore, the General Plan seeks to continue efforts to restore, maintain, and improve plant and animal habitat, especially along the Napa River and creek corridors.

Habitats and Resource Conservation Regulatory Context

Federal Endangered Species Act

Under the Federal Endangered Species Act (ESA) of 1973, the Secretary of the Interior and the Secretary of Commerce jointly have the authority to list a species as threatened or endangered (16 U.S.C. § 1533[c]). The ESA protects endangered and threatened species and their habitats by prohibiting the “take” of listed animals, and the interstate or international trade in listed plants and animals—including their parts and products—except under federal permit.

Migratory Bird Treaty Act

The Migratory Bird Treaty Act (MBTA) (16 U.S.C. § 703 *et seq.*) is a federal statute that makes it unlawful “by any means or in any manner, to pursue, hunt, take, capture, [or] kill” any migratory bird or attempt such actions, except as permitted by regulation.

California Fish and Game Code

Under the California Fish and Wildlife Code, the California Department of Fish and Wildlife (CDFW) provides protection from “take” (defined by the U.S. Fish and Wildlife Service as “to harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect or attempt to engage in any such conduct”²⁹) to a variety of species, including Fully Protected species. The Native Plant Protection Act of 1977 (California Fish and Game Code Sections 1900 *et seq.*) gives the CDFW the authority to designate State endangered, threatened, and rare plants, and provides specific protection measures for identified populations. The CDFW also protects streams, water bodies, and riparian corridors through the streambed alteration agreement process under Section 1601 to 1606 of the California Fish and Wildlife Code.

California Native Plant Society

The California Native Plant Society (CNPS) maintains a list of special-status plant species based on collected scientific information. Designation of these species by the CNPS has no legal status or protection under federal or State endangered species legislation. The CNPS Rare Plant Ranking system ranges from presumed extinct species (California Rare Plant Rank (CRPR) 1A) to limited distribution species now on a watch list CRPR 4.

California Natural Community Conservation Planning (NCCP) Act of 1991

The NCCP Act of 1991, California Fish and Game Code Section 2800 *et seq.*, provides a framework for state and local government—as well as private interest effort—plans that address the protection of regional biodiversity and ecosystems. Natural Community Conservation Plans allow for appropriate, compatible economic activity to occur while ensuring the long-term conservation of multiple species.

²⁹ U.S. Fish and Wildlife Service (FWS). 2017 ESA Basics. Available at: https://www.fws.gov/endangered/esa-library/pdf/esa_basics.pdf

Figure 7-1 Sensitive Species and Habitats (Forthcoming, to be inserted when complete)

OPEN SPACE AND NATURAL AREAS

Regional open spaces both within and around the City are integral to preserving a healthy, safe city with a strong sense of place. Ensuring that these open spaces are protected and maintained provides a variety of benefits, including preserving wildlife habitats, wetlands, and riparian areas, and lessening flooding impacts. Natural areas also serve an educational function and provide opportunities for outdoor recreation. Fostering connectivity along key wildlife migration corridors will further support environmental resilience.

All publicly-owned open spaces within the City are designated as parks or greenbelt and described in Chapter 4 Community Services, Parks and Recreation, and privately-owned open spaces are typically established as Agriculture or Greenbelt designations to retain the natural character of the site while allowing for economic use. Some of the parks near the edge of the City act as passive open space and natural areas as opposed to urban parks, which do not include, or may include less, habitat area. Figure 7-2 shows land use designations for agriculture, greenbelt, and open space in the General Plan; parks, which are addressed in Chapter 4: Community Services, Parks and Recreation, are included for reference.

Outside the City Limits, the open agricultural lands of Napa Valley—America’s premier wine-growing region—are flanked by the Vaca Range and Mayacamas Mountains, providing an open space setting for driving, hiking, or bicycling. Agricultural open space also provides habitat and foraging areas for wildlife.

Some of the major open spaces that are the most prominent and valuable within the Planning Area are described below; Skyline Park is just outside Planning Area but still contributes as open space and natural habitat.

1. Alston Park is located at the north-western edge of the City and has 157 acres of passive open space that is used for walking, hiking, running, biking, horseback riding, and both on- and off-leash dog areas.
2. Trancas Crossing Park is a 33-acre river landscape that runs along the Napa River. In addition to providing wetland, grassland, and riparian habitat, the park also offers open meadows and trails for visitors to enjoy.
3. J.F. Kennedy Park, at 350 acres, is a major park and open space amenity, with river access, sports parks, and trails. While Kennedy Park is considered an “active park” with sports facilities and fields, it does have natural areas along the Napa River which provide wetland and riparian habitat, including a waterfowl pond at the mouth of Tulocay Creek.
4. The Stanly Ranch area has a few natural areas, including protected riparian and wetlands habitats that are part of the Stanly Ranch South Wetlands Open Space, as well as commercial agriculture landscape that is used for vineyards.
5. The Westwood Hills Park and the nearby Timberhill Park are located on the western edge of the City in Browns Valley and provide 128 acres of hiking and walking trails in a natural setting, as well as woodland, grassland, and chaparral habitat.

6. South Jefferson Park, comprised of 57 acres of land located at the southern end of Jefferson Street, is anticipated to contain trails and a nature education center to increase local nature access for residents while preserving the open space and natural habitat that currently exists on the site.
7. Skyline Wilderness Park, located within unincorporated Napa County, is a regional open space and natural area that is located on the south-eastern border of the City near the Napa State Hospital. Skyline Wilderness Park is an 850-acre wilderness area that provides natural habitat, hiking, biking, equestrian trails, camping, and access to Lake Marie.

DEVELOPMENT IMPACTS ON PUBLIC LAND

Protecting and enhancing open space and natural resources that are located on public land is an important priority for the City. Chapter 2: Land Use and Community Design describes the location of anticipated development within the Planning Area; new growth is focused along corridors and within existing urbanized areas. Existing publicly-owned parks and open space are maintained as such, as shown in Figure 7-2, and urban development is not anticipated for these areas. As such, there is expected to be very little loss of natural habitat or impacts to natural resources on public lands during this General Plan period.

An increase in new impervious surfaces due to more intensive urban development could affect natural resources by increasing polluted stormwater runoff that would impact water quality within the Napa River and other waterways. The inclusion of Low Impact Development (LID) and green infrastructure strategies outlined in Chapter 6: Climate Change and Sustainability for new projects, in addition to adherence to the Urban Water Management Plan (UWMP) and the Napa Countywide Stormwater Pollution Prevention Program (NCSPPP), would help to mitigate stormwater runoff.

Figure 7-2 Open Space, Agriculture, and Greenbelt Land (designated in the General Plan)

7.3 Air Quality

Clean air is important to community health and quality of life. Air pollution emissions occur daily from a variety of sources in Bay Area communities, including stationary sources (which are single, identifiable sources of air pollution, such as factories) and mobile sources (which are air pollution sources that move, including cars, trucks, marine vessels, farm equipment, and construction equipment).

Air pollution contributes to the greenhouse effect and climate change, and has been linked to adverse community health effects resulting from disease or damage to the lungs, including higher instances of asthma, bronchitis, emphysema, and other respiratory illnesses in communities with higher levels of air pollution. There is also increasing evidence that air pollution contributes to heart attacks and strokes, diabetes, and dementia.³⁰ The health impacts of air pollution are determined by the *concentration* of these pollutants in the air, and the levels and duration of *exposure* that humans have to the pollutants.

Air pollution can pose a particular threat to sensitive populations, such as children—whose lungs are still developing—and older adults, who are more likely to have compounded health risks that put them in a higher risk category for respiratory disease.³¹ Implementing measures to reduce exposure to stationary and mobile sources of air pollution can help reduce residents' contact with air pollution, and support a healthy environment. Creating walkable and complete communities, encouraging walking and biking to access goods and services, switching to electric cars and bikes, and providing incentives to reduce automobile trips are just a few ways that the City can help improve local air quality through transportation and land use changes.

Air quality is monitored and regulated by several regional, State, and federal agencies. The Bay Area Air Quality Management District (BAAQMD) was established by the California legislature in 1955 as the first regional air pollution control agency in the country. BAAQMD is tasked with regulating stationary sources of air pollution in the nine counties that surround San Francisco. The California Air Resources Board (CARB) sets tailpipe and greenhouse gas (GHG) emission standards for cars and other vehicles.

Atmospheric conditions, such as wind speed, wind direction, and air temperature gradients interact with the physical features of the landscape to determine the movement and dispersal of air pollutants. Unique geographic features throughout the state, such as mountain ranges and valleys, define 15 air basins with distinctive regional climates. The Planning Area is situated in the Napa Valley region of the San Francisco Bay Area Air Basin (SFBAAB).

While the City does not have authority to establish emission standards, the General Plan furthers coordinated land use and circulation planning to lessen the need for automobile travel and to encourage sustainable modes of transportation. Additional policies to improve air quality and

³⁰ <https://www.baaqmd.gov/community-health/air-pollution-and-community-health>. Retrieved May 7, 2021.

³¹ For summary of State guidance and laws pertaining to air quality and land use, see California EPA and California Air Resources Board, Air Quality and Land Use Handbook: A Community Health Perspective, 2005.

reduce GHG emissions from multiple sources, including automobiles, are addressed in Chapter 6: Climate Change and Sustainability, and Chapter 3: Transportation.

POLLUTANTS OF CONCERN

Criteria Air Pollutants

Concentrations of ozone, carbon monoxide (CO), nitrogen dioxide (NO₂), sulfur dioxide (SO₂), lead (Pb), and particulate matter (PM₁₀ and PM_{2.5}) are commonly used as indicators of ambient air quality conditions. These pollutants are known as “criteria pollutants” and are regulated by the U.S. Environmental Protection Agency (EPA) and CARB through national and California ambient air quality standards (NAAQS and CAAQS), respectively. The primary criteria pollutants of concern in the Planning Area are ozone (including its precursors, nitrogen oxides [NO_x] and reactive organic gases [ROG]³²), CO, and PM.

Toxic Air Contaminants

Toxic air contaminants (TACs) are a broad class of compounds known to cause morbidity or mortality. Although NAAQS and CAAQS have been established for criteria pollutants, no ambient standards exist for TACs. The primary TACs of concern associated with the Planning Area are fine particulate matter (PM_{2.5}) and Diesel Particulate Matter (DPM). Asbestos is also a TAC of concern, particularly in association with demolition of older buildings and structures. Asbestos is a fibrous mineral, which is both naturally occurring in ultramafic rock (a rock type commonly found in California), and was used as a processed component of building materials. Because asbestos has been proven to cause serious adverse health effects, including asbestosis and lung cancer, it is strictly regulated based on its natural widespread occurrence and its former use as a building material. Geological mapping in California does not indicate the presence of naturally occurring asbestos in the Planning Area; however, naturally occurring asbestos is present in Napa County.³³

EXISTING AMBIENT AIR QUALITY CONDITIONS

Local Criteria Pollutant Monitoring Data

Numerous ambient air quality monitoring stations are located in the SFBAAB to monitor progress toward attainment of NAAQS and CAAQS. One of these monitoring stations is located at 2552 Jefferson Street in Napa.

Attainment Status

Local monitoring data collected by the ambient air quality monitoring stations, such as the Jefferson Street station, are used to designate areas as being in *nonattainment*, *maintenance*,

³² ROG is synonymous with volatile organic compounds (VOC). This term is commonly used to describe compound limits for architectural coatings such as paint.

³³ U.S. Department of the Interior, Reported Historic Asbestos Mines, Historic Asbestos Prospects, and Other Natural Occurrences of Asbestos in California.

attainment, or unclassified regarding NAAQS and CAAQS. Regional air quality in California is overseen by 35 local air districts in the state. In the Planning Area, the BAAQMD administers air quality regulations developed at the federal, State, and local levels. The CARB compiles an emissions inventory for all sources of emissions within Napa County, where the Planning Area is located. This inventory is used by the BAAQMD and CARB for regional air quality planning purposes and is the basis for the region's air quality plans. Napa County is classified as a nonattainment area for the federal and State ozone and PM_{2.5} standards, and a nonattainment area for the State PM₁₀ standard (California Air Resources Board 2015, 2017; U.S. Environmental Protection Agency 2018).^{34,35} The attainment statuses for Napa County, the area applicable to the Planning Area, are shown in Table 7-1.

The California Clean Air Act (CCAA) designates air districts as lead air quality planning agencies, requires air districts to prepare air quality plans, and grants air districts authority to implement transportation control measures. The CCAA also emphasizes the control of "indirect and area-wide sources" of air pollutant emissions and gives local air pollution control districts, such as the BAAQMD, explicit authority to regulate indirect sources of air pollution and to establish traffic control measures. With the SFBAAB, which includes the Planning Area, in nonattainment for multiple pollutants, the BAAQMD is responsible for ensuring that the NAAQS and CAAQS for these pollutants are met. For the purposes of land use planning, the BAAQMD has established advisory emission thresholds to assist lead agencies in the environmental review process required by the California Environmental Quality Act (CEQA), in determining the level of significance of a project's emissions with respect to the NAAQS and CAAQS.

Table 7-1: Attainment Status Designations Applicable to the Planning Area

<i>Criteria Pollutant</i>	<i>Federal Designation</i>	<i>State Designation</i>
Ozone (O ₃) (8-hour)	Marginal Nonattainment	Nonattainment
CO	Attainment	Attainment
PM ₁₀	Attainment	Nonattainment
PM _{2.5}	Moderate Nonattainment (2006)	Nonattainment
NO ₂	Attainment	Attainment
SO ₂	Attainment	Attainment
Lead	Attainment (2008)	Attainment
Sulfates	(No Federal Standard)	Attainment
Hydrogen Sulfide	(No Federal Standard)	Unclassified
Visibility Reducing Particles	(No Federal Standard)	Unclassified

³⁴ California Air Resources Board Area Designations (Activities and Maps), 2018.

³⁵ U.S. Environmental Protection Agency, Current Nonattainment Counties for All Criteria Pollutants, 2018.

<i>Criteria Pollutant</i>	<i>Federal Designation</i>	<i>State Designation</i>
Notes:		
O ₃	=	ozone.
CO	=	carbon monoxide.
PM ₁₀	=	particulate matter less than or equal to 10 microns.
PM _{2.5}	=	particulate matter less than or equal to 2.5 microns.
NO ₂	=	nitrogen dioxide.
SO ₂	=	sulfur dioxide.

Sources: U.S. Department of the Interior, *Reported Historic Asbestos Mines, Historic Asbestos Prospects, and Other Natural Occurrences of Asbestos in California*; California Air Resources Board *Area Designations (Activities and Maps)*, 2018; U.S. Environmental Protection Agency, *Current Nonattainment Counties for All Criteria Pollutants*, 2018.

TAC Inventory

The BAAQMD maintains an inventory of health risks associated with all permitted stationary sources within the SFBAAB. The 2020 TAC inventory data was reviewed during the General Plan update process, and shows that there are 91 stationary sources of TACs in the Planning Area. These sources are largely comprised of diesel-powered generators, gasoline dispensing facilities, and automobile body shops. Some of the TAC sources may be removed or relocated, and some new sources may be added, as a result of the General Plan.

TAC emissions in and around the Planning Area are also generated from mobile sources. The BAAQMD considers roadways with traffic volumes greater than 10,000 average daily traffic (ADT) counts as “high volume roadways,” and recommends that these roadways be included in the analysis of health risks. Currently, roadways located in the immediate proximity of the Planning Area that have ADT greater than 10,000 vehicles include State Route (SR) 12, SR 29, SR 121, and SR 221. Additionally, First Street, Lincoln Avenue, Trancas Street, Coombsville Road, Soscol Avenue, Big Ranch Road, Imola Avenue, California Boulevard, and Jefferson Street, which traverse the Planning Area and are classified as arterial streets in the City, have ADT volumes greater than 10,000.³⁶ These arterial roadways represent sources of TACs in the Planning Area. Highways that pass through the Planning Area represent the greatest mobile source of TACs (primarily DPM from diesel-powered vehicles) due to the high volume of vehicles that travel on these roads on a daily basis. The segments of SR 12, SR 29, SR 121, and SR 221 in and near the Planning Area have annual average daily traffic volumes as high as 37,000, 68,000, 15,000, and 41,500, respectively.³⁷ According to BAAQMD’s screening tools, the lifetime cancer risk associated with traffic on SR 29, the highway with the highest average daily traffic in the Planning Area, for a receptor 10 feet west of the roadway in the Planning Area may exceed 57 cases per million³⁸, or 0.01 to 0.02 percent increase over the lifetime risk of developing cancer of an invasive site, which ranges from one in three for females and one in two for males³⁹.

³⁶ City of Napa Traffic Count Map, 2015.

³⁷ California Department of Transportation, 2015 Traffic Volumes on California State Highways, 2015.

³⁸ Bay Area Air Quality Management District, Highway Screening Analysis Tool, 2011.

³⁹ <https://www.cancer.org/cancer/cancer-basics/lifetime-probability-of-developing-or-dying-from-cancer.html>. Accessed 11/22/2021.

Sensitive Receptors

The NAAQS and CAAQS apply at publicly accessible areas, regardless of whether those areas are populated. Sensitive land uses are generally defined as locations where human populations, especially children, seniors, and sick persons, are located, and where there is reasonable expectation of continuous human exposure according to the averaging period for air quality standards (e.g., 24-hour, 8-hour, and 1-hour). Typical sensitive receptors include residences, hospitals, and schools. As seen in Figure 2-1, the Planning Area consists of a wide array of land uses, including commercial uses, business offices, industrial uses, residential uses, hotels, schools, and parks. Many of the uses in the Planning Area are considered sensitive receptors.

7.4 Water Quality

Access to high quality water is vital for a healthy community. The availability, quantity, and quality of water are vital to plant, animal, and human habitats alike. Water is essential to the development of housing, commerce, industry, and agriculture; provides recreational opportunities; and supports healthy fish and wildlife habitats. The Napa River, its tributaries, and the underlying groundwater aquifer are the major water resources in the Planning Area. The reservoirs and City water systems, including water supply, wastewater and sewer service, recycled water facilities, and storm drain infrastructure are included in Chapter 4: Community Services, Parks and Recreation.

Ground and surface water quality protection is a multi-jurisdictional effort, engaging with various local, County, State, and federal agencies, including monitoring and protection efforts from the State Water Resources Control Board (SWRCB). The City's water supply, groundwater, stormwater, wastewater, recycled water, and wet utility infrastructure plans are covered in an Urban Water Management Plan (UWMP), which is updated every five years. The most recent UWMP was published in 2020.

POTABLE WATER

The City releases an annual Drinking Water Quality Report as part of the Safe Drinking Water Act that discloses potential contaminants and summarizes drinking water quality. Depending on which treatment plant is in operation, the City's source of potable water comes from three sources: Lake Hennessey (treated by the Hennessey Water Treatment Plant), Lake Milliken (treated by the Milliken Water Treatment Plant), or the Barker Slough in the Sacramento Delta via the North Bay Aqueduct (treated by the Edward I. Barwick Jamieson Canyon Water Treatment Plant) provided under the State Water Project (SWP). The City does not rely on groundwater for its municipal water supply.

Every five years, the City conducts Source Water Assessments⁴⁰ to evaluate the quality of the water used as drinking water supply, and to examine activities associated with the specific waterway and its surrounding areas to determine their potential contribution to contamination.

⁴⁰ Copies of the complete assessments are available through the SWRCB DDW, Santa Rosa District Office, 50 D Street, Suite 200, Santa Rosa, CA 95404 or by calling Amy Little, Associate Sanitary Engineer, SWRCB, at (707) 576-2145.

These potential contributors are then compiled into a Vulnerability Summary. Results from the Vulnerability Summaries show that these are the most significant potential sources of contaminants for the City's source waters:

- Lake Hennessey (completed April 2018): Pacific Union College Wastewater Treatment Plant, vineyards, fires, invasive species, potential hazardous material spills due to traffic accidents (on Highway 128 near lake), septic tank systems (in Angwin), and grazing and wild animals.
- Milliken Reservoir (completed April 2018): Fires, vineyards, and grazing and wild animals.
- Sacramento Delta (updated 2017): Recreational use, urban and agricultural runoff, grazing animals, herbicide application, and seawater intrusion.

According to the 2020 Annual Water Quality Report, the City's potable water met all U.S. EPA and SWRCB standards in 2020.⁴¹ While the City's potable water quality meets health and safety standards, having drinking water that smells good and is palatable to drink is important for maintaining community trust in the municipal water system. Water quality an important component of public health and equity.

SURFACE WATER

The SWRCB sets water quality standards for surface water bodies in the Planning Area. These standards determine the total maximum daily load of pollutants which can be discharged into a water body, and are determined based on the beneficial uses of a given water body. Water bodies that are used for habitat or drinking water, for example, are held to more stringent pollution standards. Different standards are also determined depending on whether a water body is tidal or non-tidal.

The Napa River, which is the main waterway within the Planning Area, has the following beneficial uses when tidal: commercial and sport fishing; estuarine habitat; migration of aquatic organisms; rare, threatened, or endangered species; wildlife habitat; contact and non-contact water recreation; and navigation. The beneficial uses of the non-tidal portion of the Napa River include: agricultural supply; municipal and domestic supply; groundwater recharge; cold and warm freshwater habitat; commercial and sport fishing; migration of aquatic organisms; rare, threatened, or endangered species; fish spawning; wildlife habitat; navigation; and contact and non-contact water recreation. Both the tidal and non-tidal portions of the Napa River are listed on the California State Water Resources Control Board's 303(d) List of Impaired Waters, which lists waterbodies that are not meeting, or not expected to meet, water quality standards.⁴²

⁴¹ City of Napa. Annual Water Quality Report. Reporting year 2020. Accessed via web July 2021.

<https://www.cityofnapa.org/DocumentCenter/View/7817/2020-Drinking-Water-Quality-Report-PDF?bidId=>

⁴² State Water Resources Control Board, California Environmental Protection Agency. Integrated Report for Clean Water Act Sections 305(b) and 303(d). 2018. Accessed via web November 2021.

https://www.waterboards.ca.gov/water_issues/programs/tmdl/2018state_ir_reports_final/102020_6_final_stffrpt.pdf

Waterbodies on this list are subject to a total maximum daily load for pollutants or other regulatory action to restore water quality. .

Surface water features in the Planning Area include Salvador Creek, Browns Creek, Redwood Creek, Napa Creek, Tulucay Creek, and Milliken Creek. Salvador Creek, which drains into the Napa River, has the following beneficial uses: cold and warm freshwater habitat; habitat for rare, threatened, or endangered species; fish spawning; wildlife habitat; and contact and non-contact water recreation. Browns Creek, Redwood Creek, Napa Creek, and Tulucay Creek, are all tributaries off the Napa River that share the same beneficial uses: cold and warm freshwater habitat; migration of aquatic organisms; rare, threatened, or endangered species; fish spawning; wildlife habitat; and contact and non-contact water recreation. Milliken Creek, which converges with the Napa River, shares the same benefits as the tributaries above, and additionally serves as freshwater replenishment.

For the tidal portion of the Napa River, a total maximum daily load—the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards—is currently in place for sediment and pathogens relating to agriculture and on-site wastewater systems (septic tanks). The non-tidal portion of the river is also listed for sediment and pathogens relating to agriculture and on-site wastewater systems (septic tanks), and additionally has total maximum daily loads in place for sedimentation/siltation related to agriculture and road construction.

Pollutants in surface water sources can harm fish and wildlife populations, kill native vegetation, foul drinking water supplies, and make recreational areas unsafe and unpleasant. Surface water quality can be affected by the following:

- Coliform bacteria, which is caused by water runoff from failed septic tanks, cattle and horse pastures, and municipal storm drainage which contains pet wastes.
- Excess nutrient pollution, which exacerbates algae growth, and enters the river via urban and agricultural runoff that contains fertilizers. Significant sources are household landscaping, parks, and golf courses.
- Riparian habitat loss due to agricultural clearing, urban development, or as a result of grazing. When vegetation is cleared or a waterway channel modified, such as urban waterway channelization or dredging in the Napa River, the transfer of various pollutants to the waterway is accelerated. Also, water temperatures generally increase as a result of development, which reduces dissolved oxygen levels and adversely affects cold-water fish and other aquatic life. In addition to plant and animal habit, riparian and wetlands vegetation provide benefits to the ecology of the waterway, including energy flow, nutrient cycling, water cycling, improved water quality, and reduced downstream flooding.
- Urban runoff caused by impervious surfaces in urban areas bring additional pollutants into the waterways. Pollutants include sediment, oil, grease, and toxic chemicals from motor vehicles, pesticides and nutrients from lawns and gardens, trash, and increased thermal temperatures from dark surfaces.

Urban runoff management regulations have been established by the RWQCB for implementation by local jurisdictions.⁴³ The goal of the regulations is to prevent the discharge of pollutants into storm drains or directly into rivers and their tributaries. The City is also part of the Napa Countywide Stormwater Pollution Prevention Program (NCSPPP), which seeks to prevent stormwater pollution and to protect and enhance water quality in creeks and wetlands.

GROUNDWATER

Groundwater features in the Planning Area are the Napa-Sonoma Valley basin (Basin No. 2-2) and the Napa-Sonoma Volcanic Highlands basin (Basin No. 2-23), as defined in the San Francisco Bay Basin Plan. Beneficial uses of the Napa Sonoma Valley basin include municipal, industrial (process and service), and agricultural. The Napa-Sonoma Volcanic Highlands basin has no beneficial uses. Although the City does not obtain its water supply from groundwater sources and is an insignificant user of irrigation water from groundwater sources, groundwater quality can have greater impacts to the watershed and affect other areas of Napa County that do rely on groundwater for irrigation and other purposes.

In 2009, Napa County embarked on a countywide project to develop a sound understanding of groundwater conditions and implementing an expanded groundwater monitoring and data management program that can serve as a foundation for future coordinated, integrated water resources planning, and dissemination of water resources information. This effort resulted in the 2012 *Napa County Groundwater Monitoring Plan*,⁴⁴ which sought to formalize and augment groundwater monitoring efforts. In addition, the Napa County Groundwater Sustainability Agency (GSA) oversees groundwater sustainability in the County by creating and carrying out a Groundwater Sustainability Plan (GSP) for the Napa Valley subbasin. As of 2021, the Draft GSP was available for public review, with anticipated adoption in early 2022.⁴⁵ The GSA also releases an annual report about groundwater levels and progress towards implementation programs to assess and maintain groundwater sustainability, in coordination with the reporting requirements under the Sustainable Groundwater Management Act.⁴⁶ Activities that can adversely affect groundwater can occur above or below ground. Above ground, disposal of solid and liquid wastes; horse, livestock, and household pet excrement; fertilizers; pesticides; and sewage sludge can infiltrate the groundwater table. Below ground, abandoned and existing water supply wells can act as conduits for pollutants into the water table.

It is important for the City to support a healthy water table by coordinating with other agencies that oversee groundwater sustainability, and furthering local efforts to maintain the groundwater

⁴³

https://www.waterboards.ca.gov/sanfranciscobay/water_issues/programs/planningtmdls/basinplan/web/docs/ADA_compliant/BP_all_chapters.pdf

⁴⁴ <https://www.countyofnapa.org/DocumentCenter/View/9383/2013-Napa-County-Groundwater-Monitoring-Plan-PDF>

⁴⁵ <https://www.countyofnapa.org/3084/Groundwater-Sustainability-Plan>

⁴⁶

https://www.napawatersheds.org/managed_files/Document/14401/2020%20Annual%20Groundwater%20Report.pdf

recharge process. Recharge occurs by maintaining the floodplains, limiting impermeable surfaces, and by collecting runoff in detention basins and swales.

7.5 Goals and Policies

Goals and Policies that seek to conserve and enhance the City's natural resources are outlined below and organized into the following topics. Following each stated goal are policies that are designed and intended to promote, achieve, and/or implement the stated goal. Together, they prioritize the time and resources that should be focused on policies to conserve and enhance natural resources. Note that italicized text provides background information and considerations for implementation of the General Plan policies. Appendix A contains "implementing programs" intended to implement the goals and policies in this section.

HABITAT AND WILDLIFE

GOAL NRC-1: **Manage natural resources, including riparian corridors, wetlands, and open space areas in and around the City, to preserve and enhance plant and wildlife habitats.**

NRC 1-1	~~Seek~~ <u>Continue efforts</u> to protect and enhance the riparian habitat along waterways in the City and the Napa River.	
NRC 1-2	Review future waterway improvement projects (e.g., flood control, dredging, private development), as well as all development adjacent to the waterways, to protect and minimize effects on the riparian and aquatic habitats.	
NRC 1-3	Support restoration of degraded ecosystems to enhance the natural adaptive capacity of biological communities where feasible.	
NRC 1-4	Encourage native plantings along the river and creek banks to stabilize the banks, reduce sedimentation, reduce stormwater runoff volumes, and enhance aquatic habitats.	
NRC 1-5	~~Seek~~ <u>Promote</u> controlled access points in designated areas to prevent unrestricted public access to riparian habitat.	
NRC 1-6	Support areas of habitat and biodiversity conservation as the River Trail is completed.	
NRC 1-7	Identify and protect wildlife habitat corridors from being severed or significantly obstructed. Prioritize the re-establishment of disconnected habitat corridors wherever feasible, including in conjunction with stormwater management improvements.	
NRC 1-8	Require development projects to provide protection for significant on-site natural habitat whenever feasible, and protect significant species and groves or	

clusters of trees on project sites. Establish and support citywide training and support programs that provide the tools to help existing homeowners associations and residents accomplish habitat protection.

NRC 1-9 ~~Seek-Support~~ educational opportunities for community members to learn about climate risks to habitats and biodiversity, and the need to safeguard these natural systems.

GOAL NRC-2: Recognize and support the preservation of rare, endangered, and threatened species.

- NRC 2-1 Continue to consult with, and refer development proposals in sensitive areas to, State and federal wildlife agencies for review and comment.
- NRC 2-2 As part of development review on sites with sensitives species, require project proponents to either conserve any habitat areas, or identify any feasible means of avoiding any net loss of habitat or habitat value for endangered, threatened, and rare species. Establish programs that provide for the use of off-site mitigation when in the best interest of the public.
- NRC 2-3 Periodically update the City’s record of known locations of rare and endangered species and sensitive habitats, as shown on Figure 7-1.
- NRC 2-4 Educate and involve the public in the stewardship of the Planning Area’s natural resources, and educate property owners on the value of wildlife within the ecosystem. Seek opportunities for partnership with local organizations and the school district.

OPEN SPACE AND NATURAL AREAS

GOAL NRC-3: Develop a balanced and integrated open space network reflecting a variety of considerations—resource conservation, production of resources, recreation, and aesthetic and community identity—as well as connections between various open space components, and compatibility with land use planning.

- NRC 3-1 Maintain land designated as Open Space in Figure 7-2 in natural and/or recreational use and require that development or grading on hillsides (if allowed) preserves the integrity and appearance of natural hillsides and other landforms wherever possible. Development shall conform to the City of Napa Hillside Overlay District requirements with the goal to prevent cut-and-fill and other destructive developmental practices.
- NRC 3-2 Encourage, at the time of any discretionary approval, development in sensitive areas to cluster development, or to build vertically, rather than horizontally, so as to retain natural areas and habitat.

NRC 3-3 Utilize greenways and trails to connect the City's open space network. Additional policies related to trails are included in Chapter 4: Community Services, Parks, and Recreation.

NRC 3-4 Continue to improve and/or create new access to the Napa River for personal watercrafts.

GOAL NRC-4: Support public and private efforts for preserving open spaces and biological environments—particularly unique and fragile biological environments—around the City.

NRC 4-1 Coordinate with Napa County and other agencies to preserve unique and fragile biological environments on unincorporated lands outside the Sphere of Influence (SOI), including areas such as the Napa-Sonoma Marsh.

NRC 4-2 Collaborate with the Napa County Parks and Open Space District to preserve and protect open spaces within and outside of the City, including mutual support in securing resources for open space and habitat preservation.

NRC 4-3 Support the Napa Land Trust and other community or non-profit organizations seeking to purchase privately-held land designated as Agriculture or Greenbelt in the General Plan or other land for habitat conservation, used to further conservation goals such as protecting riparian habitat, expanding/connecting open space, and preserving, protecting, or restoring wildlife corridors.

AIR QUALITY

GOAL NRC-5: Protect air quality within the City and support efforts for enhanced regional air quality.

NRC 5-1 Coordinate with County, regional, State, and federal jurisdictions on air quality standards and seek to adopt local measures.

NRC 5-2 Require that development projects incorporate BAAQMD's Basic Construction Mitigation Measures to reduce construction and operational emissions for reactive organic gases (ROG), nitrogen oxides (NOX), and particulate matter (PM10 and PM2.5).

NRC 5-3 Require contractors to use best management practices (BMPs)— including regular material and vehicle tire watering, covering of stockpiles, phasing or extension of grading operations, suspension of grading during high wind periods, and revegetation of graded areas—to reduce particulate emissions (including PM10 and PM2.5) and dust associated with construction activities.

NRC 5-4 Require all construction equipment to be maintained and tuned to meet appropriate EPA and CARB emission requirements, including use of Tier 4 engines

	in off-road equipment and cleaner heavy-duty trucks to reduce NOX and PM exhaust emission levels.
GOAL NRC-6:	Through various sustainability measures, reduce greenhouse gas (GHG) emissions, fine particulate matter, and black carbon emissions into the air.
NRC 6-1	Encourage new developments to incorporate sustainable building practices to reduce their carbon footprint and impact on the environment, as outlined in the Green Buildings Standards Code and the Napa Municipal Code.
NRC 6-2	Implement regulations that will contribute to an improvement in air quality, and reduction of gases that are harmful to the environment and that cause climate change. <i>Example regulations include eliminating fossil fuels (natural gas) in heating spaces and water for new and significantly renovated buildings.</i>
GOAL NRC-7:	Seek to reduce mobile sources of air pollution by creating denser and walkable neighborhoods, promoting transit-oriented development, and improving bicycle infrastructure, with the goals to reduce the number of miles traveled in cars and improve regional air quality. <i>Additional Goals and Policies related to Goal NRC-7 can be found in Chapter 2: Land Use and Community Design and Chapter 3: Transportation.</i>
GOAL NRC-8:	Protect sensitive receptors from exposure to substantial concentrations of toxic air contaminants (TACs) and associated health risks.
NRC 8-1	Where feasible, require new sensitive receptors (e.g., schools, day care centers, hospitals, and retirement homes) to be set back from highways and other high-volume roads, consistent with the Bay Area Air Quality Management District's (BAAQMD) Guidelines and California Air Resource Board (CARB) recommendations, to reduce health risks associated with exposure to TACs, including exhaust emissions or particulate matter from diesel engines (DPM).
NRC 8-2	For new sensitive receptors, require the installation of indoor air quality equipment that meet Title 24 standards such as high efficiency particulate air (HEPA) filters such as high-efficiency particulate filters if the recommended siting distances cannot be attained.
NRC 8-3	Consider proximity to the nearest sensitive receptors when reviewing potential siting of new land uses within the Planning Area that may emit TAC emissions or odors.
NRC 8-4	<u>Seek-Support efforts</u> to expand the citywide network of air quality monitors.

WATER QUALITY

GOAL NRC-9: Protect and enhance the City's potable water, surface water, and groundwater quality.

- NRC 9-1 Continue to participate in regional efforts to proactively manage surface and groundwater resources and ensure their long-term health and viability, including implementation of the Napa-Sonoma Valley Groundwater Subbasin Groundwater Sustainability Plan being prepared by the Napa County Sustainability Agency.
- NRC 9-2 Continue efforts to educate the public on the importance of protecting the City's stormwater runoff from pollutants to protect the local creek and the Napa River.
- NRC 9-3 Continue to monitor and publish Annual Water Quality Reports.
- NRC 9-4 Establish and maintain potable water quality standards that, in addition to meeting health and safety standards, consistently produce palatable, non-odorous potable water that is pleasant to drink.

GOAL NRC-10: Promote utilization of green infrastructure and Low Impact Development (LID) strategies; water conservation, reuse, and collection; and other sustainability measures to limit pollution runoff.

- NRC 10-1 Support the continuation and expansion of existing recycled water systems into the City Limits. Seek incentive programs to encourage usage of recycled water systems.
- NRC 10-2 Explore options for water saving and treatment technology when planning future developments to conserve water and keep the City's water safe and clean.
- NRC 10-3 Preserve natural drainage courses in their natural state wherever feasible.
- NRC 10-4 Whenever feasible, incorporate the use of pervious surfaces in public spaces to permit the percolation of urban runoff while implementing best practices for stormwater pollution prevention.
- NRC 10-5 Facilitate groundwater recharge by encouraging development projects to use LID practices such as bioretention, porous paving, and rainwater harvesting systems, and by encouraging private property owners to design or retrofit landscaped or impervious areas to better capture stormwater runoff.
- NRC 10-6 Reduce stormwater runoff and pollution by incorporating green infrastructure and sustainability strategies for new development and redevelopment, such as trash capture technology in stormwater systems.

8 Safety and Noise

In the face of climate change and increasing risk of natural disasters and related hazards, the City needs to proactively mitigate safety hazards and be prepared for disasters in order to maintain a safe, enjoyable, and resilient community. This chapter addresses the environmental hazards that affect the Planning Area and provides goals and policies to guide the City's response to these issues.

8.1 Background and Purpose

The Safety and Noise Element presents a framework for minimizing risks posed by natural and human-caused hazards that may impact residents' health and welfare. This element aims to protect residents, workers, and visitors from seismic and geologic hazards, fire hazards, hazardous materials, flooding, and other potential hazards that risk life and property. It also addresses noise and includes noise contours that visually depict existing and future noise environments in the City based on future traffic flow conditions outlined in Chapter 3: Transportation. Other health-related issues, such as air quality, greenhouse gas emissions, and climate change adaptation, are included in Chapter 7: Natural Resources Conservation, and Chapter 6: Climate Change and Sustainability. Peakload and water supply is addressed in Chapter 4: Community Services, Parks and Recreation.

Topics addressed in this chapter include:

- Seismic Hazards
- Soil Erosion and Landslide Hazards
- Flooding
- Dam Failure
- Fire
- Airport Hazards
- Hazardous Materials
- Emergency Preparedness and Response
- Noise

In addition to the General Plan, the Local Hazard Mitigation Plan (LHMP) is a distinct and important document that addresses emergency response and preparedness. Maintaining a current LHMP is a requirement to pursue funding under the Hazard Mitigation Grant Program

(HMGP) if a federal disaster should occur. The City's Emergency Operations Plan (EOP) provides the necessary foundation for the management of emergencies and disasters within the City of Napa and addresses the integration and coordination with the Napa County Operational Area and other governmental levels as needed.

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

While the Safety and Noise Element provides a foundation for creating a safe urban environment that serves all Community Vision and Guiding Principles, it most closely furthers:

Guiding Principle 3: Balance local and tourist needs by supporting a safe environment that supports both residents and visitors.

Guiding Principle 7: Achieve a healthy and safe community for all by supporting a safe environment for residents throughout the City.

Guiding Principle 8: Promote continued Downtown revitalization by supporting safe conditions in the Downtown which helps spur new businesses and attracts people to visit.

8.2 Geologic and Seismic Hazards

Napa is located in the California Coast Ranges Geomorphic Province, a geologically young and seismically active region with low mountains and intervening valleys that trend in the northwest-southeast direction. Napa Valley, formed by regional folding and faulting, is bounded by the Mayacamas Mountains to the north and west and by the Howell Mountains to the east. The Planning Area is mostly flat to gently sloping, although there are some upland portions where slopes reach 30 percent. Elevations in upland areas can exceed 600 feet, while the valley floor is approximately 20 feet above sea level.

Less-developed portions of the Planning Area are mantled by surface soils that reflect the characteristics of the underlying materials. There are several soil types in the Planning Area, as classified by the Natural Resources Conservation Service (NRCS), but the most predominant types are the Bale-Cole-Yolo, Haire-Coombs, and Reyes-Clear Lake soil associations, with small quantities of other soil associations.

The entire San Francisco Bay Area is located within the San Andreas Fault System (SAFS), a complex of active faults that form the boundary between the North American and Pacific lithospheric plates. Movement of these plates relative to one another accumulates strain along the faults, which is released during earthquakes. Northern California has historically experienced numerous moderate to strong earthquakes generated by the SAFS. This level of active seismicity results in a relatively high seismic risk in the San Francisco Bay Area. The U.S. Geological Survey's (USGS) Working Group on California Earthquake Probabilities estimates that there is a 72 percent chance that a 6.7 or greater magnitude earthquake will occur in the San Francisco Bay Area between 2014 and 2044.

The Alquist-Priolo Earthquake Fault Zoning Act (Alquist-Priolo Act) has identified many active faults in the SAFS, meaning these faults have evidence of fault rupture in the past 11,000 years. Active regional faults include the San Andreas, Hayward, Calaveras, Greenville, Healdsburg-Rodgers Creek, and Concord-Green Valley (which extends into Napa County) faults. The Coast Range-Sierran Block Boundary (CRSBB) is also currently recognized as a potential seismic source capable of generating moderate earthquakes that could affect the Planning Area.

Callout Box/Sidebar: The Alquist-Priolo Act

Following the devastation of the San Fernando earthquake in 1971 (magnitude 6.6), California created the Alquist-Priolo Act to reduce damage and losses from surface fault rupture. This act established regulatory zones surrounding the surface traces of active faults in California so that a structure for human occupancy cannot be placed or built on active faults with potential for surface rupture, and must be sited at a minimum distance from the fault.

Alquist-Priolo Earthquake Fault Zones, 2019, California Department of Conservation
(<https://www.conservation.ca.gov/cgs/alquist-priolo>)

While an earthquake fault zone generally prohibits location of structures for human occupancy within 50 feet of a trace of an active fault line, the State may grant exceptions for development within an earthquake fault zone if a geologic investigation approved by the State Geologist shows that the structure is not situated upon a trace of an active fault line.

Public Resources Code, section 2621.7

In addition to regional faults, local active faults within Napa County—the Cordelia and West Napa faults—also pose a risk to City residents and property. The West Napa fault zone crosses through western portions of the City, including the Linda Vista, Browns Valley, Westwood, and Stanly Ranch neighborhoods. A major earthquake of magnitude 6.0 occurred in the West Napa fault zone as recently as August 2014, and caused injuries and property damage in the City including significant damage to some commercial buildings and historic structures, damage to wood-frame houses, buckling and cracking in road surfaces, and broken water mains. Due to its proximity to regional and local fault systems, the City is susceptible to various seismic and geologic hazards, including surface rupture along the West Napa fault zone, ground shaking, liquefaction, and landslides.

Callout Box(es)/Sidebar(s): Types of Seismic Hazards

Surface rupture occurs when the ground surface is broken due to fault movement during an earthquake, and usually occurs along an active or potentially active fault trace.

- After the 2014 South Napa Earthquake, geologists mapped a surface rupture across the West Napa fault zone and estimated that the rupture was nearly a mile wide and more than 16 miles long.

Ground shaking generally refers to all aspects of motion of the earth's surface resulting from an earthquake and is often the primary cause of damage in seismic events. The extent of ground shaking depends on the *magnitude* and *intensity* of the earthquake, distance from the rupture (e.g., epicenter), and local geologic conditions.

- *Intensity* is a subjective measure of the perceptible effects of seismic energy at a given point, commonly measured by the Modified Mercalli Intensity Scale (MMI). This scale reports the intensity of shaking on a 10-tiered scale from "not felt except by a few under especially favorable circumstances" (I, or low), to "some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations. Rails bent" (X, or extreme).
- *Magnitude* is an objective measure of an earthquake's size at its release, typically reported by the moment magnitude (MW) scale, which looks at the distance a fault moves and the force required to move it.

Liquefaction is when soil temporarily transforms from a solid state to a liquefied state as a result of seismic ground shaking, commonly leading to ground displacement or ground failure. Liquefaction occurs in loose, saturated, granular soil types; therefore, soil layers where the groundwater table is near the surface have higher liquefaction potential than those in which the water table is located at greater depths.

- According to regional liquefaction hazard mapping from USGS, areas in Napa that are most susceptible to liquefaction (e.g., categorized as moderate-to-high, high, or very high) include areas along Napa River, Napa Creek, and Tulocay Creek. Parts of the Stanly Ranch and River East neighborhoods that were historic marshland are also susceptible to liquefaction.

Landslides and mudslides occur in places where slopes are unstable, such as the west side of the valley where the underlying geology is predominantly weaker, less consolidated sedimentary rock. On the other hand, nearly vertical slopes are stable in the east side of the Planning Area due to volcanic base rock.

- Based on regional landslide mapping from Division of Mines and Geology, there is only one area of active landslide deposits in the Planning Area, located west of Foster Road along the southern edge of the City.
- The western hills surrounding the Browns Valley area are particularly susceptible to landslide due to greater slope instability; the other areas in the City are primarily flat land and are not susceptible to landslides.

8.3 Hazards and Hazardous Materials

Certain chemical compounds located on or below the ground surface have the potential to contaminate the soil and groundwater. Excavation and grading work that occur during construction have the possibility to expose the general public to contaminated materials either through physical contact or hazardous vapors. Mismanagement or mishandling of contaminated groundwater and soil can propagate the spread of contamination through surface water runoff or airborne dust, consequently increasing the public’s exposure to these hazards.

In cooperation with the Regional Water Quality Control Board (RWQCB) and the California Department of Toxic Substances Control (DTSC), the Napa County Environmental Health Division and the City coordinate the identification and cleanup of sites that have been classified as hazardous waste sites or leaking underground storage tanks (LUSTs) in the Planning Area. Containment and cleanup activities are provided by the Napa Interagency Hazardous Incident Team and Napa Fire Department.

UNDERGROUND STORAGE TANKS AND LEAKING UNDERGROUND STORAGE TANKS

The location of underground storage tanks (USTs), leaking USTs (LUSTs), land disposal sites, and other areas that may require groundwater cleanup are monitored by the California Water Resources Control Board in a data management system known as “GeoTracker” that can be accessed by State Boards, regional boards, and local agencies.

There are currently 24 permitted USTs in the City, including gasoline stations, auto-related services, and a medical facility. There are 194 locations within the Planning Area containing LUSTs: The California Water Resources Control Board administratively categorizes LUSTs by their cleanup status: LUST sites are considered “open” if the site is currently in use and no remediation has taken place while “closed” sites are no longer in use and have gone through environmental remediation. Three sites are open and are being assessed, two sites are currently being remediated, and 189 sites are completed and considered closed. All open LUSTs in the Planning Area are listed in Table 8-1.

Table 8-1: Open Leaking Underground Storage Tanks Cleanup Sites

Name	Address	Cleanup Status
Former Mobil Service Station	1801 Imola Avenue	Open - Remediation
Private Residence	Private Residence	Open - Remediation
Former BP	2442 West Imola Avenue	Open - Site Assessment
Kastner Pontiac Olds GMS Wholesale	282 Soscol Avenue	Open - Site Assessment
Rico’s Auto Detailing	1538 Third Street	Open – Site Assessment

Source: California State Water Resources Control Board, GeoTracker website, 2021.

CLEANUP PROGRAM SITES

The DTSC oversees the cleanup of over 90,000 properties throughout California that are believed to be contaminated or are contaminated to some degree with toxic substances. GeoTracker lists 13 locations within the Planning Area that have been identified by the DTSC as Cleanup Program sites. There are three active sites, one closed site, two inactive sites, three certified sites, and five sites that are under the control of another agency. The cleanup sites and locations are listed in Table 8-2.

Table 8-2: Cleanup Program Sites

<i>Name</i>	<i>Address</i>	<i>Type of Case</i>	<i>Cleanup Status</i>
860 Kaiser Road	860 Kaiser Road	Voluntary Cleanup	Certified O&M - Land Use Restrictions Only
Bresciani Property	750 Randean Way	Evaluation	Refer: RWQCB
The Chrome Shop	739 8th street	Evaluation	Inactive - Action Required
Hidden Glenn Landfill	Coombsville Road	Voluntary Cleanup	Refer: IWMB
Lot 10 Pascale Place	16 Pascale Place	Voluntary Cleanup	Active
Napa Gas & Electric	Fifth between Main & Brown	State Response or NPL	Certified O&M - Land Use Restrictions Only
Napa Pipe Corp.	1025 Kaiser Road	Tiered Permit	Refer: Other Agency
PG&E, Napa MGP	Northwest corner of Cross & Elm streets	Voluntary Cleanup	Active
River Charter Middle School	1850 Salvador Avenue	School	Active
Syar Industries Shooting Range	2301 Napa-Vallejo Highway	Voluntary Cleanup	Certified
Vintage High School Farm	1077, 1089 and 1015 El Centro Avenue; and 2331 Big Ranch Road	School	No Further Action
Von Uhlit Ranch	3011 Soscol Avenue	Voluntary Cleanup	Refer: Other Agency

Willow Elementary	1480 El Centro Avenue	School	Inactive - Withdrawn

Source: California State Water Resources Control Board, GeoTracker website, 2021.

SOLID WASTE INFORMATION SYSTEM

The Solid Waste Information System (SWIS) is a database for solid waste facilities, operations, and disposal sites throughout California. The database provides the location, owner, operator, facility type, regulatory and operational status, local enforcement agency, and inspection and enforcement records for each facility listed in the system. The type of facilities found in the database range anywhere from landfills to waste tire sites. There are three SWIS facilities within the Planning Area, listed in Table 8-3; all three are closed sites.

Table 8-3: Solid Waste Information System Facilities

Name	Activity	Operational Status	Regulatory Status	Address
Hidden Glen Dump	Solid Waste Disposal Site	Closed	Unpermitted	Coombsville Road
Napa Valley College	Solid Waste Disposal Site	Closed	Unpermitted	2277 Napa- Vallejo Highway
Napa State Hospital Disposal Site	Solid Waste Disposal Site	Closed	Exempt	2100 Napa- Vallejo Highway

Source: CalRecycle 2021. Solid Waste Information System: Facility/Site Search, 2021.

CORTESE LIST

The California Environmental Protection Agency (CalEPA) is required by State law to maintain an annually updated list of Hazardous Waste and Substances Sites, or Cortese List. The Cortese List provides information regarding the location of hazardous materials release sites. The list is compiled using information from the California DTSC as well as State agencies, local agencies, and developers that are required to report hazardous materials releases. Within the Planning Area, no hazardous material release sites have been identified on the most recent Cortese List.

8.4 Hydrology and Flooding

HYDROLOGY

The City is part of the Napa River watershed, which contains several tributaries including Salvador, Milliken, Browns Valley, Redwood, Napa, and Tulocay creeks that all drain to the Napa River. The Napa River drains to San Pablo Bay, which in turn connects to San Francisco Bay, and it also drains to Carquinez Strait, which drains to Grizzly, Suisun, and Honker bays that are hydrologically connected to the Sacramento and San Joaquin rivers.

Runoff and drainage within the City are predominantly characterized by the City's topography, which generally slopes southeasterly from the Mayacamas Mountains to the Napa River on the east side of State Route (SR) 221 and is fairly flat between SR 29 and SR 221.

Impervious surfaces in the Planning Area include major and minor roadways, residential and commercial development, and an urbanized Downtown area. Storm drains serve developed areas and roadways, and discharge into Salvador, Redwood, Browns, Napa, and Tulocay creeks, and the Napa River.

FLOODING

The Napa River poses a risk of slow-rise and flash flood hazards for areas of the City including Trancas Street, Imola Avenue, Coombs Street, and Silverado Trail. The confluences of several tributaries to the Napa River—including Napa, Milliken, Salvador, and Tulocay creeks—elevate the flood risk of surrounding areas, particularly where they converge with the river. Places impacted by flood hazards are identified and divided into levels by the Federal Emergency Management Agency (FEMA), including floodways and 100- and 500-year floodplains.

Callout/Sidebar: Mapping Flood Risk

The FEMA's Risk Mapping, Assessment, and Planning (Risk MAP) Program identifies flood hazards, assesses flood risks, and provides accurate data to guide stakeholders in taking effective mitigation actions that result in safer and more resilient communities. This data is incorporated into flood maps, known as Flood Insurance Rate Maps (FIRMs) that provided the basis for community floodplain management regulations and flood insurance requirements.

Flood hazards are dynamic and can change frequently because of a variety of factors, including weather patterns, erosion, and new development. FEMA works with communities to collect new or updated flood hazard data, and periodically updates flood maps to reflect these changes.

Napa's flood map was last updated in January 2020 to reflect recent flood improvements resulting from the Napa River Dry Bypass (Oxbow Bypass), floodwalls, and other components of the Napa River and Creek Flood Protection Project.

Federal Emergency Management Agency Flood Map Service Center, Hazard Mapping Updates Overview Fact Sheet.

The City has also mapped the region into four defined areas (phases) of significant flood risk, with Phase 1 having the greatest risk. Phase 1 floods when the Napa Creek overflows its banks. Phase 2 is the first to flood when the Napa River leaves its banks and is generally bounded by railroad tracks, Soscol Avenue, and the Napa River to the west; Jackson Street and Lincoln Avenue to the north; the Napa River and Silverado Trail to the east; and Sousa Lane and Oil Company Road to the south. Phase 3 begins to flood if Phase 1 and Phase 2 are already flooded, and Phase 4 is inundated during severe floods.

Napa County voters approved the Napa River and Creek Flood Protection Project in 1998 to protect the City from 100-year flood events. The project includes improvements to six miles of

the Napa River from Highway 29 at the Butler Bridge/Southern Crossing to near Trancas Street, and Napa Creek from its outfall to the Napa River for approximately one mile upstream. In addition, there were two separate bridge improvements on First Street, including over the Napa Creek (which was built first) and then over the Napa River (which was built second). Flood protection measures include bank terracing, bridge replacements, bypass channels, culverts, floodwalls, and levees. These improvements will mitigate flood risks at these locations, thereby increasing the development potential of sites in the area.

[insert Oxbow Bypass flooding picture]

A number of project components have been completed since construction began in 2000, including more than 600 acres of restored wetlands in the South Wetlands Opportunity Area; replacement of Third Street, First Street, and Maxwell bridges; construction of the new Soscol Avenue Bridge; cleanup of contaminated properties in the Oil Company Road area; east bank terracing; and the Hatt to First Floodwall and Promenade (including renovation of Veterans' Memorial Park).⁴⁷ Construction of culverts and terraces in Napa Creek were completed in 2013, and the Napa River Dry Bypass (Oxbow Bypass) was completed in 2015, along with improvements completed for overland flow toward Gasser as part of the Braydon apartment project.⁴⁸ These improvements are reflected in current (2021) FEMA flood maps, which were updated by a Letter of Map Revision in January 2020, shown in Figure 8-1. There are a number of pending improvements that are in the planning stage to address flooding issues, including the levee north of Lincoln Avenue, a floodwall around the Oxbow north of First Street, and a floodwall proposed south of the Hatt Building.

The City typically experiences between 24 and 30 inches of rainfall per year.⁴⁹ During large storm events, overflow of the City's storm drain system also presents a hazard of localized flooding. Local drainage system flooding is not evaluated or mapped by FEMA. However, the City's Storm Drainage Master Plan documents and addresses these issues. Furthermore, the Napa County-wide National Pollutant Discharge Elimination System (NPDES) permit for stormwater runoff often requires retention of runoff to avoid increasing downstream creek flows and associated erosion. The San Francisco Regional Water Quality Control Board (SFRWQCB) also requires treatment of stormwater runoff for new developments, often utilizing grassy swales and/or basins prior to discharge into waterways.

For more information about wet utilities (including water supply, wastewater, and storm drainage), please see Chapter 4: Community Services, Parks, and Recreation.

⁴⁷ Flood Control and Water Conservation District, County of Napa, 2014. Accessed November 10, 2020.

<https://www.countyofnapa.org/1093/Project-Construction-Schedule>.

⁴⁸ City of Napa, State of the City Report to Residents 2019. Accessed December 21, 2020.

<https://www.cityofnapa.org/DocumentCenter/View/5717/2019-State-of-the-City?bidId=>.

⁴⁹ City of Napa, Water Division, Napa Water CIP Readme.docx, 2018.

Figure 8-1 Flood Hazards

DAM FAILURE INUNDATION

The City operates and is responsible for the maintenance of dams located at Lake Hennessey (Conn Creek) and Milliken Reservoir. The State-owned Rector Reservoir also serves the City. If Lake Hennessey/Conn Creek, the Milliken Reservoir, or the Rector Reservoir were to fail, parts of the Planning Area along Napa River would be flooded, namely south of Trancas Street between Main Street and Silverado Trail, south of Lincoln Avenue between Jefferson Street and Silverado Trail, and south of First Street between SR 29 and Silverado Trail/Soscol Avenue. These areas generally coincide with areas with flood risk identified by FEMA.

Excluding Rector Reservoir, which is not within the City’s jurisdiction, the City can reduce the risk of dam failure by cooperating with the Division of Safety of Dams in addressing any needed maintenance or structural improvements.

<i>Callout/Sidebar: Dam Specifications</i>
Conn Creek Dam: Lake Hennessey is the City’s primary water supply storage. The lake’s dam, Conn Creek Dam, is earth fill with a concrete spillway that empties into Conn Creek. The crest height is 125 feet and the reservoir stores 31,000 acre-feet of water.
Milliken Reservoir: The Milliken Reservoir dam is a reinforced concrete, radial arch that empties into Milliken Creek. The crest height is 110 feet and the reservoir stores 2,000 acre-feet of water.
Rector Reservoir: This site’s dam is earth fill and empties into Rector Creek. The crest height is 162 feet and the reservoir stores 4,400 acre-feet of water. As a State-owned reservoir, the City is not responsible for the dam’s safety, but the City could be impacted in a dam failure event: The Rector Reservoir is connected to the Napa River via Rector Creek and could cause downriver flooding in the event of a dam failure.

8.5 Noise

The primary source of noise in the Planning Area is vehicle traffic on the highways and streets within and adjacent to the Planning Area. The Planning Area is also affected, to a lesser extent, by noise from trains and aircraft in the region. Localized sources of noise, such as car washing facilities; places of entertainment (music venues, bars, and restaurants); construction and agricultural activities; landscaping and industrial equipment; and heating, ventilation, and air conditioning (HVAC) equipment, are also present in the Planning Area, typical of any urbanized area.

Callout/Side box: What is Noise?

Noise is commonly defined as unwanted sound that annoys or disturbs people and potentially causes an adverse psychological or physiological effect on human health, whereas **sound** is mechanical energy (vibration) transmitted by pressure waves over a medium such as air or water. Sound is characterized by various parameters that include the rate of oscillation of sound waves (frequency), the speed of propagation, and the pressure level or energy content (amplitude). In particular, the sound pressure level is the most common descriptor used to characterize the loudness of an ambient (existing) sound level.

Although the decibel (dB) scale, a logarithmic scale, is used to quantify sound intensity, it does not accurately describe how sound intensity is perceived by human hearing. The human ear is not equally sensitive to all frequencies in the entire spectrum, so noise measurements are weighted more heavily for frequencies to which humans are sensitive in a process called *A-weighting*, written as *dBA* and referred to as *A-weighted decibels*.

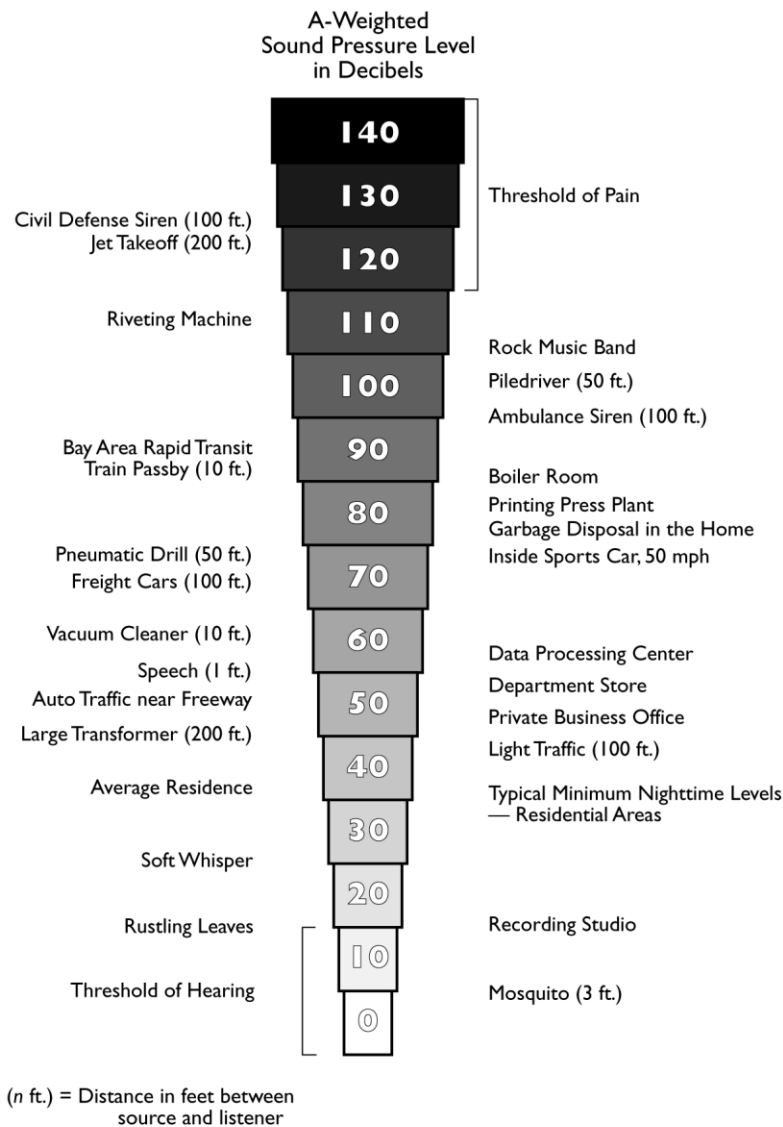
There are several types of measurements that are used to characterize the time-varying nature of sound. These measurements include the equivalent sound level (L_{eq}), the minimum and maximum sound levels (L_{min} and L_{max}), percentile-exceeded sound levels (such as L_{10} , L_{20}), the day-night sound level (L_{dn}), and the community noise equivalent level (CNEL). L_{dn} and CNEL values differ by less than one dB, and, as a matter of practice, L_{dn} and CNEL values are typically considered to be equivalent. Figure 8-2 shows the decibel levels associated with different common sounds.

NOISE REGULATIONS OVERVIEW

Federal, State, and local agencies regulate different aspects of environmental noise. Generally, the federal government sets noise standards for transportation-related noise sources that are closely linked to interstate commerce. These sources include aircraft, locomotives, and trucks.

The State government sets noise standards for transportation noise sources such as automobiles, light trucks, and motorcycles. Title 24, Chapter 12 of the California Code of Regulations California Noise Insulation Standards regulate interior noise levels for residential habitable rooms and non-residential structures. Under these regulations, interior noise levels attributable to exterior noise sources cannot exceed 45 L_{dn} in any habitable room for residential uses or 50 dB(A) L_{eq} for occupied areas of non-residential buildings during any hour of operation.

Figure 8-2: Noise Measurement



Noise sources associated with industrial, commercial, and construction activities are generally subject to local control through performance standards in municipal codes or noise ordinances, as well as General Plan policies included in this chapter that are intended to guide and influence development plans. The chapter also relates to the Land Use and Community Design Element by providing land use compatibility standards for noise.

EXISTING AND PROJECTED ROADWAY NOISE

The dominant source of noise in the Planning Area and in most urban areas is noise from vehicle traffic on roadways. There are several major highways in and adjacent to the Planning Area, including SR 12, SR 29 (St. Helena Highway), SR 121/West Imola Avenue, and SR 221 (Napa Vallejo Highway). Major local roadways in the Planning Area include California Boulevard, First Street, Jefferson Avenue, Lincoln Avenue, Redwood Road, Silverado Trail, Soscol Avenue, and Trancas Street. Twenty-four-hour, day-night noise levels (L_{dn}) from all roadways in the Planning Area range from a low of 52 dBA to a high of 77 dBA.⁵⁰

Figure 8-3 shows existing (as of 2018) noise conditions in the Planning Area from roadway traffic sources. Figure 8-4 shows the noise contours for 2040 based on projected traffic conditions, based on traffic analysis conducted for the General Plan.

⁵⁰ Traffic noise levels were calculated by ICF, using peak hour intersection volumes collected in October 2018 and provided by DKS Associates.

Figure 8-3 Noise Contours Existing

Figure 8-4 Noise Contours Projected for 2040

AIRPORT NOISE

The Napa County Airport, located five miles south of the Planning Area in the unincorporated part of the County, is a public airport for non-commercial air travel, and is owned and operated by Napa County. Although it is not located in the Planning Area, aircraft arrivals and departures from this airport affect land uses in the Planning Area. As discussed in Section 8.7, portions of the Planning Area are located in all of the five of the designated compatibility zones which delineate land use standards and land development restrictions based on the zone's proximity to the airport.

In the Napa County Airport Master Plan, prepared in 2007, contemporaneous and future noise levels in the area around the airport were modeled and visually depicted in contour maps. Based on these airport contour maps, no portions of the Planning Area are located within the modeled airport noise contours. The quietest modeled contour, 55 CNEL, is considered the maximum acceptable level in the Airport Land Use Compatibility Plan (ALUCP) for residential uses.⁵¹ All Planning Area uses are outside of this contour and thus experience noise levels that are lower than 55 CNEL from the Napa County Airport. Occasional aircraft overflight noise may be audible to people in the Planning Area, however, 24-hour average noise levels from airport operations in the Planning Area are compatible with the ALUCP.

RAILROAD NOISE

Railroad activity in the Planning Area is limited to one excursion rail line, the Napa Valley Wine Train, and no freight lines. The Napa Valley Wine Train operates on an 18-mile segment of track from Downtown Napa north to St. Helena. There are typically two separate trains that traverse the rail line per day, and each train makes a round trip between downtown Napa and St. Helena. Approximately four miles of the rail line are located within the Planning Area, though the tracks extend south of the McKinstry Street station in Downtown Napa, and through the southern boundary of the Planning Area; this section of track is not used as frequently but could be activated at any time. For land uses in the Planning Area near the railroad tracks, noise from the train horn, bell, and crossing gates are part of the ambient noise environment.

NOISE SENSITIVE RECEPTORS

There are a wide variety of land uses located throughout the Planning Area, including noise-sensitive land uses. Noise-sensitive land uses are those uses that are most sensitive to high noise levels, including residences, religious facilities, schools, childcare centers, hospitals, long-term health care facilities, convalescent centers, and retirement homes. All of these land use types occur within the Planning Area and are generally distributed throughout the City. For more about existing land use patterns and General Plan land use designations, see Chapter 2: Land Use and Community Design.

⁵¹ Napa County Airport Land Use Commission, Airport Land Use Compatibility Plan, 1991.

NOISE STANDARDS

Land Use/Noise Compatibility

Land use compatibility noise standards define the type of land uses that can be acceptably developed in a given ambient noise environment. Depending on the type of proposed land use and ambient noise level at the site, the use is classified as either “normally acceptable,” “conditionally acceptable,” “normally unacceptable,” or “clearly unacceptable.” These compatibility standards are shown in Table 8-3. Figures 8-3 and 8-4, in addition to any site-specific studies, should be consulted in making compatibility determinations.

Table 8-3: Land Use Compatibility for Community Noise Environments

Land Use Category	Community Noise Exposure (L_{dn} or CNEL, dB)						Interpretation
	55	60	65	70	75	80	
Residential - Low Density Single Family, Duplex, Mobile Homes	Green	Yellow	Yellow	Orange	Red	Red	Normally Acceptable Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
Residential - Multifamily	Green	Yellow	Yellow	Orange	Red	Red	
Transient Lodging Motels and Hotels	Green	Yellow	Yellow	Orange	Orange	Red	
Schools, Libraries, Churches, Hospitals, and Nursing Homes	Green	Yellow	Yellow	Orange	Orange	Red	Conditionally Acceptable New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning features included in the design.
Auditoriums, Concert Halls, Amphitheaters	Yellow	Yellow	Yellow	Yellow	Red	Red	
Sports Arena, Outdoor Spectator Sports	Yellow	Yellow	Yellow	Yellow	Red	Red	
Playgrounds and Neighborhood Parks	Green	Green	Green	Orange	Orange	Red	Normally Unacceptable New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
Golf Courses, Riding Stables, Water Recreation, and Cemeteries	Green	Green	Green	Green	Orange	Red	
Office Buildings, Business Commercial and Professional	Green	Green	Green	Yellow	Yellow	Orange	
Industrial, Manufacturing Utilities and Agriculture	Green	Green	Green	Green	Yellow	Orange	Clearly Unacceptable New construction or development should generally not be undertaken.

Allowable Noise Exposure

Table 8-4 shows acceptable limits of noise from transportation sources for various land uses in both exterior and interior environments. While Table 8-3 establishes standards to help the City establish the appropriateness of locating specific uses in noise-prone environments, Table 8-4 provides standards that permitted development shall attain through noise attenuation measures; the standard for interior noise for residential land uses (45 dBA CNEL) is consistent with that in the California Building Code.

Table 8-4: Allowable Noise Exposure from Transportation Sources¹

<i>Land Use</i>	<i>Outdoor Activity Areas^{1, 2} (dBA CNEL)</i>	<i>Interior Spaces (dBA CNEL)</i>
Residential	60 ³	45
Motels, Hotels	65	45
Hospitals, Residential Care Facilities, Schools, Libraries, Museums, Churches, Day Care Facilities	65	45
Playgrounds, Parks, Recreation Uses	65	50
Commercial and Office Uses	65	50
Industrial Uses	70	65

1. For non-residential uses, where an outdoor activity area is not proposed, the standard does not apply. Where the location of outdoor activity areas is unknown, the exterior noise level standard shall be applied to the property line of the receiving use.
2. Where it is not possible to reduce noise in outdoor activity areas to the allowable maximum, levels up to 5 dB higher may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.
3. An exterior noise exposure level of 65 dBA CNEL is allowable for residential uses in a mixed-use project.

Allowable Noise Generation

Table 8-5 provides standards for noise generation from non-transportation noise sources such as industrial facilities, automotive servicing, or equipment yards. These standards apply to the noise sources themselves, as measured at the edge of the property line; noise caused by motor vehicles traveling to and from the site is exempt from this standard.

Table 8-5: Noise Generation Performance Standards for Non-Transportation Sources (as measured at property line of source)

<i>Noise Level Descriptor</i>	<i>Daytime (7 a.m. to 10 p.m.)</i>	<i>Nighttime (10 p.m. to 7 a.m.)</i>
Hourly L_{eq} , dB	55	45
Maximum Level, dB	75	65
1. Each of the noise levels specified above shall be lowered by 5 dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises.		

8.6 Fire

State law requires the California Department of Forestry and Fire Protection (CAL FIRE), to identify areas, or zones, of very high fire hazard severity potential under the Fire and Resources Assessment Program (FRAP). These Fire Hazard Severity Zones (FHSZ) are mapped and identified based on expected burn probabilities, potential fuels over a 30- to 50-year time period, and their correlated expected fire behavior, in order to better predict possible vegetation fire exposure to buildings and developments. According to FRAP mapping, there are no Very High FHSZ in the Planning Area. The western and southeastern borders of the Planning Area are adjacent to Moderate FHSZs, while the remaining northern, eastern, and southern portions of the Planning Area are undesignated. All Moderate, High, and Very High FHSZs are under the financial responsibility of the State for fire protection and prevention in areas called State Responsibility Areas (SRAs). In addition to State responsibility, Very High FHSZs are under the responsibility of the local jurisdiction for fire protection and prevention.

In 2017, three major wildfires occurred within close proximity of the Planning Area: the Nuns Fire, the Partrick Fire, and the Atlas Fire. The Nuns Fire was suspected of originating less than 0.5 mile north of Highway 12, northwest of the Planning Area. The fire burned 56,216 acres and resulted in three fatalities. The Partrick Fire burned along the west side of the City on Partrick Road, including a small portion within City Limits, and it burned 10,000 acres and destroyed several homes before merging with the Nuns fire. The two merged fires cumulatively affected nine wineries within the area, resulting in the destruction of buildings and infrastructure. The Atlas Fire originated on Atlas Peak Road east of the Planning Area, and reached less than a quarter-mile from the City. The fire burned 51,624 acres and resulted in six fatalities. The fire also affected 10 wineries, including one winery that was completely destroyed.⁵²

In 2020, two additional major fires occurred in Napa County. Lightning storms in August 2020 began a series of fires, including the Hennessey Fire (part of the LNU Lightning Complex), which began in the rural east county around Lake Berryessa. The fire burned 363,220 acres⁵³ and destroyed 787 homes, 12 commercial buildings, and 692 other structures. In September 2020, the Glass Fire, named after its origin at Glass Mountain Road in Napa County, burned along Silverado

⁵² San Francisco Chronicle, Interactive Map: Wine Country Fires, 2018.

⁵³ San Francisco Chronicle, Interactive Map: Past Fires, 2021.

Trail then jumped Napa Valley to the Mayacamas Mountains in the west.⁵⁴ The fire destroyed 307 homes, 343 commercial buildings, and 266 other buildings and infrastructure, burning over 67,480 acres in total.⁵⁵

Although the Planning Area is not designated as being located within a FHSZ by CAL FIRE, the City considers wildfire to be a serious risk to life and property. In particular, the City considers the densely developed perimeters of the Planning Area along Silverado Trail to the east and Redwood Road to the west as especially susceptible to damage from wildfires.

PEAKLOAD WATER SUPPLY REQUIREMENT

The California Fire Code (Fire Code) stipulates fire-flow requirements for buildings.⁵⁶ Fire-flow is the rate of a water supply, measured at 20 pounds per square inch (psi) (138 kPa) residual pressure, that is available for firefighting. Fire-flow minimums vary depending on building use, building size, and if a sprinkler system is provided. Water mains serving one- and two-family dwellings, townhouses, and group homes must provide a fire-flow of 1,000 gallons per minute (gpm) for buildings without an automatic sprinkler system, or 500 gpm for buildings with fire protection devices such as automatic sprinkler systems. The required fire-flow standard for commercial, industrial, manufacturing, and large apartment buildings varies from 1,500 to 8,000 gpm based on the type of construction, type of use, and any built-in fire protection devices. School buildings are within Appendix BB of the Fire Code and range between 1,500 to 8,000 gpm depending on type and square footage. Currently, the Napa Municipal Code (Section 13.04.340, Fire Services) does not guarantee an adequate flow-rate for fire protection purposes through regular metered service connections and fire protection devices are installed on a separate water service to be used for fire protection services only. The City has adopted the Fire Code with amendments into the Napa Municipal Code.

The City currently does not have known water flow pressure or supply deficiencies. The City's Fire Code Official reviews proposed projects to ensure that adequate fire hydrant locations, water flow pressure, and access for emergency vehicles are provided.

MINIMUM ROAD WIDTHS AND CLEARANCES AROUND STRUCTURES

Clear emergency vehicle access to buildings is important in the event of a fire or seismic event. Such access is regulated by the adopted and amended Fire Code, and adopted City of Napa Standard Specifications and Standard Plans. Under the current Fire Code, all portions of a building shall be within 150 feet of a serviceable fire access road.

Creating defensible space, or the clearance around structures, is a mechanism for improving a building's chance of surviving a wildfire by limiting combustible materials and vegetation up to 100 feet radius around the structure. The Fire Code requires buildings and structures within areas

⁵⁴ Napa Valley Register, "No. 4 Story of 2020: Hennessy, Glass fires caused unprecedented destruction," April 2, 2021. Accessed June 4, 2021: https://napavalleyregister.com/news/local/no-4-story-of-2020-hennessey-glass-fires-caused-unprecedented-destruction/article_d646fc6d-a66d-5a3e-8a1d-a52b71b930ce.html.

⁵⁵ Napa County GIS, Napa County Fire Damage Assessment Map, 2020 (<https://www.arcgis.com/apps/webappviewer/index.html?id=2a22a58f3516485a8d5e140b43537a3a>)

⁵⁶ California Fire Code 2019, Appendix B Fire-Flow Requirements for Buildings. Table B105.1(1) and Table B105.1(2).

designated as Very High FHSZ to maintain defensible space. As the City does not have designated Very High FHSZ areas, maintaining defensible space is not required.

8.7 Other Public Safety and Hazard Issues

AIRPORT HAZARDS AND CONSIDERATIONS

The Napa County Airport is located approximately five miles south of the City, outside the perimeter of the Planning Area. The airport's three runways are oriented in the southwest-northeast directions. In 2001, the airport had operations of over 126,000 take-offs and landings, with those numbers anticipated to increase to an estimated range of 210,000 to 260,000 by 2026.⁵⁷ A rehabilitation project for two of the airport's runways has been underway since 2018, and construction is anticipated to be complete in mid-2021.⁵⁸ One runway will remain open at all times throughout construction activities.

In 1991, the Napa County Airport Land Use Commission (ALUC) created the ALUCP to explicitly define safety policies in order to protect public health, safety, and welfare by limiting the general public's exposure to risks associated with potential aircraft accidents within the area surrounding the Napa County Airport.⁵⁹ The ALUCP establishes five compatibility zones around the airport, which delineate land use standards and land development restrictions based on the zone's proximity to the airport. These zones are:

- Zone A: Runway Protection Zone;
- Zone B: Approach/Departure Zone;
- Zone C: Extended Approach/Departure Zone;
- Zone D: Common Traffic Pattern; and
- Zone E: Other Airport Environs.

Each of these zones imposes different development conditions and prohibits certain land uses based on the individual zone's proximity to the airport. The closer the zone is to the airport, the stricter the development conditions are due to the greater the risk of accident and increased noise impacts.

No portions of the Planning Area are within zones A and B, which are the most restrictive zones, and only a small portion of the Planning Area in the south-east tip of the Napa Valley Commons is located in Zone C. In this zone, aircraft can be below 300 feet above ground level and all residential uses, schools, libraries, hospitals, nursing homes, and day care centers, and other uses hazardous to flights, are prohibited.

Airport zones A, B, and C are subject to the Federal Aviation Administration regulations in 14 Code of Federal Regulations (CFR) Part 77, such as height restrictions up to 35 feet above ground for

⁵⁷ Napa County, Napa County Airport Master Plan, 2007.

⁵⁸ Napa County, Napa County Airport, 2021.

⁵⁹ Napa County Airport Land Use Commission, Airport Land Use Compatibility Plan, 1991.

any building, structure, or tree. However, a permit may be obtained to conduct work on any existing use, structure or tree larger than 35 feet above ground. No building permit will be approved that would create or exacerbate a flight hazard. An aviation easement may be required for other types of development that are taller than 35 feet above ground.

The very southern portions of the Planning Area are in zones D and E. Much of this land is open space or in agriculture/vineyard use; industrial uses and a lodging use are also present as part of the Napa Valley Commons business park. In Zone D, aircraft can range from 300 to 1,000 feet above the ground, and residential uses—as well as uses hazardous to flights—are prohibited in this zone. Finally, in Zone E, the zone farthest from the airport, there is a low risk of accident, and noise impacts are much less and classified as overflight annoyance. The only prohibited uses in this zone are noise-sensitive outdoor uses. Overflight easements or deed notices may be required for other development uses in this zone.

LIGHT POLLUTION

Visual characteristics and the effects of lighting and glare can have a disruptive impact on the environment and the quality of life in surrounding neighborhoods. This effect is often referred to as *light pollution*, which is defined as the excessive and inappropriate use of artificial light, and is common in urban environments. Light pollution can negatively affect residents during the night by producing unwanted glare, which can affect sleep patterns and health. Light pollution also affects wildlife by disrupting nocturnal activities, such as sleeping, hunting, mating, and migratory behavior, and can confuse wildlife.⁶⁰ In addition to protecting viewsheds that are important to the City and County, zoning ordinances regulate lighting in order to protect the visual comfort of residents and minimize the negative impacts to wildlife. As Napa is an urbanized area within a rural county, reducing light pollution can have a healthier effect for residents and wildlife alike.

<i>Callout/Sidebar: Light Pollution Components</i>
Light pollution is excessive and inappropriate artificial light. The four components of light pollution are often combined and may overlap: • Urban Sky Glow: The brightening of the night sky over inhabited areas. • Light Trespass: Light falling where it is not intended, wanted, or needed. • Glare: Excessive brightness which causes visual discomfort. High levels of glare can decrease visibility. • Clutter: Bright, confusing, and excessive groupings of light sources, commonly found in over-lit urban areas. The proliferation of clutter contributes to urban sky glow, trespass, and glare. <i>National Optical Astronomy Observatory (NOAO) Dark Skies Awareness. http://www.darkskiesawareness.org/</i>

⁶⁰ National Optical Astronomy Observatory (NOAO). Dark Skies Awareness. Accessed via web 6/2021. <http://www.darkskiesawareness.org/>

8.8 Emergency Preparedness and Response

The Napa County Office of Emergency Services (OES) provides information about emergency preparedness, response, and recovery; maintains and updates County emergency plans; and trains the community for disaster. The County OES' areas of responsibility include:

- Coordinating the services of the County's long-range emergency preparedness program;
- Planning, implementing, coordinating, and directing area-wide Emergency Services Programs;
- Maintaining Napa County's Emergency Operations Plan (EOP) and Hazard Mitigation Plan; and
- Administering and coordinating emergency preparedness training, education, and public information programs.

The County has several resources for disaster preparedness, including information on each type of disaster from earthquakes, flooding, and fires, to disease/biological outbreaks, many of which are available online through its Virtual Local Assistance Center (VLAC). Napa County also oversees the Community Emergency Response Team (CERT) program, which educates people about the hazards that affect Napa Valley and trains them in basic disaster response skills such as fire safety, light search and rescue, team organization, personal preparedness, and disaster medical operations. Trained CERT members can support local emergency response providers in the event of a disaster as well as assist with non-emergency projects that improve the safety of the community.

The City maintains an Emergency Operation Plan (EOP) that provides a framework for performing emergency functions before, during, and after an emergency event, natural disaster, or technological incident, and it supports the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS). This plan is updated every five years with the most recent update in 2019.

The City has a LHMP that is required by State law to be updated every five years. Napa's current LHMP was last updated in 2015 and is undergoing a 2021 update. The LHMP is an important document that aims to mitigate hazards of natural disasters through the use of sustained, long-term actions to reduce loss of life, personal injury, and property damage that can result from a disaster. Mitigation planning efforts emphasize identifying actions for risk reduction that are agreed upon by stakeholders and the public; focusing resources on the greatest risks and vulnerabilities; building partnerships by involving citizens, organizations, and businesses; increasing education and awareness of threats and hazards and their risks; communicating priorities to State and federal officials; and aligning risk reduction with other community objectives.

When the City is experiencing an emergency situation, an Emergency Operations Center (EOC) may be opened. If an EOC is opened, the latest information on the emergency is shared on the home page of the City's website as soon as it is available, as well as through various sources including the City's social media accounts (e.g., Facebook and Twitter), local print and broadcast

media, and the Napa Nixle alert system which sends out real-time notifications for public safety emergencies. The County also disseminates general information on the Integrated Public Alert and Warning System (IPAWS) to provide the public with life-saving information quickly during an emergency.

Evacuation occurs only when a serious threat to public safety exists. These orders or warnings are given through the County via local media or directly by government officials and are assigned by evacuation zones that are mapped online on the Napa County Emergency Awareness Map.⁶¹ In 2021, the County incorporated a tool called Zonehaven to demarcate evacuation zones throughout the County and incorporated municipalities.⁶² The City has approximately 55 evacuation zones, which are roughly drawn along major streets and are based on a Zonehaven algorithm that takes into account the fire history and population density.⁶³ The City does not currently have designated evacuation routes, but major roads such as Highway 29 and SR 221 that traverse the Planning Area are critical corridors for circulation in the event of an emergency.

8.9 Goals and Policies

Goals and policies intended to mitigate safety hazards and noise are outlined below. Each stated goal is followed by a set of policies designed and intended to promote, achieve and/or implement the goal. Note that italicized text included in some places provides background information and considerations for implementation of the General Plan policies. Appendix A contains “implementing programs” intended to implement the goals and policies in this section.

GEOLOGIC AND SEISMIC HAZARDS

GOAL SN-I: Minimize the risk to life and property caused by seismic activity, soil erosion, and landslides.

- SN I-1 Investigate and mitigate geologic and seismic hazards, or establish regulations to provide for appropriate setbacks from such hazards, in order to preserve life and protect property, especially in areas that are prone to earthquakes and landslides, such as along the West Napa fault zone.
- SN I-2 Work with State agencies and property developers to identify the location of faults where these are not known.

⁶¹ Napa County Emergency Awareness Map. Updated October 12, 2021. Accessed via web November 2021. <https://www.arcgis.com/apps/webappviewer/index.html?id=83d73b75423c4201aecd08e15fa8e6e7>

⁶² Ready Napa County. Webpage. Accessed November 2021. <https://readynapacounty.org/211/Evacuation>

⁶³ Interview with Undersheriff Jon Crawford of the Napa County Sheriff’s Office. Napa Valley Register “Napa County adopts zone-based mapping to notify public of wildfires, evacuation orders.” News article. Updated October 19, 2021. Accessed via web November 2021. https://napavalleyregister.com/news/local/napa-county-adopts-zone-based-mapping-to-notify-public-of-wildfires-evacuation-orders/article_b5a39773-cc99-590d-a7cc-90942f94ae13.html

- SN 1-3 Identify appropriate legislative action by City Council to establish soil and geotechnical studies for significant new development in undeveloped areas within or proximate to fault zones, such as the southwestern area in City's Rural Urban Limit (RUL) along Foster Road, developments that have a sensitive population (like schools or nursing homes), and buildings over three stories tall.

Such studies should determine the actual extent of the seismic hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in a specified location. Mitigation measures can be incorporated as conditions of any project approval.

- SN 1-4 Maintain and update the Napa Hillside [Overlay](#) Development Guidelines as needed, and use this as the guide for regulating development in the hillsides.

HAZARDS AND HAZARDOUS MATERIALS

GOAL SN-2: Protect Napa residents from health and safety impacts related to the use, storage, manufacture, and transport of hazardous materials.

- SN 2-1 Promote cleanup of hazardous sites and safe disposal of hazardous materials.
- SN 2-2 Carefully evaluate new uses that rely extensively on the use of hazardous materials to weigh their public health risks against their benefit.
- SN 2-3 Continue to monitor and educate property owners with Underground Storage Tanks (USTs) to prevent leakage. Assist property owners with site cleanup if the site is to be redeveloped.

HYDROLOGY AND FLOODING

GOAL SN-3: Reduce risk to life and property due to flooding, including inundation resulting from the failure of water supply reservoir dams.

- SN 3-1 Seek opportunities to invest in flood prevention infrastructure, including extension of integrated flooding/open space solutions, to reduce impacts from flooding to Downtown Napa and other areas located along the Napa River.
- SN 3-2 Update the Storm Drain Master Plan focusing the City's effort on condition assessment and needed repairs, storm drain capacity improvements to reduce neighborhood flooding, and assure it is complementary with the Napa River-Napa Creek Flood Protection Project (including both constructed and planned future improvements).

The master plan should be updated on a regular basis to identify capital improvements and associated costs of annual operations and maintenance activities. The plan should

explore City and grant funding sources to implement the recommendations of the master plan.

- SN 3-3 Limit development in the 100-year floodplain to development which represents an acceptable use of the land in relation to the hazards involved and the costs of providing flood control facilities. Locate critical facilities, such as hospitals, fire stations, police stations, public administration buildings, and schools outside of flood hazard areas, to the extent feasible.
- SN 3-4 Require that all projects in floodplains, to the extent feasible, adhere to strict design guidelines that ensure any proposed development will withstand a flooding event, and will not jeopardize the existing surrounding or downstream structures.
- SN 3-5 Maintain a program to review reservoir dam safety and continue to cooperate with other jurisdictions, such as the Division of Safety of Dams, in addressing needed dam maintenance or structural improvements to mitigate risks caused by dam failure and inundation.
- SN 3-6 Work with the State to minimize risk of damage from inundation due to failure of the Rector Reservoir by maintaining the dam in a safe condition.

NOISE

GOAL SN-4: Protect public health and welfare by minimizing exposure of sensitive uses to noise and preventing significant degradation of the acoustic environment.

- SN 4-1 Use the noise and land use compatibility matrix (Table 8-3) and Future Noise Contours map (Figure 8-4) as criteria to determine acceptability of a proposed land use. When feasible, seek to limit new noise-sensitive uses—including schools, hospitals, places of worship, and homes—where noise levels are “normally unacceptable.”
- SN 4-2 For all projects that have noise exposure levels that exceed the standards in Table 8-3, site planning and architecture should incorporate noise-attenuating features. With mitigation, development should meet the allowable outdoor and indoor noise exposure standards in Table 8-4, or the California Building Code, whichever is stricter. When a building’s openings to the exterior are required to be closed to meet the interior noise standard, then mechanical ventilation should be provided.
- SN 4-3 Discourage the use of berms and sound walls for noise mitigation; rather, encourage the use of project design techniques such as increasing the distance between the noise source and the noise sensitive receiver and use non-noise sensitive structures (e.g., a garage) to shield noise sensitive areas. If a berm or wall is determined necessary to mitigate noise, discourage exclusive use of walls in excess of six feet in height and encourage use of natural barriers such as site topography or constructed earthen berms. When walls are determined to be the

only feasible solution to noise mitigation, then the walls shall be designed to limit aesthetic impacts.

SN 4-4 ~~Seek to e~~Ensure that new development does not generate noise in excess of the performance standards outlined in Table 8-5, whenever feasible.

SN 4-5 Evaluate designated truck routes to reduce noise impacts due to through traffic in residential neighborhoods.

SN 4-6 Regularly monitor noise levels near sensitive uses to assess efficacy of, or additional need for, traffic calming measures.

SN 4-7 Address appropriate construction noise and vibration control measures, standards, and monitoring procedures for future development in the City's Municipal Code to reduce impacts to nearby uses.

See 8.08.025 Noise-Construction activity in the Municipal Code for additional information.

SN 4-8 Require all construction within 1,000 feet of noise-sensitive uses to undertake measures to reduce noise impacts. Within 100 feet of pile driving locations and 25 feet of construction sites using other impact or non-impact equipment (dozers, excavators, etc.), require all construction to undertake measures to prevent possible exposure of vibration-sensitive buildings and receptors to substantial ground borne vibration levels.

FIRE

GOAL SN-5: Work to prevent urban fires and exposure to wildfires, as well as protect life and property from fire dangers.

SN 5-1 Implement best practices to aggressively address wildfire prevention on open space land within and around the City.

SN 5-2 Facilitate communication and education to the community about fire safety, wildland fire protection measures, and evacuation/emergency response to wildland fires.

SN 5-3 Continue to educate property owners and the public about local fire hazard prevention programs, vegetation management strategies, and other disaster preparation activities in areas threatened by wildfire.

SN 5-4 Ensure that future development plans provide adequate evacuation routes, vegetation management policies, and fire-reduction design measures, as appropriate.

- SN 5-5 Regularly assess adequacy of emergency response and evacuation routes and identify any need for road extensions to serve neighborhoods that do not have sufficient evacuation routes or access for emergency services.
- SN 5-6 Support extending Linda Vista Avenue to Browns Valley Road to serve areas north of Napa Fire Station 5 to improve the provision of emergency fire service.

OTHER PUBLIC SAFETY AND HAZARDS

GOAL SN-6: Help prepare for and mitigate various hazards that affect the Napa community.

- SN 6-1 Work with Downtown businesses to establish plans and procedures guiding response to natural disasters.
- SN 6-2 Consider long-term compatibility between proposed new land uses surrounding the Napa County Airport.
- SN 6-3 Inform and educate community members about natural hazards and safety procedures.
- Centralize and familiarize the community with the City's and County's emergency information sources and ensure that these are accessible to those who have limited English speaking ability, as well as those with limited internet access.
 - Work with the Napa Valley Community Emergency Response Team to improve public emergency preparedness.
- SN 6-4 Effectively coordinate disaster response and preparation strategies with County, regional, State, and federal agencies in the event of major seismic activity, flood, or wildland fire.
- SN 6-5 Coordinate with other local public agencies to facilitate resilient telecommunication networks and infrastructure during disasters.
- SN 6-6 Facilitate expansion of the telecommunication system to ensure widespread community access during a disaster.
- SN 6-7 ~~Seek to~~ Reduce light pollution in Napa by incorporating dark sky initiatives, such as lights that cast little or no light upwards in public areas or roadways, and turning off lights in empty buildings at night.
- SN 6-8 Address appropriate lighting standards in the City's Municipal Code for street lights and all residential and commercial artificial outdoor lighting, using the Illuminating Engineering Society's design guidelines, and in compliance with International Dark-Sky Association-approved fixtures.

9 Public Health and Equity

The City of Napa is committed to integrating public health considerations as part of long-range planning to ensure the fair, just treatment of all people, regardless of their ability or disability, income, and backgrounds. This includes equitable access to resources and opportunities that fulfill daily essential needs and advance personal well-being, in addition to meaningful involvement in the planning and policy decisions that impact one’s life. Under California law, cities and counties with disadvantaged communities that have been identified under SB 535 must address environmental justice policies in their general plans. Although Napa does not have any identified disadvantaged communities, improving public health and equity is an important priority for the City. This element is based on requirements for environmental justice, and seeks to further equitable policies throughout the City to support both a healthy livable environment and a socially responsible community.

9.1 Background and Purpose

The Public Health and Equity Element addresses the environmental and social determinants of health so that all Napa residents may live, work, and recreate in neighborhoods planned for “people first” – places that foster active living; are connected to jobs, recreational opportunities, stores, and services; are pollution free; and offer mobility choices for all ages and abilities.

Side Note Box/callout: Understanding Health Equity

Health Inequities are differences in health “that are a result of systemic, avoidable and unjust social and economic policies and practices that create barriers to opportunity.” These are distinct from health disparities, which are “differences in health status among distinct segments of the population including differences that occur by gender, race or ethnicity, education or income, disability, or living in various geographic localities.”⁶⁴

Health is influenced by a complex combination of factors, including genetics, biology, and individual behavior; access and barriers to health care; and social, economic, and physical environments.⁶⁵ This last category, the social, economic and physical environments, collectively referred to as “social determinants of health,” has the greatest impact on the quality and length of a person’s life. As key drivers of health inequities, social determinants of health like race, education, and income represent an important leverage point in advancing health equity.

Health Equity is achieved when every person has the opportunity to attain their full health potential, and no one is disadvantaged from achieving this potential because of their social position or other socially determined circumstances.

¹ Rudolph, L., Caplan, J., Ben-Moshe, K., & Dillon, L. (2013). Health in All Policies: A Guide for State and Local Governments. Washington, DC and Oakland, CA: American Public Health Association and Public Health Institute.

⁶⁵ Ibid.

Because virtually all General Plan elements affect the social factors and physical conditions of a place, many of the goals and policies in other elements overlap with those in the Public Health and Equity Element. Specific areas of focus in the Public Health and Equity Element include:

- Establishing a citywide “Health in All Policies” approach;
- Reducing the effects of pollution and encouraging environmental sustainability;
- Fostering complete neighborhoods that are supportive of physical activity;
- Developing and supporting a comprehensive community food system;
- Promoting the development of high-quality, affordable housing; and
- Enhancing community bonds and sense of belonging.

RELATIONSHIP TO STATE LAW

Senate Bill 1000 (SB 1000), also known as the Planning for Healthy Communities Act (Chapter 587, Statutes of 2016), requires local jurisdictions that are adopting or revising two or more elements of their general plans concurrently on or after January 1, 2018 to incorporate environmental justice (EJ) in their general plan if they have a disadvantaged community (see the callout box, “What is a Disadvantaged Community?”). Jurisdictions without formally-defined disadvantaged communities, like the City of Napa, are not required to have an EJ element; however, this chapter addresses topics typically included in an EJ element, such as public health, in order to proactively promote equity and protect human health in Napa’s communities.

The U.S. Environmental Protection Agency (EPA) defines environmental justice as:

“The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people should bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental, and commercial operations or policies.”⁶⁶

Based on SB 1000, there are eight focus areas that environmental justice policies should address:

- Pollution exposure, including air, water, and soil quality;
- Access to public facilities;
- Safe and sanitary homes;
- Healthy food access;
- Opportunity for physical activity;
- Unique or compounded health risks;
- Civic engagement; and

⁶⁶ United States Environmental Protection Agency. Learn about environmental justice, 2017.

- Investment prioritization in disadvantaged communities.

<i>Side Note Box/callout: What is a Disadvantaged Community?</i>
California law defines a disadvantaged community as “an area identified by the California Environmental Protection Agency [...] or an area that is a low-income area that is disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation.”
A “low-income area” is “an area with household incomes at or below 80 percent of the statewide median income or with household incomes at or below the threshold designated as low-income by the Department of Housing and Community Development’s list of state income limits.”
The California Environmental Protection Agency (CalEPA) developed the California Communities Environmental Health Screen Tool (CalEnviroScreen) to identify disadvantaged communities. CalEnviroScreen uses environmental, health, and socioeconomic information for each census tract in the state to produce a cumulative score based on the degree of exposure to pollution, adverse environmental effects caused by pollution, presence of sensitive populations (e.g., those with asthma or cardiovascular disease), and socioeconomic factors that increase vulnerability (e.g., low household income, low educational attainment, and unemployment). A disadvantaged community is defined as a census tract with an overall score in the top 25th percentile.

In addition to identifying the problems and areas that are unfairly impacted by cumulative burdens by assessing social determinants of health, pursuing environmental justice means ensuring equitable access to environmental benefits, investments, and other resources for low-income communities and communities of color. Doing so can address the uneven distribution of amenities along race and class lines that reflect long legacies of racism and discrimination in land use planning and development. Understanding what kind, and where, the compounded environmental burdens and socioeconomic factors are concentrated in the City, and engaging the community—especially those who are most marginalized, vulnerable, and/or under-resourced—is essential to achieving a high level of overall health, livelihood, and sustainability for all Napa residents.

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

The Public Health and Equity Element provides a foundation for creating complete neighborhoods that support the health, well-being, and opportunity for all residents. This element most closely furthers the following Napa Community Vision and Guiding Principles:

Guiding Principle 1: Foster Napa as a community of connected neighborhoods, with vibrant, walkable districts, and revitalized corridors.

Guiding Principle 2: Increase travel options through enhanced walking, bicycling, and public transportation systems, and promote mobility through increased connectivity and intelligent transportation management.

Guiding Principle 6: Emphasize environmental sustainability.

Guiding Principle 7: Achieve a healthy and safe community for all.

9.2 Health in All Policies

Promoting public health and achieving healthy communities are central goals of environmental justice, and the conditions of the built environments in which people live, work, play, and age have a tremendous impact on the well-being of the community. However, these conditions can vary greatly throughout the City and lead to an array of health risks and outcomes. Social determinants of health—such as race and ethnicity, income, educational attainment, the physical environment, position and place of employment, social support networks, and access to healthcare—are used to measure and assess the unique and compounded health risks facing certain segments of the community, and plan for positive health outcomes.

Side Note Box/callout: Why do we need Health in All Policies?

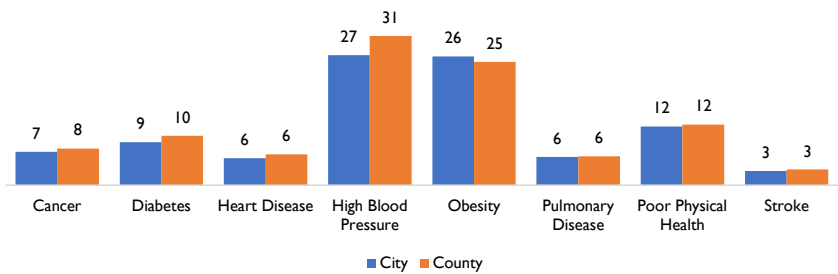
Health in All Policies is a framework based on the recognition that our greatest health challenges—for example, chronic illness, health inequities, climate change, and spiraling health care costs—are highly complex and often linked. Promoting healthy communities requires that we address the social determinants of health, such as transportation, education, access to healthy food, economic opportunities, and more. This requires innovative solutions, a new policy paradigm, and structures that break down the siloed nature of government to advance collaboration.

--Public Health Institute, Health in All Policies: A Guide for State and Local Governments, 2013.

Napa County has consistently ranked among the top 10 healthiest counties in California since 2016.⁶⁷ Chart 9-1 shows the crude prevalence of negative health outcomes for adults 18 and older. The City has similar rates of negative health outcomes when compared to the County, although these outcomes differ throughout the City. Figure 9-1 maps where these indicators are most concentrated in the City by overlaying the issues where they are greater than the citywide median. Figure 2-8 in Chapter 2: Land Use and Community Design shows the City area names, which are referenced in this section. Areas with the greatest rates of obesity, diabetes, high blood pressure, and poor physical health tend to be in the northern portions of the City, including the Vintage and Pueblo areas, in addition to portions of Central Napa; areas with none or only one issue greater than the citywide median include Browns Valley, Alta Heights, Terrace/Shurtleff, Beard, and most of the southern end of the City. The mid-south part of the City (River East) is highly ranked with poor health outcomes as well, which is most likely due to the Napa State Hospital.

⁶⁷ University of Washington Population Health Institute, County Health Rankings & Roadmaps, 2021.

Chart 9-1: Health Outcomes for Adults ages 18 and over



Source: Centers for Disease Control and Prevention, PLACES: Local Data for Better Health, 2020.

Side Note Box/callout: Five Key Elements of Health in All Policies

- Promote health, equity, and sustainability.** Health in All Policies promotes health, equity, and sustainability through two avenues: (1) incorporating health, equity, and sustainability considerations into specific policies, programs, and processes, and (2) embedding health, equity, and sustainability considerations into government decision-making processes so that healthy public policy becomes the normal way of doing business.
- Support intersectional collaboration.** Health in All Policies brings together partners from the many sectors that play a major role in shaping the economic, physical, and social environments in which people live, and therefore have an important role to play in promoting health, equity, and sustainability. A Health in All Policies approach focuses on deep and ongoing collaboration.
- Benefit multiple partners.** Health in All Policies values co-benefits and win-wins. Health in All Policies initiatives endeavor to simultaneously address the policy and programmatic goals of both public health and other agencies by finding and implementing strategies that benefit multiple partners.
- Engage stakeholders.** Health in All Policies engages many stakeholders, including community members, policy experts, advocates, the private sector, and funders, to ensure that work is responsive to community needs, and to identify policy and systems changes that are necessary to create meaningful and impactful health improvements.
- Create structural or process change.** Over time, Health in All Policies work leads to institutionalizing a Health in All Policies approach throughout the whole of government. This involves permanent changes in how agencies relate to each other and how government decisions are made, structures for intersectoral collaboration, and mechanisms to ensure a health lens in decision-making processes.

--Public Health Institute, Health in All Policies: A Guide for State and Local Governments, 2013.

Napa County Public Health oversees the Chronic Disease and Health Equity (CDHE) Program, which aims to improve chronic disease-related health outcomes by increasing health equity in Napa County, meaning that everyone has a fair and just opportunity to be healthier. This program measures three factors (physical inactivity, poor diet, and tobacco use) as they contribute to four diseases (cancer, heart disease and stroke, Type 2 diabetes, and lung disease), and assesses community health based on whether these diseases result in more than half of deaths in Napa County. Programs within CDHE address the factors that contribute to leading causes of death in the County, including the Tobacco Control Program, Supplemental Nutrition Assistance Program – Education (SNAP-ED), Epidemiology and Surveillance, and Medi-Cal Administrative Activities (MAA). CDHE also partners with Live Health Napa County (LNHC), a public-private partnership that brings together representatives from across the community, including: public health; hospitals and healthcare; business, industry, and funders; government and public safety; education; nonprofits; and the general community. LNHC and Napa County Public Health collaborate to produce the County Health Assessment (CHA) to measure changes in health and use this information to develop the Community Health Improvement Plan (CHIP), which implements activities and policies to improve health and wellness in the County. The CHIP is based on the Livable Communities framework, which has eight domains of community life affecting health and well-being: Outdoor Space and Buildings; Transportation; Housing; Social Participation; Respect and Social Inclusion; Civic Participation and Employment; Community Support and Health; and Communication and Information. A second health assessment involved a deep dive into conditions contributing to food insecurity in Napa County.⁶⁸ Between the two health assessments, four of these domains—Respect and Social Inclusion, Food Insecurity, Housing, and Transportation—were identified as priority areas for the 2019 CHIP by community members during Napa County’s Strategic Planning process in 2018.

Economic well-being is a social determinant of health that is inherently interrelated to many other aspects of a person’s overall health. Moreover, given that health inequities have significant cost implications, such as health care expenditures that further disadvantage those already at-risk, addressing equity in economic opportunities is an important step in achieving a healthy community. Studying and engaging the community about financial health issues such as income instability, job insecurity, and other barriers to economic mobility—including a lack of financial education—will play a pivotal role in ensuring a longer-term impact on health outcomes and improving health equity.

Race and ethnicity also represent a critical lens for public health. In September 2020, the Napa City Council unanimously adopted Resolution R2020-116 “affirming that discrimination and systemic racism is a public health crisis that results in disparities in family stability, health and mental wellness, education, employment, economic development, public safety, criminal justice experience and housing.” New, multi-year, mandatory training programs covering topics including Implicit Bias; Cultural Awareness and Celebrating Diversity; Racial Justice and Equality; Age and Ability; LGBTQ+; and Gender Identity and Equality help support the government in being more accessible, equitable, and inclusive. The City also launched the Equity Initiative in early 2021 to address this public health crisis. Partially funded through partnership with the National League of Cities’ (NLC) Cities of Opportunity Initiative, the Equity Initiative takes a grassroots approach to

⁶⁸ Napa County, Community Health Assessment Executive Summary. 2018. Accessed via web November 2021.
http://www.livehealthnapacounty.org/uploads/5/1/4/4/51449431/cha_exec_summary_eng.pdf

tackle the root causes of social injustice in the community through deep collaboration with community stakeholders and meaningful community engagement. The City has also recently joined the Government Alliance on Race and Equity (GARE) to cement its long-term commitment to achieve racial equity and advance opportunities for all.

The City will coordinate with Napa County Public Health, LHNC, and other community efforts such as the Equity Initiative to address community health in Public Health and Equity policies. As a framework based on a comprehensive understanding of health, a successful Health in All Policies approach needs to establish inter-agency cooperation underpinned by an intersectional understanding of how various agencies' policy decisions will impact the community; it requires the various agencies and departments whose policies and actions affect the social determinants of health to recognize shared goals, collaborate strategically, and coordinate their efforts.

Figure 9-1: Health Outcomes

9.3 Healthy and Sustainable Natural Environment

One of the key components of a healthy community is the quality and sustainability of the environment, including clean air, soil, and water; protection of green and open spaces, including a healthy tree canopy and agricultural lands; and minimized pollution exposure including toxics, greenhouse gas (GHG) emissions, and waste. For more about urban forestry and green spaces as pertaining to sustainability, see Chapter 6: Climate Change and Sustainability. For information about agricultural lands and protection of natural resources, see Chapter 7: Natural Resources Conservation.

Some areas of the City are at greater risk of pollution exposure than others. The CalEnviroScreen 3.0⁶⁹ screening tool compares the pollution burden of census tracts based on exposure to, and environmental effects of pollution in the air, water, and soil. These indicators include Ozone; Particulate Matter (PM) 2.5⁷⁰; Diesel PM; Drinking Water Contaminants; Pesticide Use; Toxic Releases from Facilities; Traffic Density; Cleanup Sites; Groundwater Threats; Hazardous Waste Generators and Facilities; Impaired Water Bodies; and Solid Waste Sites and Facilities.

Based on this methodology, five census tracts in the City have a CalEnviroScreen Pollution Burden score above 50 percent. These tracts are primarily located east of the Napa River but also include the southern Downtown area. The issues that contribute most to their high-ranking scores include proximity to solid waste, hazardous waste, and cleanup sites. Broader issues with a citywide median percentile score above 50 include the potential for contaminated drinking water, exposure to pesticides, groundwater threats, and toxic releases. Figure 9-2 identifies the tracts that are most affected by these indicators, which encompass the entirety of the southern portion of the City. Scores related to water quality do not apply to City of Napa, since the City’s drinking water is supplied by treated municipal surface water, and the CalEnviroScreen Pollution Burden does not take municipal water supply operations into account.

Side Note Box/callout: Pollution Sources

Toxic cleanup sites are places that are contaminated with hazardous chemicals, and require cleanup by the property owners or government. Groundwater threats happen when hazardous chemicals are stored in containers on land or in underground storage tanks; leaks from tanks can contaminate soil and groundwater. Common soil and groundwater pollutants include gasoline and diesel fuels at gas stations, as well as solvents, heavy metals, and pesticides. Hazardous waste contains chemicals that may be harmful to health. Solid waste facilities, as well as illegal sites that do not comply with the law, can harm the environment and potentially expose people to hazardous substances. Solid waste facilities can also raise concern in a community about odors, insect pests, vermin, and truck traffic. For more information about hazards and hazardous

⁶⁹ This General Plan uses data from the latest version of CalEnviroScreen 3.0, which was updated in June 2018. This tool is currently in the process of being updated as CalEnviroScreen 4.0, which has not been formally adopted as of August 2021.

⁷⁰ PM_{2.5} are very small particles in the air that are 2.5 micrometers (about one ten-thousandth of an inch) or less in diameter—which is less than the thickness of a human hair—and is a mixture that can include organic chemicals, dust, soot, and metals that come from cars and trucks, factories, wood burning, and other activities.

materials, see Chapter 8: Safety and Noise. For information about the City's successful solid waste and recycling programs and goals, see Chapter 4: Community Services, Parks, and Recreation.

The City enjoys relatively good air quality, likely correlated with the few industrial, manufacturing, and refinery uses in the Planning Area. However, soil and water quality can be affected by agricultural activity such as the use of pesticides and other chemicals, in addition to some industrial activity in the City that may handle hazardous wastes and toxics. These issues pose a health risk for all Napa residents but are especially concerning when pollution sources are located close to residential areas and sensitive receptors such as hospitals, schools, daycare facilities, and senior housing, where the occupants are most susceptible to the adverse effects of toxic chemicals, pesticides, and other pollutants.⁷¹ As seen in Figure 9-3, most of the pollution sources in the City are located along major roads including Soscol Avenue, Highway 29, Jefferson Street, and Trancas Street, in addition to the industrial/corporate park area at the south edge of the City. While pollution sources are generally located away from most sensitive receptors, certain school locations coincide with areas with a high concentration of pollution sources, including Napa High School and New Technology High School. Policies in this element address the health and safety of residential areas, schools, watersheds, and other sensitive receptors, and supplement policies in other elements of the General Plan, including Chapter 2: Land Use and Community Design; Chapter 4: Community Services, Parks, and Recreation; Chapter 8: Safety and Noise; and the Housing Element.

⁷¹ U.S. Environmental Protection Agency, What are Sensitive Receptors?, 2017.
<https://www3.epa.gov/region1/eco/uep/sensitivereceptors.html>.

Figure 9-2: Pollution Burden

Figure 9-3: Pollution Sources and Sensitive Receptors

9.4 Complete and Active Neighborhoods

Healthy communities are places that have everything people need to thrive. This means fostering complete and livable communities that have quality schools, parks and recreational facilities, childcare, libraries, financial services, and other components that meet people's daily needs. Healthy communities are safe, sustainable, accessible, and affordable, with convenient access to public transportation near housing, enjoyment of arts and culture, and environments that foster physical activity.

Safe and convenient access to parks and recreation are important community health indicators. Regular physical activity has many physical health benefits, including a reduced risk of coronary heart disease, obesity, hypertension, strokes, some cancers, and premature mortality. Regular physical activity is also associated with emotional health benefits, such as reduced depression, anxiety, and stress, as well as improved mood and the ability to perform tasks.⁷²

The 2010 Parks and Facilities Master Plan (PFMP) is a long-range planning effort used to guide the provision of high-quality parks and recreation facilities for residents and visitors to the City. This plan identified the needs and priorities of park users based on a detailed assessment of existing park sites and recreational facilities, and community involvement, which has helped build momentum and support for parks and recreation services as a key factor in the City's public health.

The PFMP also identified and prioritized improvements to barriers identified in the 2008 City of Napa Americans with Disabilities Act (ADA) Self Evaluation and Transition Plan. Parks were assigned one of three priorities, reflecting the level of obstacles to facility or programs access, and many required improvements to walks, picnic, and play areas. Furthermore, walkshed analysis in Figure 9-4 reveals that some neighborhoods adjacent to these resources do not have the same level of access as others due to a lack of entry points, private property barriers, and other obstacles. An updated transition plan and update to the PFMP could help to improve walkability.

Napa residents have access to 67 parks and recreational facilities operated by the City, in addition to public recreational facilities provided by other public agencies including the Napa Valley Unified School District (NVUSD) and Napa Valley College (NVC). Homeowners' associations and many private organizations and business also provide recreational facilities through private agreements. In all, these amenities account for approximately 1,086.4 acres of parks and open spaces for a current parkland ratio of 13.6 acres per 1,000 residents, which is higher than other cities in Napa County and significantly higher than the standard (community and neighborhood) parkland dedication ratio range of three to five acres per 1,000 residents. Figure 9-4 shows parkland accessibility in Napa. Most areas of the City are within a five- to ten-minute walking distance of a park (Figure 4-5), which meets the ten-minute (one half-mile) measure used by the National Parks Service and Centers for Disease Control and Prevention (CDC) relating park access and associated health benefits.

⁷² U.S. Department of Health and Human Services, Physical Activity and Health: A Report of the Surgeon General, Atlanta: U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, 4-8, 1996.

Improving the City's open spaces, parks, urban forest, and recreation centers can support a greener, healthier City, with more opportunities for residents to get out and play, socialize, experience nature, and exercise. Ultimately, these assets will help support a healthy City—for residents, local wildlife, and the natural environment—that is more economically sound, environmentally thriving, and socially just.

In addition to parks, the City of Napa Parks and Recreation Department offers classes, sports leagues, activities, and camps for residents at facilities such as the Pelusi Recreation Building, Las Flores Community Center, and the Senior Activity Center. Outdoor activities are also available at venues such as Main Street Boat Dock and Napa Golf Course at Kennedy Park. Trails including the Napa River, Vine, and Ridge to River trails represent another important mode of connection and physical activity for pedestrians and cyclists. More information about parks and recreational facilities is covered in Chapter 4: Community Services, Parks, and Recreation, and open space and natural areas are addressed in Chapter 7: Natural Resources and Conservation.

The City has an average citywide Walk Score of 42 and a Bike Score of 60, meaning that it is largely Car-Dependent and Somewhat Bikeable, but most errands require a car. The most walkable neighborhoods are Downtown, Central Napa, Fuller Park, and Beard, while neighborhoods outside the central core of the City are generally not very walkable. This means that some residents are within walking distance of amenities such as parks, restaurants, and grocery stores, *and* are supported by pedestrian-friendly infrastructure, but this is not necessarily true for the entire City. Figure 9-5 shows that pedestrian amenities are concentrated around Downtown Napa, while amenities for cyclists have a slightly broader reach across the City.

Side Note Box/callout: Walk Score

Walk Score is a tool developed by a private company with urban planning, environmental, and technical experts that measures the walkability of any address based on hundreds of walking routes to nearby amenities within a five- to 30-minute walk. The score is based on the distance to amenities, and also measures pedestrian-friendliness by analyzing population density and road metrics such as block length and intersection density using data from sources like Google, Open Street Map, and the U.S. Census.

Scores range from 0 to 100, and are generally categorized into five typologies:

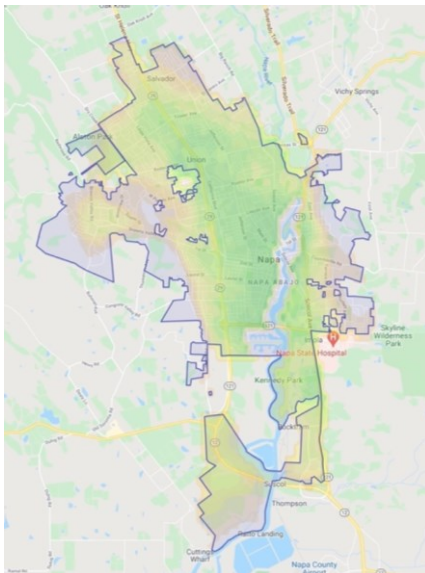
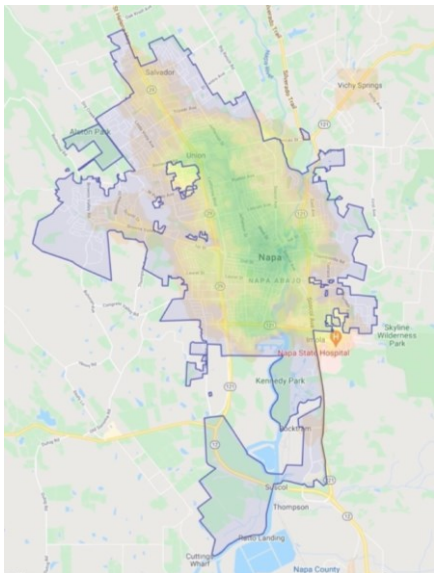
- **Walker's Paradise (90-100):** Daily errands do not require a car.
- **Very Walkable (70-89):** Most errands can be accomplished on foot.
- **Somewhat Walkable (50-69):** Some errands can be accomplished on foot.
- **Car-Dependent (25-49):** Most errands require a car.
- **Car-Dependent (0-24):** Almost all errands require a car.

Bike Score measures whether an area is good for biking. For a given location, the score is calculated by measuring bike infrastructure (lanes and trails), hills, destinations and road

connectivity, and the number of bike commuters based on data from U.S. Geological Survey (USGS), Open Street Map, and the U.S. Census.

Scores range from 0 to 100, and are generally categorized into four typologies:

- **Biker’s Paradise (90-100):** Daily errands can be accomplished on a bike.
- **Very Bikeable (70-89):** Biking is convenient for most trips.
- **Bikeable (50-69):** Some bike infrastructure.
- **Somewhat Bikeable (0-49):** Minimal bike infrastructure.



The overall Walk Score in Napa is 42, but areas like Downtown, Beard, and Fuller Park are more amenable to pedestrians.

Napa has a Bike Score of 60, which is somewhat bikeable. Compared to the Walk Score, a greater amount of the City has infrastructure and amenities that support cyclists.

Source: Walkscore.com, 2021.

Figure 9-5 Walking and Biking in Napa

Convenient access to public transit also helps community members increase physical activity and decrease vehicle miles traveled (VMT). Almost one-third of Americans who commute to work via public transit meet their daily requirements for physical activity (30 or more minutes a day) by walking as a part of their daily life, including to and from transit stops.⁷³ However, very few residents within the Planning Area utilize public transit or active transportation. Over 87 percent of residents in the Planning Area commute to work via car, truck, or van. Of those, 77.0 percent drove alone, while 10.5 percent carpooled. At the County level, only 1.7 percent of the population uses public transit to commute to work, compared to 5.1 percent in California.⁷⁴

Connection throughout the City and to the surrounding region is provided by the Vine Transit bus service system, which is operated by Napa Valley Transportation Authority (NVTa). Vine Transit has 13 routes, including three that connect to neighboring cities such as ~~Sonoma~~, Calistoga, and Fairfield. Most of the routes within the City have a headway of about 30 minutes (e.g., one bus arrives at a given stop every 30 minutes), except for the routes serving Browns Valley and the north Central Napa area (Redwood Park/Justin Siena High School/Sutherland/Pear Tree), which have a headway of about 45 minutes. As seen in Figure 9-6, most of the City is within a 5- or 10-minute walking distance of a bus stop; however, certain areas near the edges of the City such as Browns Valley, the portion of Vineyard Estates near Alston Park, eastern Alta Heights, and the northern part of Vintage are less well-served.

⁷³ L. Besser and A. Dannenberg, "Walking to Public Transit: Steps to Help Meet Physical Activity Recommendations". Vol. 32, Issue 4, American Journal of Preventive Medicine, at 273-280, 2005.

⁷⁴ U.S. Census Bureau, American Community Survey 2015-2019.

Figure 9-6 Transit Accessibility

In addition to being walkable and well-served by public transit, a healthy community also has convenient access to medical services. When health care facilities are accessible via public transit, medical care is more readily accessible to those without cars or who do not drive. There are multiple medical facilities located within the Planning Area, ranging from large hospitals and medical complexes, such as Providence-St. Joseph Queen of the Valley Medical Center, Kaiser Permanente, and Napa Valley Pediatrics, to smaller medical offices like Napa Dialysis and OmniFlo. The Planning Area also includes five Federally Qualified Health Centers (FQHCs) operated by OLE Health. FQHCs are community-based health care providers and critical community development facilities that provide primary care services in underserved areas. Many of these medical centers are within walking distance of residential neighborhoods; however, these facilities tend to be clustered toward the geographical center of the City, meaning that residents from neighborhoods such as Browns Valley and Alta Heights have to travel greater distances to access health services (see Figure 9-7).

Figure 9-7 Access to Health Centers

9.5 Food System

Access to healthy foods is also important to a community’s health. Having good food access means that food is affordable, nutritious, and within an accessible distance from home. The presence of a supermarket in a neighborhood is linked to higher fruit and vegetable consumption, as well as a reduced incidence of obesity.⁷⁵ Hunger makes it difficult to focus at school or work, and because food is one of the most basic human needs, food insecurity can force people to make choices that place food above other necessities, like medicine or other basic needs.

Side Note Box/callout: What is Food Insecurity?

According to Feeding America, 7.9% of residents in Napa County were food insecure in 2018, which directly impacts the health of these residents. The U.S. Department of Agriculture (USDA) defines food insecurity as limited or uncertain availability of nutritionally adequate foods, or uncertain ability to acquire these foods in socially acceptable ways. Poverty and unemployment are frequently predictors of food insecurity in the United States.

The Supplemental Nutrition Assistance Program (SNAP, formerly known as food stamps), is a federal anti-hunger program and primary source of nutrition assistance for many low-income people. In California, SNAP is known as CalFresh. SNAP improves food security, offers benefits that enable families to purchase healthier diets, and frees up resources that can be used for health-promoting activities and needed medical care. Conversely, studies have shown that the loss of SNAP benefits is associated with food insecurity and poor health in working families with young children.

The Special Supplemental Nutrition Program for Women, Infants, and Children—better known as the WIC Program—serves to safeguard the health of low-income pregnant, postpartum, and breastfeeding women, infants, and children up to age 5 who are at nutritional risk by providing nutritious foods to supplement diets; information about healthy eating, including breastfeeding promotion and support; and referrals to health care.

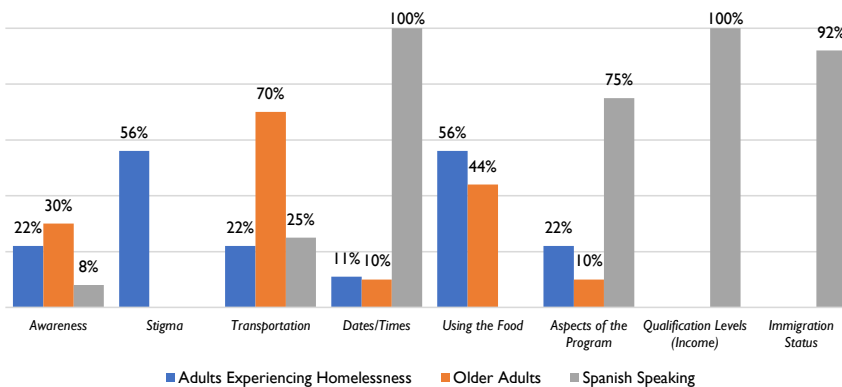
Food access and food insecurity is one of three identified focus areas in the 2018 Community Health Assessment produced by LHNC. LHNC partnered with the Napa County Health and Human Services Agency to conduct the Napa County Emergency Food System Study, which sought to better understand the barriers to access to existing emergency food services (including cash aid, bulk groceries, and prepared food) and subsequently identify opportunities to improve and expand programs, services, and coordination. The study surveyed emergency food provision system users and non-users in the County, who largely appreciated the quality and provision of healthy food, including fresh fruits and vegetables, from food assistance programs. The greatest barriers the study found were: lack of awareness about the programs, lack of qualification to

⁷⁵ Inagami, S., et al., “You Are Where You Shop: Grocery Store Locations, Weight, and Neighborhoods”, Vol. 31, Issue 1, American Journal of Preventative Medicine, 10-17. See also K. Morland et al., “Supermarkets, Other Food Stores, and Obesity: The Atherosclerosis Risk in Communities Study”, Vol. 30, Issue 4, American Journal of Preventative Medicine, 333-339, 2006.

participate (or perception of such), unavailability during the time or day the program is offered, difficulty of getting to the program, and not feeling comfortable attending the program.

Focus groups were also selected to further explore these barriers, comprising three priority populations: low-income older adults, adults experiencing homelessness, and Spanish-speaking low-income adults. Low-income, older adults identified lack of transportation, difficulty using the food provided by programs (due to dietary restrictions, lack of refrigerated storage, etc.), and lack of awareness of emergency food system programs as their primary barriers. Adults experiencing homelessness reported stigma, difficulty using the food provided by programs, and lack of transportation as top barriers. Low-income, Spanish-speaking adults cited the dates and times that emergency food programs are offered, income eligibility requirements for programs, and immigration status as preeminent barriers.⁷⁶ Chart 9-2 illustrates the percentage of participants in each focus group that identified certain barriers as a “Big problem” (out of three options, representing: “Not a problem,” “Somewhat of a problem,” and “Big problem”) for their communities.

Chart 9-2: Participant Responses Identifying Barriers as a “Big Problem” by Focus Group



Source: Adapted from Table 8 of the Napa County Emergency Food System Study: Final Report, 2018.

According to data from the 2019 American Community Survey (ACS), 4.6 percent of households in the City participate in the Supplemental Nutrition Assistance Program (SNAP), which is more than Napa County (4.1 percent), but less than California (8.9 percent). Of these households receiving SNAP benefits, over 35 percent are single-headed households, and almost 74 percent have children under 18 years of age. About 27 percent of households receiving SNAP benefits have one or more people in the household who are 60 years old and over. It is especially important to provide adequate access to healthy food for these vulnerable populations.

⁷⁶ Public Health Institute and Napa County Health & Human Services Agency, Napa County Emergency Food System Study: Final Report, 2018.

Figure 9-8 shows that a majority of grocery stores are located near the center of the City; while most of the Planning Area is well-served by convenient and accessible food markets (e.g., within one-half mile, or a 10-minute walking distance), there are large gaps in the southern and eastern portions of the City where no grocery stores or food markets are within walking distance. Meanwhile, the Vintage/Beard neighborhoods in the north central part of the Planning Area are especially well-served by larger supermarket chains and smaller neighborhood markets. CalFresh-certified vendors and vendors participating in WIC, including convenience stores such as ABC Foods and Hidalgo's Market, are also generally located toward the core and along commercial corridors of the City.

9.6 High Quality and Affordable Housing

Beyond being a source of shelter, a home provides a sense of security, health, peace of mind, and center of life. It is important to the City that everyone, from homeowners to middle-class renters to unhoused residents, has access to safe, sanitary housing. Factors such as whether or not a person's home is located in a resource-rich, complete neighborhood; whether there is overcrowding; is of high quality and free from health hazards; is affordable and not a financial burden; and is a place where people can remain if they so choose all have a profound influence on a person's health and well-being.

In addition to being a world-class destination known for its wineries and culture, Napa is an attractive place to live because it is an affordable alternative within the Bay Area; home prices within the City are relatively low compared to average home prices in the urban Bay Area. According to data from the U.S. Census 2015-2019 American Community Survey (ACS), during this time period there were approximately 30,400 housing units within City Limits. Of these, nearly 70 percent were single-family homes and about 58 percent of all homes were owner-occupied, while renter-occupied housing made up about 42 percent of all homes. In 2019, the citywide typical (35th to 65th percentile) house value for single-family residences was \$701,216; countywide, the typical house value was \$702,656, and the average typical house value for the regional Bay Area was \$751,100.⁷⁷

One result of high housing prices is that people may settle for housing that is too small for their household, or have additional related or unrelated people living in the same housing unit, resulting in *residential crowding* living conditions. Residential crowding reflects demographic and socioeconomic conditions, and can affect both renters and homeowners. Older-adult immigrant and recent immigrant communities, low-income families, and renter-occupied households are more likely to experience household crowding. The Housing Element provides greater analysis into residential crowding and other housing needs. The 2015 Housing Element states that 5.2 percent of households in Napa are overcrowded (between 1 to 1.5 people per room), and 2.4 percent are very crowded (more than 1.5 people per room). Of the overcrowded units, 3.8 percent of owner-occupied units are overcrowded, while 13.2 percent of renter occupied units are overcrowded.⁷⁸

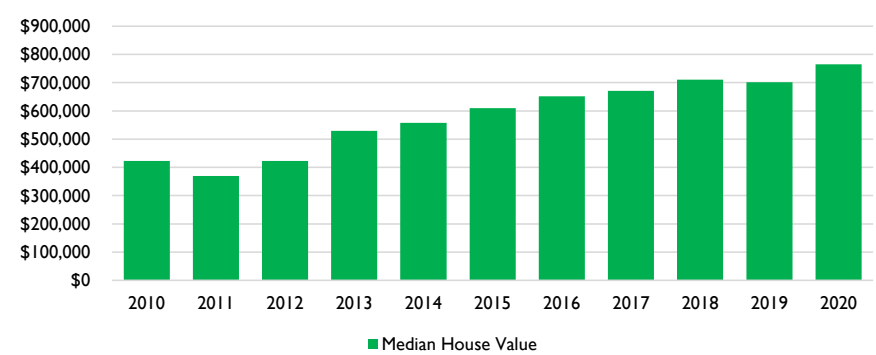
⁷⁷ Zillow Home Value Index (ZHVI). Estimates for December 31, 2019, ZHVI Single-Family Homes Time Series, 2021.

⁷⁸ Comprehensive Housing Affordability Strategy (CHAS) based on U.S. Census 2006-2010 ACS data.

Figure 9-8: Access to Healthy Food

Housing costs have generally increased over the past decade (shown in Chart 9-3), and accordingly, housing has increasingly become a financial burden for residents. Housing security is largely defined by people's ability to pay the rent or mortgage and remain in their neighborhoods if they choose, but when people must devote a high percentage of their incomes to housing costs, this can leave little left over for food, medications, school supplies, or other necessities. In the case of low-income households (those making less than 80 percent of the County's median income), this may also lead to housing-induced poverty. Households spending more than 30 percent of their income on housing are said to be "burdened," and those spending more than 50 percent of their income on housing are "significantly burdened." Overall, 22 percent of households in the City are housing burdened, and 16 percent of households are significantly housing burdened.⁷⁹

Chart 9-3: Housing Value Trends, 2010-2020



Source: Zillow Home Value Index Single-Family Homes Times Series estimate for December 31, 2019 (2021).

A majority of the City's residents are homeowners, making up 58.3 percent of total households in Napa. Renter-occupied units make up the remaining 41.7 percent, which is significantly higher than the proportion of renters in Napa County (35.8 percent). Although they represent a smaller proportion of households, renters are more likely to be housing burdened than homeowners; 28 percent of renters in Napa are housing burdened, and 23 percent are significantly housing burdened. In comparison, 17 percent of homeowners are housing burdened, and 12 percent are significantly housing burdened.

Eviction risk is relatively low in Napa, with a citywide eviction rate of 0.42 percent (e.g., the number of evictions per 100 renter homes) compared to a nationwide average of about 2.3 percent.⁸⁰ However, when factors including low-income status, increasing housing costs, and

⁷⁹ Department of Housing and Urban Development, Consolidated Planning/Comprehensive Housing Affordability Strategy (CHAS) Data for the 2013-2017 period, 2020.

⁸⁰ Eviction Lab, Princeton University, 2016. Data note: This eviction rate has been flagged by Eviction Lab as a potential underestimate due to incomplete data concerns; however, some places may simply have low eviction rates.

eviction risk are compounded, displacement emerges as a growing concern. Based on data from the Urban Displacement Project, which studies housing market dynamics in relationship with socioeconomic and sociopolitical factors to assess gentrification and displacement risk within census tracts, the City is characterized by a number of different typologies (e.g., risk categories, see Figure 9-9). As mapped in Figure 9-10, areas along the outer eastern and western edges of the City are Stable Moderate/Mixed Income, except for west Browns Valley, which is Becoming Exclusive. Tracts along the east side of Napa River are generally where risk of displacement or gentrification is higher. Advanced Gentrification is occurring in the Von Uhlig Ranch/Stonehouse area as well as Coventry Manor, Sheveland Ranch and part of Fuller Park. The area encompassing Napa Valley College, Kennedy Park, and the State Hospital is also identified as a place At Risk of Gentrification; however, this may be due to low population and demographic information in the area. Places where displacement is a growing concern include the northern edge of the City, part of Pueblo Park, Downtown/Napa Abajo, and part of Westwood, which are Low-income/Susceptible to Displacement, in addition to the area along Highway 29 south of Trancas Street that includes parts of Beard, McPherson, and Central Napa neighborhoods. Neighborhoods that are at risk of gentrification or displacement warrant additional observation to track if lower-income people are being priced out of the market. Neighborhoods that are designated as Advanced Gentrification or Becoming Exclusive could benefit from affordable housing projects and anti-gentrification/displacements measures to improve access for lower-income households.

Figure 9-9: Displacement, Gentrification, and Exclusion Typologies

MODIFIED TYPES	CRITERIA
LOW-INCOME/SUSCEPTIBLE TO DISPLACEMENT	Low or mixed low-income tract in 2018
ONGOING DISPLACEMENT OF LOW-INCOME HOUSEHOLDS	- Low or mixed low-income tract in 2018 - Absolute loss of low-income households, 2000-2018
AT RISK OF GENTRIFICATION	- Low-income or mixed low-income tract in 2018 - Housing affordable to low or mixed low-income households in 2018 - Didn't gentrify 1990-2000 OR 2000-2018 - Marginal change in housing costs OR Zillow home or rental value increases in the 90th percentile between 2012-2018 - Local and nearby increases in rent were greater than the regional median between 2012-2018 OR the 2018 rent gap is greater than the regional median rent gap
EARLY/ONGOING GENTRIFICATION	- Low-income or mixed low-income tract in 2018 - Housing affordable to moderate or mixed moderate-income households in 2018 - Increase or rapid increase in housing costs OR above regional median change in Zillow home or rental values between 2012-2018 - Gentrified in 1990-2000 or 2000-2018
ADVANCED GENTRIFICATION	- Moderate, mixed moderate, mixed high, or high-income tract in 2018 - Housing affordable to middle, high, mixed moderate, and mixed high-income households in 2018 - Marginal change, increase, or rapid increase in housing costs - Gentrified in 1990-2000 or 2000-2018
STABLE MODERATE/MIXED INCOME	Moderate, mixed moderate, mixed high, or high-income tract in 2018
AT RISK OF BECOMING EXCLUSIVE	- Moderate, mixed moderate, mixed high, or high-income tract in 2018 - Housing affordable to middle, high, mixed moderate, and mixed high-income households in 2018 - Marginal change or increase in housing costs
BECOMING EXCLUSIVE	- Moderate, mixed moderate, mixed high, or high-income tract in 2018 - Housing affordable to middle, high, mixed moderate, and mixed high-income households in 2018 - Rapid increase in housing costs - Absolute loss of low-income households, 2000-2018 - Declining low-income in-migration rate, 2012-2018 - Median income higher in 2018 than in 2000
STABLE/ADVANCED EXCLUSIVE	- High-income tract in 2000 and 2018 - Affordable to high or mixed high-income households in 2018 - Marginal change, increase, or rapid increase in housing costs

Source: Urban Displacement Project, UC Berkeley, 2020.

Side Note Box/callout: What is Gentrification?

Gentrification: A process of neighborhood change that includes economic change in a historically disinvested neighborhood by means of real estate investment and new higher-income residents moving in; as well as demographic change, not only in terms of income level, but also in terms of changes in the education level or racial make-up of residents.

Gentrification is complex – to understand it, there are three key things to consider:

6. **The historic conditions, especially policies and practices that made communities susceptible to gentrification.** For example, redlining, urban renewal, and the foreclosure crisis have perpetuated inequitable allocation of resources and opportunities.
 - **Redlining** was a process used by the Federal Home Owners' Loan Corporation (HOLC) from the 1930s to 1960s to rate neighborhoods to guide investments. The name derives from the practice of identifying "hazardous" neighborhoods that were deemed riskiest in red. These neighborhoods were predominantly communities of color – a result of explicit discriminatory policy based on racial demographics that made it hard for residents in redlined communities to get loans for homeownership or maintenance, leading to cycles of disinvestment.
 - **Urban Renewal** in the latter half of the 20th century largely focused federal and mega-city projects, such as highway system expansions, in central city neighborhoods where low-income households and communities of color were concentrated after the migration of more affluent, predominantly white populations to outer-city suburbs. Urban renewal programs resulted in mass clearances of homes, businesses, and neighborhood institutions, and set the stage for widespread public and private disinvestments in the following decades.
7. **The way that central city disinvestment and investment patterns are taking place today as a result of these conditions.** For instance, historic housing stock and proximity to city centers as well as the relative affordability has attracted people and capital back into historically disinvested neighborhoods.
8. **The ways that gentrification impacts communities.** While increased investment in an area can be positive, gentrification is often associated with displacement, which means that in some of these communities, long-term residents are not able to stay to benefit from new investments in housing, healthy food access, or transit infrastructure.

Source: Chapple, K. & Thomas, T. (2020). Berkeley, CA: Urban Displacement Project.
<https://www.urbandisplacement.org/gentrification-explained>.

Figure 9-10: Gentrification and Displacement Risk

Housing quality is another essential need for a healthy community. Housing quality means that the places where people live are safe, sanitary, and in a condition that supports the well-being of its occupants. Data collected by the Department of Housing and Urban Development (HUD) identifies four kinds of housing problems for households: 1) housing unit lacks complete kitchen facilities; 2) housing unit lacks complete plumbing facilities; 3) household is overcrowded; and 4) household is cost-burdened. A household is said to have a housing problem if they have one or more of these four problems. In the City, 40.7 percent of housing stock have sub-standard conditions. This metric greatly differs between owners and renters: 29.4 percent of owners are in sub-standard housing units, compared to 56.5 percent of renters.

Between 2015 and 2020, the City issued permits for the construction of 1,170 new housing units. Of these, a vast majority (930 units) are in the Above Moderate-income range and 177 units are in the Low or Very Low-income categories.⁸¹ Recent projects have included mixed-use and multi-family residential developments such as Register Square in Downtown and The Braydon Apartments along Soscol Avenue to the south. While these projects are important contributors to the City's housing stock, affordability continues to be a pressing concern. The General Plan considers new State laws and unique opportunities or constraints by establishing specific goals and policies to support housing that is affordable for residents; that is located in places that are resource-rich; and that supports healthy, enjoyable lifestyles for those who live there. Additional considerations should also be made to ensure that existing residents will also enjoy the benefits of new development, and are protected from risk of displacement. Programs and policies, as well as further studies of housing conditions in the City, are covered in the Housing Element.

9.7 Community Building

The City envisions a welcoming community that is healthy and safe for all, no matter one's race, color, religion, sex (including pregnancy, sexual orientation, or gender identity), national origin, age, disability and genetic information (including family medical history), language, income, or education level. In addition to providing access to basic services and resources that support the well-being of its residents, a healthy community ensures that all of its members have the opportunity to meaningfully engage in the decisions that affect their lives, as well as to connect with one another.

Civic engagement means working to make a difference in the civic life of one's community through both political and non-political processes, and it includes both paid and unpaid forms of political activism, environmentalism, and community and national service. Civic engagement can involve activities such as voting in local and national elections, volunteering for Boards and Commissions, and getting involved in other City activities, as well as community organizations.

Exercising one's right to vote is one fundamental way to be civically engaged. However, socioeconomic barriers affect turnout: some people cannot afford to miss work to participate, others have language or educational barriers, and others do not feel represented by candidates who do not speak to issues that are important to diverse communities. In order to ensure that

⁸¹ Local Agency Formation Commission (LAFCO) of Napa County, Countywide Update on Housing and General Plans, 2020.

public policy is equitable and supports a healthy community for all, it is important to address these issues and make active efforts to involve members in the decision-making processes that affect their community.

In the City, 5.8 percent of households are linguistically isolated, and a majority (5.4 percent) of these are Spanish-speaking, limited English households. Being linguistically isolated, or being a limited English-speaking household, means that all adults in the household speak a language other than English, and none speak English very well. Adults who are not able to speak or read English well may have trouble communicating with people who provide social services and medical care, which means that they may not get the health care and information they need. Furthermore, linguistically isolated households may not receive or understand important information when there is an emergency like a fire, earthquake, or extreme heat wave.

Over the past few decades, reliable access to the internet has played an increasingly important part in daily and civic life, helping people to gather and share information, access services, or stay connected to friends and family – in many ways, internet access has become a necessity. While there are many other factors that affect one's ability to meaningfully participate in civic life, such as transportation and civic education, the Covid-19 pandemic has only heightened the need for internet connectedness: School and work closures and social distancing measures implemented to slow the spread of Covid-19 required individuals to rely even more heavily on internet access to connect to health services, learn virtually, or work from home.

However, many households in Napa lack access to basic internet services at home. This gap, sometimes called the "digital divide," can have significant consequences for public health, children's educational achievement, and employment stability, and it can exacerbate existing inequities. More than seven percent of households in Napa do not have a computer, and 11 percent of households lack access to internet.

Civic spaces and gathering places including community centers, parks, plazas, and other community facilities are important hubs for community involvement. Infrastructure and built environments that encourage and promote civic life are essential to empowering people's voices, and connecting them to decision-makers as well as to each other. Building a strong, resilient community begins with ensuring that everyone has access to these types of spaces. Places for community building are located throughout the City, as shown in Figure 9-11, but are generally more concentrated in the core of the City, nearer to Downtown. The City's largest community facilities are located in the Downtown core area, but a network of other smaller facilities located within or nearer to residential areas support other neighborhoods in the outer portions of the City. Community facilities are also largely walkable or accessible by transit. There is also a greater need for better representation of diversity in events, monuments, street names, signage, and civic spaces that showcase the contributions of the City's diverse communities.

Figure 9-11: Community Building Spaces

9.8 Goals and Policies

Public Health and Equity goals and policies are outlined below and organized into the following topics. Each stated goal is followed by a set of policies designed and intended to promote, achieve and/or implement the goal. Note that italicized text included in some places provides background information and considerations for implementation of the General Plan policies. Appendix A contains “implementing programs” intended to implement the goals and policies in this section.

HEALTH AND EQUITY IN ALL POLICIES

GOAL PHE-1: Incorporate a Health in All Policies framework to center health considerations in policies, programs, and practices that affect all aspects of the civic decision-making process.

- PHE 1-1 Continue to craft proactive policies in collaboration with community members and Napa public agencies that address the design of the built environment; effective programs and services; strong partnerships with health providers and agencies; and community education and engagement. Incorporate health and equity criteria into all capital projects, such as those in the City of Napa’s Capital Improvement Program, to advance health equity through project development and prioritization (e.g., improving safe and active transportation).

For example, the City of Oakland considers equity as a weighted prioritization factor when evaluating capital improvement project priorities.

- PHE 1-2 Collaborate with public health organizations and other social justice efforts such as Live Healthy Napa County (LHNC) to identify and develop tools and metrics that track the health impacts of policies, programs, and capital projects over time.

- PHE 1-3 Utilize the Citizen’s Academy to discuss challenges facing the City of Napa, and educate citizens about how Health in All Policies strategies are used to address those challenges. Update the name of this program to remove barriers from non-citizen immigrant residents of the City.

The Citizen’s Academy is a City program designed to help Napa residents learn more about their City government and become informed, involved citizens by meeting City Council members, department heads, and staff; learning how decisions are made, City funds are allocated, and how departments operate; touring City facilities; and other activities to expand their knowledge and become more informed about current issues and proposed projects within the City. The term “citizen” refers to a person that resides within the City of Napa and does not pertain to immigration status.

GOAL PHE-2: Incorporate equity considerations in policies, programs, and practices that affect all aspects of the civic decision-making process and evaluate the impact of these measures to marginalized groups.

Note: see Chapter 10: Economic Development for further discussion regarding equity and decision making.

- PHE 2-1 ~~Support efforts to d~~Develop an equitable procurement policy for the City to |
prioritize certified underrepresented business enterprises, including businesses
owned by people of color, women, LGBTQ+ community members, veterans, and
individuals with disabilities, and locally-owned businesses.
- PHE 2-2 Coordinate with County agencies and other service organizations to foster
development of a community-rooted public safety alternative program to
address issues such as homelessness, mental health, and families in need.
- PHE 2-3 Develop a set of Equity Indicators—a baseline quantitative framework that can
be used by City staff and community members alike to better understand the
impacts of race to measure inequities—and track changes in the disparities for
different groups over time. Assess the indicators on a frequent, recurring basis,
and adjust policies accordingly.

HEALTHY AND SUSTAINABLE NATURAL ENVIRONMENT

**GOAL PHE-3: Promote clean air and water, a healthy natural environment, and
pollution-free neighborhoods to reduce disparate health impacts
resulting from environmental pollutants in vulnerable
communities.**

- PHE 3-1 Protect sensitive receptors such as schools, childcare centers, senior living
facilities, and residences from the impacts of stationary and non-stationary
sources of pollution by ensuring adequate buffers or mitigation measures.
- PHE 3-2 Regularly measure and assess environmental changes as they pertain to public
health, such as by coordinating City air quality monitoring and improvement
activities and infrastructure with Napa County and regional programs, including
efforts administered by neighboring communities. Coordinate with the County
and regional partners when planning for the public health implications of climate
change, including wildfire smoke effects.
- PHE 3-3 Promote green and sustainable development and practices to support a healthy
local economy, protect the environment, and improve the quality of life for all
residents.

COMPLETE AND ACTIVE NEIGHBORHOODS

**GOAL PHE-4: Promote “complete neighborhoods”—where residents have safe and
convenient access to goods and services on a daily or regular
basis—that address unique neighborhood needs, and support
physical activity, including walking, bicycling, active
transportation, recreation, and active play.**

- PHE 4-1 Encourage active modes of transportation by supporting neighborhoods that provide access to a range of daily goods, services, and recreational resources within comfortable walking or biking distance.
- PHE 4-2 Update the City's zoning regulations pertaining to home-based occupations (including cottage food [and child care](#)) in residential areas to support complete neighborhoods and diverse communities that provide opportunities for micro-businesses and entrepreneurship, as well as recognize an increase in remote work. *Also see Chapter 10: Economic Development for further discussion regarding equity and home-based occupations.*
- PHE 4-3 Promote the health benefits of walking and bicycling by providing a convenient and safe network of bicycle paths and routes, sidewalks, pedestrian paths, and trails that connect neighborhoods with major destinations such as civic facilities, educational institutions, employment centers, shopping, and existing outdoor amenities and trails.
- PHE 4-4 Prioritize bicycle and pedestrian infrastructure and safety improvement projects that improve access for underserved communities, particularly those reliant on walking, biking, and transit for transportation. Identify and plan for improvements collaboratively with existing neighborhoods and businesses to address concerns about gentrification and displacement.
- PHE 4-5 Assess need for improvements to active and passive parks and recreation facilities (including the addition of outdoor gym equipment, programming, etc.) at existing parklands, and improve pedestrian and bicycle access to parks to foster citywide public health.
- PHE 4-6 Ensure that investments in parks and recreation facilities are equitable and prioritize improvements to lower-income neighborhoods where residents may not have transportation to visit parks that are further away.
- PHE 4-7 Work with the school district and Napa County's Safe Routes to School program to ensure adequate facilities and culturally competent outreach and engagement encouraging children to walk, bicycle, and use other forms of active transportation to travel to and from school.

FOOD SYSTEM

GOAL PHE-5: Foster a comprehensive community food system by addressing all of its components—including food production, access, and consumption—to enable good health and nutrition and meet the unique cultural needs of the community.

- PHE 5-1 ~~Strive to e~~[Support efforts to e](#)nsure that all households in Napa are within walking distance to sources of affordable healthy food, such as full-service

grocery stores, culturally relevant food markets, farmers' and produce markets, and convenience stores that sell fresh produce.

- PHE 5-2 Reduce supermarket oversaturation by discouraging the development of additional grocery stores over 6,000 square feet within a half-mile radius of areas of supermarket oversaturation, as shown in Figure 9-8: Access to Healthy Foods.
- PHE 5-3 Prioritize underserved areas for new sources of healthy food, such as underserved areas in the northern, western, and eastern portions of Napa.
- Consider a density/intensity bonus for projects that include a fresh food store larger than 6,000 square feet as part of underserved areas.
 - Support development of off-site pedestrian, bicycle, and transit improvements that link new residential development to existing fresh food retailers.
- PHE 5-4 Identify and inventory potential community garden and urban farm sites on existing or new parks, public easements, rights-of-way, and schoolyards, and develop a program to establish community gardens in appropriate locations. Establish a methodology for determining appropriate sites.
- PHE 5-5 Promote small-scale urban agriculture in most residential, commercial, public/institutional, and industrial zones, and as accessory uses such as temporary on-site urban agriculture stands or rooftop gardens.
- PHE 5-6 Prioritize local businesses that help meet citywide goals for food access by providing tiered or below-market lease rates on City-owned property.
- PHE 5-7 Support expansion of certified community farmers markets and community-supported agriculture.

HIGH QUALITY AND AFFORDABLE HOUSING

Note: These topics will also be addressed in the City of Napa Housing Element Update.

GOAL PHE-6: Continue to support stable and integrated communities through housing opportunities that provide safe, high quality, and affordable housing for all segments of the community in locations near amenities, public transportation, parks, and recreation opportunities.

- PHE 6-1 Promote the development of balanced neighborhoods that accommodate a variety of housing types and density ranges to meet the diverse demographic, economic, and social needs of residents.
- PHE 6-2 Continue to encourage developers to incorporate units for a mix of incomes in new developments. Promote integration of mixed-income developments

throughout the city and assess existing segregation patterns to avoid any concentrations of lower-income housing.

- PHE 6-3 Develop and monitor indicators such as change in share of low-income households, average rent and sales price, supply of affordable units, and evictions and foreclosures within the City. Use this data to identify at-risk neighborhoods, and develop programs and resources to assist, including renter protections such as just cause eviction ordinances, within the limitations of City Charter Section 172.
- PHE 6-4 Pursue public/private partnerships for the redevelopment of City-owned properties with high-density multi-family housing and other community-serving uses, such as affordable housing, workforce housing, grocery stores, childcare, and community/cultural spaces.
- PHE 6-5 Monitor market conditions and assess opportunities to provide additional incentives for developments that include significant community benefits, such as affordable housing, three-bedroom units, childcare, grocery stores, publicly-accessible urban open space, on-site performance space, public art, and green building features. Incentives may include expedited permitting, fee deferrals, deferred financing for affordable housing, density bonuses, and other items.
- PHE 6-6 Continue to coordinate with representatives of public agencies, affordable and for-profit housing developers, housing advocacy groups, and other community organizations, and participate in forums for ongoing dialogue on local housing issues and strategies to address them.
- PHE 6-7 Continue to engage the community in developing new, and refining existing, affordable housing and anti-displacement strategies.
- PHE 6-8 Facilitate opportunities to incorporate innovative design and program features into affordable housing developments, such as on-site health and human services, rooftop or community gardens, car-sharing, and bike facilities. Support the development of supportive housing projects that serve homeless and special needs populations.
- PHE 6-9 Emphasize social justice and fair opportunity for high quality, affordable housing in amenity-rich neighborhoods as key drivers in the Housing Element update process.

COMMUNITY BUILDING

GOAL PHE-7: Promote Napa as a community that is inclusive and embraces its diverse, growing populations and provides opportunities to build

community and for everyone to feel socially and civically connected, accepted, and safe.

See Chapter 10: Economic Development for further discussion regarding equitable workforce development.

- PHE 7-1 Work collaboratively with members of the community to develop and achieve the General Plan’s vision for a healthy community. Continue and expand local-hire initiatives, training, apprenticeships, and partnerships with employers, Workforce Alliance of the North Bay, and Napa Valley College to develop a job pipeline in the technology sector, “clean and green” sector, and other major industry sectors in Napa.
- PHE 7-2 Incorporate into planning efforts the Napa City Council’s resolution (Resolution R2020-116) that recognizes systemic racism as a public health crisis to address internal and external systems as they relate to disparities in family stability, health and mental wellness, education, employment, economic development, public safety, criminal justice experience, and housing.
- PHE 7-3 Continue building on existing diversity, equity, and inclusion training programs for City staff. Consider expanding the program to include participation by members of the public.
- PHE 7-4 ~~Actively develop~~ and document strategies to resolve the adverse impacts of discrimination and systemic racism, and work collaboratively with community groups, non-profits, and other government entities.
- PHE 7-5 Support the City of Napa’s grassroots initiative (the Equity Initiative) to work with community members to tackle the root causes of social injustice within the community.

More information of the City’s Equity Initiative can be found on the City’s website: <https://www.cityofnapa.org/CivicAlerts.aspx?AID=312>

GOAL PHE-8: Promote arts-driven and culturally-centered placemaking efforts that reflect the multiple ethnicities and identities of the Napa population.

An arts-driven placemaking strategy connects artists, economic development, and local small businesses to build on neighborhood cultural assets, build capacity, and create vibrant neighborhood-serving and visitor-attracting places. Successful examples include the Little Mekong neighborhood in Minnesota, which incorporated artist happy hours and pop-up events, a creative maker space/business incubator, and a neighborhood night market. This creative placemaking could partner with neighborhood organizers and leaders to visually capture neighborhood history and culture, and local chambers of commerce could provide small business assistance and training.

Note: Arts and Culture is also addressed in Chapter 4: Community Services, Parks and Recreation and Chapter 10: Economic Development.

- PHE 8-1 Provide opportunities for a full range of recreational, cultural, and artistic activities that caters to the diverse interests of Napa residents, including intergenerational opportunities for youth and seniors.
- PHE 8-2 Partner with LHNC to promote respect and social inclusion in the City's public spaces, especially for identified groups including residents with physical or mental disabilities, the immigrant community, LGBTQ+ residents and families, youth, older adults and caregivers, new parents and pregnant women, and homeless individuals.
- PHE 8-3 Explore opportunities to establish Cultural Districts that can foster place attachment and place identity for underrepresented groups and celebrate cultural diversity in Napa.
- PHE 8-4 Advance representation of Napa's diversity in events, monuments, murals, street names, and signage that showcase the contributions of Napa's diverse communities.

GOAL PHE-9: Foster equity in City planning efforts and decision making by actively engaging communities that historically have had less familiarity or experience with participation in the development and implementation of City policies.

- PHE 9-1 Seek to develop an Equitable Community Engagement Plan to establish clear protocols and metrics to foster equity in City planning efforts.
- PHE 9-2 Provide support for increased community participation, particularly in areas where there are language barriers or a concentration of low-income households, and/or historically there has been less familiarity or experience with participation in the development and implementation of City policies.
- PHE 9-3 ~~Seek to e~~Support efforts to eengage the broadest possible spectrum of the community in public policy discussions, including residents, businesses, non-profit organizations, other public agencies, and particularly underrepresented groups by:
- Utilizing a full range of community engagement and meeting facilitation techniques to achieve an open exchange of ideas and positive outcomes for public meetings.
 - Providing adequate time and opportunities for early engagement when community members may have the greatest ability to impact outcomes.

- Proactively interacting with community members to nurture the effectiveness of their participation, and actively encouraging participation by a broad range of community members.

PHE 9-4 Explore options to make access to community classes, resources, and events economically viable for those who want to participate.

PHE 9-5 Promote cultural competence by offering City services that are responsive to the needs of the City's diverse cultural and ethnic communities.

Also see Chapter 10: Economic Development for further discussion regarding cultural competence and economic development.

For the definition of "cultural competence," see the Glossary of Terms in Appendix A.

PHE 9-6 Expand the Housing Division's Language Access Plan so that it establishes standards and procedures for promoting meaningful access to all City programs, information, and plans, as well as opportunities to engage all people, including people with limited English proficiency.

PHE 9-7 Invest in high-speed internet in underserved low-income communities to expand digital access and engagement opportunity.

10 Economic Development Element

The Economic Development Element presents goals and policies to support a local economy that reinforces the overall vision of the General Plan. Although not a State-mandated component of a general plan, this element plays a critical role in shaping community character through incentives, policies, and initiatives that guide economic activity and private investment.

10.1 Background and Purpose

The Economic Development Element recognizes the important role that sustainable economic development plays towards achieving the overall community vision and creating a more equitable and economically resilient community. Napa's beautiful setting in one of the world's premier wine regions; access to fresh food and unique culinary experiences; history and small-town charm; enjoyable weather; and proximity to the ocean, mountains, and other amenities of the broader Bay Area make the City a world-class destination. The City also boasts strong cultural diversity, a thriving arts scene, and a multi-faceted "maker" community that all contribute to a creative and vibrant local economy. These attributes also make Napa an attractive place for people to live and work, an important economic development differentiator.

While building on the City's exceptional strengths, this element seeks to diversify the economy to support economic resiliency, sustain local businesses (especially small businesses), provide economic opportunities to residents, and boost the City's ongoing fiscal strength. Because of changing economic conditions—such as a shift to online retailing, potential increases in remote work, the rise of satellite offices, and climate change impacts on viticulture—this element seeks to establish a flexible, equitable, and adaptable approach to economic development to create a more resilient City in the face of change.

The Economic Development Element includes goals and policies addressing a range of topics, including promoting a diversity of land uses in Downtown, encouraging local- and neighborhood-serving commercial uses, promoting and enhancing the economic viability of key planning areas, enhancing equitable economic opportunities for residents, increasing the community's benefits from tourism while also preserving sense of place, and supporting diverse and thriving commercial nodes in the City.

RELATIONSHIP TO COMMUNITY VISION AND GUIDING PRINCIPLES

The Economic Development Element has been informed by community and stakeholder input received in numerous public workshops and other outreach efforts, including comments to several predecessor documents (e.g., an Economic Development Framework). It also builds on research and analysis from several economic reports, including the 2019 Economic, Demographic, and Real Estate Profile report prepared by EPS to inform the General Plan, and the 2019 Economic Development Action Strategy, a separate City-led initiative. Finally, the Economic Development Element is designed to complement other General Plan Elements, including the Housing Element, Chapter 2: Land Use and Community Design, and Chapter 9: Public Health and Equity, among others.

The Economic Development Element most closely furthers the following Community Vision and Guiding Principles:

- *Guiding Principle 3: Balance local and tourist needs.*
- *Guiding Principle 4: Promote housing and support a diverse array of housing types to meet the needs of all segments of the population.*
- *Guiding Principle 8: Promote continued Downtown revitalization.*
- *Guiding Principle 10: Achieve an economically diverse and resilient community.*

10.2 Napa Economic Overview

The City's economy clearly benefits from its position in a growing and prosperous region. While the robust northern Californian economy, and San Francisco Bay Area in particular, has and will likely continue to play a critical role in the City's growth trajectory, Napa also holds its own unique profile and competitive attributes that provide a solid foundation for the future. This section summarizes the City's internal economic dynamics as a backdrop to the goals and policies that follow, drawing on research and data presented in the 2019 Economic, Demographic, and Real Estate Profile.

The General Plan has been prepared as the nation and world seek to address the coronavirus (Covid-19) pandemic, an unprecedented public health crisis that has also precipitated substantial economic disruption with potentially long-lasting implications. The Napa Valley economy also continues to experience periodic disruptions related climate change (e.g., fires, floods, drought), earthquakes, power outages, and other events of both natural and human origin. In addition to hardship on local residents, these events can have long lasting economic consequences and will require appropriate adaptation strategies, as referenced below.

SOCIO-ECONOMIC PROFILE

The City's population has increased steadily since the 1960s as Napa solidified its position as the primary population center in the County (accounting for almost 60 percent of total County residents in 2020). Nevertheless, both the City and the County represent a relatively low percentage of the entire Bay Area population (less than 2 percent), consistent with their more remote location and rural/agricultural character. The population growth rate also trailed the rest of the Bay Area in the decade following the Great Recession, suggesting that the economic drivers in the broader region are less influential in the City. However, the effects of the Covid-19 pandemic on population trends are less clear, as there is some evidence that Bay Area residents are moving from inner Bay Area communities to those on the outskirts, such as Napa County.

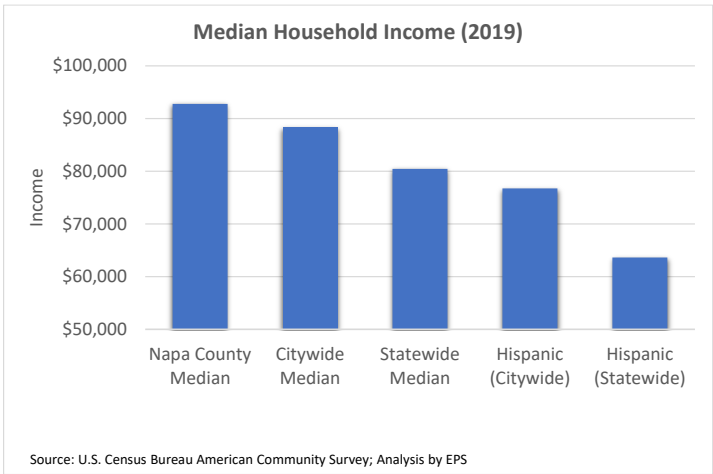
The City is becoming increasingly diverse, and this trend should inform economic development strategies. In particular, the Hispanic population grew by about eight percent from 2010 to 2019, six times faster than the City's total population growth. Currently, the Hispanic population stands at about 32,600, representing 42 percent of all residents (Hispanics represent about 39 percent of the State population, according to the 2020 U.S. Census). The Hispanic population exceeds 50

percent of total residents in three of the City’s census tracts, including one tract where Hispanics represent about 70 percent.

Napa’s household income levels are indicative of its position in the relatively affluent Bay Area economy. In particular, the City’s median household income, while below the Bay Area average, far exceeds that of the State and nation as a whole. This is partially attributable to a relatively diversified economy, as described below, and can also be credited to desirable community attributes that attract employed residents, about 60 percent of whom work locally (split roughly evenly between the City and the County).

Economic development strategies should seek to address the City’s income disparities, particularly within the Hispanic community. For example, as of 2019, the median income for the City’s Hispanic households was about 88 percent of the citywide median, while per capita income stood at about 57 percent of the citywide average (see Table 10-1). The City also contains two federally recognized “opportunity zones,” which are economically distressed neighborhoods that are eligible for preferential tax incentives. This data suggests that aggregate measures of income do not accurately represent pockets of inequality in the City.

Table 10-1: Median Household Income Comparisons



The educational attainment levels of Napa residents are in line with those in the State and the nation, but also reflect disparities that should be addressed to support economic development. While the proportion of residents with at least some college education slightly exceeds the State and national level, it is below the average for inner Bay Area cities. At the same time, the proportion of residents with a high school degree is well below the national average, an educational profile that is common in agriculture-oriented economies. Among the City’s Hispanic population about 62 percent have a high school diploma or higher, compared to 66 percent for

the state and 71 percent for the nation. Further, 11 percent of Hispanic residents have a bachelor's degree or higher, compared to 14 percent for the state and 18 percent for the nation.

The City is home to the Napa Valley College (NVC), a leader in post-secondary education in the North Bay region. The main campus sits on a 160-acre site overlooking the Napa River in the southern part of the City, and hosts a Performing Arts Center, the Child Developmental Center, and the Napa Valley Vintners' Teaching Winery. Of the enrolled students, almost half commute from within the City Limits. ~~{While there are currently no dormitories on campus, Napa Valley College is adding on-campus housing, which should be encouraged}.~~

ECONOMIC DRIVERS

The industry sectors that predominate in the City reflect its multiple roles as a tourism and agriculture linked economy, the County seat, and the dominant commercial center of the Napa Valley region. Similar to its population share, the City accounts for a little over 60 percent of total employment in the County. The five largest sectors in the City, in descending order, are public administration, accommodation and food services, health care and social assistance, retail trade, and manufacturing. Taken together, these five sectors account for nearly two-thirds of all jobs in the City.

In the decade following the Great Recession, the City's job growth followed a trajectory similar to population in that it has not kept pace with the region as a whole. However, it is worth noting that jobs per capita (a measure of relative economic activity) still exceeds the Bay Area average (almost 0.6 jobs per resident in the City compared to 0.5 in the Bay Area as a whole). In addition, the City has continued to experience positive job growth, though some sectors have fared better than others; job growth in accommodation and food services, health care and social assistance, and arts, entertainment, and recreation have been particularly strong.

While the manufacturing sector has lost ground over the last decade, paralleling both State and national trends, the sector remains a vital part of the local economy. Moreover, the City and the County have a high—and growing—concentration of manufacturing jobs relative to the broader North Bay area. By contrast, a number of white-collar fields such as finance and professional services, have experienced steady job losses in both absolute and relative terms. This trend may be partly attributable to the City's remote location relative to the major population centers and less developed transportation infrastructure (e.g., lack of commuter rail or convenient air service).

COMMERCIAL REAL ESTATE TRENDS

More than half of the commercial real estate in the City is composed of industrial space, as illustrated in Table 10-2. Much of this space is employed for storage and logistics purposes related to the area's main economic activities of agricultural production and processing (e.g., manufacturing). Of the City's roughly 15.2 million square feet of commercial space, retail space (which includes eating and drinking establishments) makes up nearly one-third. Meanwhile, office space constitutes the smallest share of the City's non-residential real estate market.

Prior to the pandemic, the City's visitor-serving retail and hotel markets were performing particularly well, with low vacancies even as new supply becomes available. For example, retail vacancies were below five percent pre-pandemic (rates below 10 percent are generally

considered healthy). The City’s hotel market was also undergoing a major expansionary phase, with about 2,200 additional rooms planned in a variety of limited service to high-end/luxury new developments. These new developments, if completed, would increase the City’s existing lodging stock by roughly 85 percent. Assuming the City can effectively address and/or adapt to economic disruptions described above (e.g., those stemming from the pandemic and climate change), and it appears well-positioned to do so, the sustained interest in and strong performance of the City’s retail and hotel markets suggest that these sectors could be further leveraged to support local priorities.

Table 10-2 Overview of Non-residential Real Estate

Product Type	Total Commercial Square Feet ¹	
	Amount	% Of Total
Industrial	7,978,974	53%
Retail	4,712,127	31%
Office	2,463,156	16%
	-----	-----
Total	15,154,257	100%

[1] Reflects commercial square feet only and excludes most buildings owned and occupied by public and non-profit users (e.g., City and County facilities, schools, churches, etc.).
Sources: CoStar; Economic & Planning Systems, Inc.

Figure 10-1 maps the major employment nodes in the City with the darker colors showing districts with relatively high job concentrations. As shown, the primary job clusters are located along a central corridor east of CA-29 and west of Soscol Avenue. In particular, significant employment hubs exist in and around the Downtown as well as the Trancas Street corridor. The former has evolved as both a visitor serving and public administration cluster while the latter as a health care-related hub anchored by St. Joseph’s Queen of the Valley Medical Center and Napa Valley Care Center. Development patterns in the City going forward will be influenced by a number of factors, including market considerations, land availability, and zoning. The General Plan provides critical guidance on how these locations will be developed going forward.

The City’s development patterns have helped preserve the centrality and vibrancy of Downtown, which continues to serve as a focal point for business, culture, and civic life. The City has supported its Downtown through planning and investment, including preserving historic buildings, promoting higher density development, and providing needed infrastructure and community amenities. To date, it appears that the City has partially adapted to national retail trends by diversifying its offerings, and adding or preserving experiential venues in its Downtown, such as hotels, restaurants, and entertainment.

Figure 10-1 Employment Concentration “Heat Map”

10.3 Economic Development Strategies

Key topics related to the City's economic development that emerged during the General Plan Update process are highlighted below; goals and policies in the next section parallel these topics.

ECONOMIC GROWTH AND DIVERSIFICATION

The City has evolved as a relatively balanced community with a healthy mix of residents and jobs. The City has long served as the major employment hub in Napa County (accounting for more than 60 percent of total employment) and maintains a job-to-housing ratio that exceeds the Bay Area average. About two-thirds of City jobs are clustered in sectors focused on retail and tourism (including sectors related to the wine industry), public services, health care, and manufacturing. However, during the decade following the Great Recession, population and job growth did not keep pace with the rest of the Bay Area (as further documented in the 2019 Economic, Demographic, and Real Estate Profile).

The General Plan recognizes that economic growth and vitality is critical to the City's overall health, and to the success of the other General Plan elements. Likewise, equitable and sustainable economic growth is fundamentally dependent on the provision of quality City services and infrastructure, as well as needed workforce housing. The goal is not growth for its own sake, but rather to create a diversified economy that provides services and opportunities to the full cross-section of residents as well as security against cyclical downturns in individual sectors.

WORKFORCE DEVELOPMENT AND EQUITY

The presence of a workforce suited to the needs of the local economy and targeted industries is a major component to effective business retention and expansion. While the resident workers in the City are well represented in administrative and public sector professions, as well as retail and hospitality, there is a gap in workers supporting manufacturing, professional and technical services, health care, [childcare, construction](#), and management professions as compared to the region. At the same time, the regional economy has helped perpetuate wealth inequalities in the City, a problem that is particularly acute within Hispanic and Latinx communities. Aligning the resident workforce's skills with the needs of expanding business opportunities, particularly in the value-added sectors targeted in this element, will be critical to realizing economic growth that is both sustainable and equitable.

AGRICULTURE

In addition to its historical significance, the agriculture sector plays an important role in the City's economy due its critical relationship with other sectors, such as hospitality as well as processing, production, and distribution. While agriculture accounts for about six percent of the City's jobs, a much larger proportion of the City's industrial and even office space is occupied by tenants involved in activities related to viticulture and other local agriculture-based fields. Additionally, the City's agricultural orientation serves as an important community differentiator in a regional economy otherwise driven by information technology and white-collar professions.

HEALTH AND WELLNESS

Napa has a well-established healthcare cluster centered along the Trancas Street corridor, which is anchored by St. Joseph's Queen of the Valley Medical Center and Napa Valley Care Center. Health- and wellness-related tenants also occupy space in other commercial districts and include home-based businesses. An emphasis on health and wellness supports the City's role as the center for public services in a County that has also become an increasingly popular destination for active adults, retirees, and health-conscious activities. Additionally, healthcare-related sectors typically provide stable, middle-class jobs.

MANUFACTURING/MAKER SPACE

The manufacturing sector is a critical component of the City's broader economy and supports other sectors, such as agriculture, with key inputs as well as the ability to move up the value chain and deliver local products to the market. This sector accounts for about 10 percent of total jobs, a proportion that exceeds the average for the Bay Area as a whole. Manufacturing also provides relatively well-paying employment opportunities for individuals who may lack college and/or professional training (about 36 percent of Napa residents over 25 years old).

Concurrent with the General Plan Update process, the City's Economic Development team funded a project to advance local manufacturing/maker/creative sectors through an action plan.

PLACEMAKING, BRANDING, AND SUSTAINABLE TOURISM

The Napa region is blessed with many advantages such as its natural beauty, a temperate climate, a distinguished wine industry, and its location within a wealthy and populated region. These advantages help support tourism/hospitality sectors that provide a wide range of job opportunities and create demand for cultural attractions and amenities that also enhance the quality of life for residents. In addition to creating jobs, tourism- and hospitality-related spending is a key source of local tax revenue that helps maintain a positive balance in the City budget and funds investment in local public services and facilities.

While tourism and hospitality are undoubtedly critical to the success of the City's economy, they can also have negative impacts, such as increased congestion, the pricing out of local businesses, and a loss of authenticity and/or small-town feel. Thus, it will be important to cultivate the tourism and hospitality sectors in a strategic and deliberate way to ensure that the attributes that are critical to the City's continued success are maintained and accentuated.

BUSINESS RETENTION AND FULFILLMENT

The City has a diverse economic base comprising commercial, industrial, corporate, institutional, and governmental businesses. These existing businesses contribute to the community's character, particularly the local/regional, and often smaller, establishments. At the same time, one of the City's most significant challenges is to maintain a diversified local economy given its limited supply of land and more challenging access to workers relative to larger urban centers (exacerbated by more constrained transportation access). Given these circumstances, business retention can be a highly effective economic development strategy by preserving and creating new jobs through the expansion of existing businesses. As such, the existing business community should serve as the foundation for the City's future economic growth.

DOWNTOWN BUSINESS DEVELOPMENT

Historic Downtown Napa plays a central role, both geographically and functionally, in the City’s economy. Strategically located along the Napa River, blessed with historic architecture and a pedestrian-oriented street grid, and home to numerous civic functions and cultural venues, Downtown has always served as a key activity and commercial center for the community. Completion of the Flood Protection Project and related waterfront improvements, other public infrastructure investments, and implementation of the Downtown Specific Plan (adopted in 2012) has helped create a context for strong revitalization and private investment. Downtown now serves as a vital tourism and hospitality hub with new or renovated hotel offerings, prominent cultural and entertainment venues, and successful retail offerings for residents and visitors.

Despite ongoing success, the future expansion of the Downtown economy presents both challenges and opportunities. During the completion of the General Plan process, the Covid-19 pandemic presented significant challenges to the future role and success of cultural, hospitality, and retail districts such as Downtown. Longer-term issues include the need to improve Downtown’s connectivity and synergy with internal and adjacent activity nodes, including Oxbow Market, the Cinedome redevelopment site, the Napa Valley Exposition site, the Soscol Gateway Transit Center, and the Napa River waterfront. In addition, it will be important to ensure that new business expansion maintains the City’s local flavor, cultural diversity, and authenticity, effectively balancing the needs of local residents, workers, and visitors.

10.4 Economic Development Element Goals and Policies

Goals and policies intended to support economic development are outlined below. Each stated goal is followed by a set of policies designed and intended to promote, achieve and/or implement the goal. Note that italicized text included in some places provides background information and considerations for implementation of the General Plan policies. Appendix A contains “implementing programs” intended to implement the goals and policies in this section.

Economic Growth and Diversification

- GOAL ED-1**

Promote a diversified economic base to foster economic resiliency and vibrancy, as well as a healthy mix of employment opportunities that match the needs and skills of the local workforce.
- ED 1-1

Encourage and strengthen industry clusters, emerging sectors, and strategies to incentivize, attract, and retain industries, as well as foster entrepreneurial activities that represent the future of the City, including healthcare and wellness, manufacturing/maker space, business incubation, and satellite work environments.
- ED 1-2

Maintain a wide spectrum of uses—including light industrial, production, and service and repair—to promote a “complete community” that enables residents to meet most needs within the community.

- ED 1-3 Preserve the City's limited industrial and other employment-generating uses in key geographic areas to foster growth of targeted economic clusters and uses identified herein, including spaces for innovation, collaborative workspaces, business incubators/accelerators, and maker spaces.
- See Chapter 2: Land Use and Community Design for industrial land use designations.*
- ED 1-4 Promote development standards (e.g., land use zoning, design guidelines, allowable uses) that are appropriate to the needs of the targeted industries and sectors referenced in the Economic Development Element, and that are flexible to accommodate the needs of evolving businesses. *This policy will potentially require amendments to the Municipal Code and coordination with policies in Chapter 2: Land Use and Community Design.*
- ED 1-5 Review land use and zoning tools—such as building intensity/density, height, and parking requirements—to make adjustments as necessary to establish regulations that do not constrain, while creating incentives for, desired uses.
- ED 1-6 Support linkages with the broader Bay Area economy, particularly those that enhance the viability of existing local industry clusters such as viticulture and other agriculture-related activity, health and wellness, and small-scale production, distribution, and supply.
- ED 1-7 Develop collaborative relationships between private and public entities (e.g., Napa Valley College (NVC), the Culinary Institute of America, Workforce Alliance of the North Bay (WANB), and the small Business Development Center) to affect and maintain a comprehensive and coordinated economic development process that advances City initiatives and priorities, especially in production, manufacturing, information technology, healthcare, and culinary arts. These efforts should prioritize small and locally based enterprises.
- ED 1-8 Provide incentives to new businesses that meet certain criteria, such as create high-quality jobs (at least 75% of median income); generate a net positive impact on the City's General Fund; rehabilitate, improve, and locate within older or vacant buildings; fall within one of the City's targeted industries; and/or facilitate housing opportunities for their employees.
- Examples include the cities of Elk Grove, CA, and Meriden, CT.*
- ED 1-9 Study and promote methods of streamlined permitting, and market the City as a business- and technology-friendly jobs center.
- Relevant examples include the business assistance and marketing partnership between the Santa Monica Chamber of Commerce and the City of Santa Monica, as well as the fast-track permit process in the City of Cerritos.*

- ED 1-10 Seek to diversify the City's housing stock to bolster affordability as an integral aspect of the City's economic development strategy. In particular, seek ways to accommodate workers employed in industries that have difficulty finding affordable housing in the City.

Strategies for housing are also described in Chapter 2: Land Use and Community Design, Chapter 9: Health and Equity, and the Housing Element and reference goals in this element.

- ED 1-11 Consider establishing tax increment financing or other similar funding tools and resources to provide significant public benefits by creating funding for infrastructure, affordable housing, and public facilities.

Workforce Development and Equity

GOAL ED-2 Promote training, education, and labor support programs that enhance the quality of the City's workforce and support more equitable economic opportunities.

- ED 2-1 Strengthen partnerships with and among local institutions such as NVC, Culinary Institute of America, WANB, the small Business Development Center, and [seek partnerships with](#) other countywide, regional, and local organizations for workforce development, especially in local production, manufacturing, information technology, healthcare, [childcare, construction](#) and culinary arts, with an emphasis on outreach to Hispanic and Latinx communities.

- ED 2-2 Partner with NVC and local school districts to develop vocational and entrepreneurship training programs targeting underserved youth, particularly in the Hispanic and Latinx communities.

- ED 2-3 Develop culturally competent income and wealth-building programs for underserved communities that focus on acquiring property, business and professional development, and interfacing with City and other regulatory entities. This policy should be coordinated with Policy PHE 9-5.

For the definition of "cultural competence," see the Glossary of Terms in Appendix A.

- ED 2-4 Encourage developers and tenants to establish local hiring targets and preferences where feasible, with particular emphasis on the Hispanic and Latinx communities (e.g., through development agreements and/or community benefit programs).

- ED 2-5 Continue and expand local-hire initiatives, training, apprenticeships, and partnerships with employers, WANB, NVC, and others [such as the Napa Solano Labor Council and Napa Solano Building Trades Council](#) to develop a job pipeline in targeted and growth industry sectors in Napa.

Strategies to support equitable economic opportunities are also described in Chapter 9: Public Health and Equity under Community Building.

ED 2-6 Support efforts to develop an equitable procurement policy for the City to prioritize certified underrepresented business enterprises, including businesses owned by people of color, women, LGBTQ+ community members, veterans, and individuals with disabilities, and locally-owned businesses.

~~ED 2-6~~ ED 2-7 Partner with local and regional organizations to research feasibility of Project Labor Agreements for publicly funded construction projects.

Strategies to support equity are also described in Chapter 9: Public Health and Equity under Health and Equity in all Policies.

Agriculture

GOAL ED-3 Strengthen the City as a global viticultural, agricultural, and culinary hub and resource center to foster linkages and innovation along the entire production, distribution, and marketing chain.

ED 3-1 Form partnerships with NVC and the Culinary Institute of America, wineries, restaurants and hospitality, and other “cross-sector” relationships.

ED 3-2 Work closely with NVC to strengthen its hospitality and tourism management program and develop an agricultural resource center.

ED 3-3 Support the production and sale of local viticulture and agricultural products through land use flexibility.

ED 3-4 Continue to pursue marketing and branding efforts that promote Napa’s locally-produced agricultural products, working with Visit Napa Valley, the Chamber of Commerce, Artspace, DoNapa, and other groups.

Examples of such products include upcycling equipment, wineries and tasting rooms to be leveraged by artisanal makers/artists and creatives, art, production, and the sale of other agricultural goods such as soaps, oils, candles, and other specialty goods.

Health and Wellness

GOAL ED-4 Support growth of jobs and businesses related to healthcare and research innovation in and around existing clusters and encourage healthcare businesses to launch, relocate, and thrive within the City.

- ED 4-1 Work with partners from NVC and the WANB to create training program for registered nurses (RNs), medical assistants, lab techs, etc., as well as strengthen connections to biotech and medical device sectors.
- ED 4-2 Work with partners at Queen of the Valley Hospital, OLE Health, and Kaiser Permanente to attract medical professionals and identify methods of addressing regulatory or market constraints that are within the City's jurisdiction (e.g., potential modification to Zoning Ordinance).
- ED 4-3 Support efforts to create a viable and recognizable medical district with branding, wayfinding, zoning, and related regulatory initiatives, including linkages to the City's "maker" economy as well as arts, culinary, and hospitality sectors, as appropriate.
- ED 4-4 Recognize and support the economic contributions of non-medical and alternative health and wellness related businesses including gyms, meditation centers, yoga studios, spas, acupuncture, and nutrition related activities. This policy should also seek to accommodate home-based businesses and occupations in coordination with policies PHE 4-2, LUCD 7-3, and LUCD 7-4.
- ED 4-5 Support related health and innovation industries, such as biotech, manufacturing, and research and development.

Manufacturing/Maker Space

- GOAL ED-5 Reinforce local production, including small-batch, artisanal production—a growing trend in manufacturing—by capitalizing on the City's existing strength as a global destination and brand.**
- ED 5-1 Maintain land for industrial uses, including additional consideration of locations such as the intersection of Jefferson Street and Lincoln Avenue, the area south of Lincoln Avenue along Napa River, along Coombs Street near Tannery Row, in between State Route (SR) 29 and Downtown, at Napa Valley Commons, and along California Boulevard.
- ED 5-2 Study the creation of a Priority Production Area within City Limits at industrial centers that will support and sustain growth in local manufacturing employment.
- ED 5-3 Partner with entrepreneurs and maker-oriented associations—such as the City's participation in the Bay Area Urban Manufacturing Initiative or California's Manufacturing Network—to spur partnerships with industrial developers by identifying underutilized real estate.
- ED 5-4 Support incubator and/or otherwise affordable space in vacant or under-utilized buildings to support innovative start-ups, particularly those focused on "Napa Made" goods and services.

- ED 5-5 Promote Napa Made products as a high-quality brand and association—like SF Made for San Francisco or CA Made for California—to celebrate, build, and promote a vibrant manufacturing sector and highlight employment opportunities.
- ED 5-6 Work with local workforce organizations, the Napa Valley Unified School District (NVUSD), and higher educational institutions to ensure that appropriate training programs exist for current and projected local manufacturing sector jobs.

Placemaking, Branding, and Sustainable Tourism

GOAL ED-6 **Ensure that the local economy reinforces and builds on the City’s unique “sense of place,” including its cultural diversity and creative sectors, in a manner that serves both residents and visitors in a mutually-supporting fashion.**

- ED 6-1 Continue to support tourism and the development of visitor-serving components to the City’s economy as a valuable source of jobs, tax revenues, and cultural amenities.
- ED 6-2 Pursue tourism and placemaking initiatives that build upon the City’s rich array of offerings—such as historic resources, cultural diversity, and the Napa River—to cultivate places and “cultural districts” that engage/serve both tourists and locals (to be coordinated with Policy PHE-7).
- ED 6-3 Study the creation of a “maker” and / or “creative” district, similar and/or in coordination with policies ED 4.2 and ED 4.4, that supports and sustains enterprises, whether public, private, or non-profit, focused on goods, services and activities that represent Napa.
- ED 6-4 Continue to promote, through marketing and placemaking, the Napa Valley and Downtown Napa’s maker/artisanal, Made in Napa brand, culinary art and experiences, arts/creative sectors, performance and events, and agriculture/viticulture sectors.
- ED 6-5 Establish a plan to commit funding to invest in programs and spaces that sustain Napa’s culture, history, art, brand, and sense of place, including wayfinding and signage, banners, public park and open space improvements, and creative space

⁸²

⁸²The City’s 2019 Economic Development Strategy provides details on what this entails. Reinvesting a portion of Transient Occupancy Taxes (TOTs) for economic development purposes could yield significant future dividends in the form of a more diversified business and employment base. Funding

- ED 6-6 Explore cross-sector partnerships and collaboration with the Napa Valley Transit Authority (NVTa) to improve connectivity to and within Downtown and lessen parking demands, reduce traffic, and cut down on greenhouse gas (GHG) emissions.
- ED 6-7 Consider opportunities to improve the visual appeal and experience along Soscol Avenue, with a focus of opportunities to improve the format of existing auto dealerships as this sector evolves, and support a pedestrian/bicycle friendly environment in coordination with Chapter 3: Transportation.

Additional information on the Soscol corridor and gateway is included in Chapter 2: Land Use and Community Design.

Business Retention and Fulfillment

GOAL ED-7 Develop and nurture a small business ecosystem through programs, tools, and incentives to enable them to thrive in the City.

- ED 7-1 Develop and facilitate access to financial resources and regulatory incentives for existing businesses looking to expand or improve, and to incubate locally- or regionally-owned start-ups.
- ED 7-2 Improve the ease of doing business with the City by streamlining permitting and processing for targeted small and local businesses, including a portal and one-stop shop for addressing business needs within the City's purview.
- ED 7-3 Consider updates to the Temporary Use Permit Ordinance for short-term or "popup" small businesses in appropriate locations to spur innovation, concept testing, activate empty storefronts/lots, and/or pique community interest.
- ED 7-4 Pursue partnerships across the County and region with business support organizations (e.g., WANB, Chambers of Commerce, Small Business Development Center, NVC, NVUSD, etc.) to provide culturally competent technical resources and assistance to small businesses.
- ED 7-5 Work with local workforce organizations, NVUSD, and higher educational institutions to develop links between education providers and local businesses and industries to promote educational programs that reflect the needs of the local economy.

could also go toward direct services and incentives to small businesses that are navigating the City's permitting processes, or toward workforce housing development.

- ED 7-6 Develop a Commercial Displacement Strategy as part of the implementation process, to be informed by best practices and culturally competent stakeholder outreach and engagement focused on small businesses and those catering to local community needs. In particular, the greatest need for this would be along Jefferson Street, if sites that currently have small stores and businesses are redeveloped with mixed-use buildings.
- ED 7-7 Coordinate with the Housing Element and housing policy and implementation efforts to expand workforce housing opportunities.

Downtown Business Development

GOAL ED-8 Support Downtown Napa as a multi-cultural, event, and food destination, anchored by hospitality uses, and with a supportive mix of civic, office, retail, entertainment, and residential uses to promote vibrancy, authenticity, and cultural diversity.

- ED 8-1 Support the continued growth of the Oxbow District for both residents and visitors, focusing on strengthening the district's culinary and maker space themes, programming and marketing efforts, connections to Downtown and the Napa River, and sale of locally-produced goods and services.
- ED 8-2 Support nightlife activities as part of economic development to improve vibrancy and revenue for Downtown businesses while balancing public safety and public services to support such activity.
- ED 8-3 Support the Downtown entertainment and retail experience for both residents and visitors, while highlighting products, services, traditions, and cultures that are uniquely Napa and "Napa Made."
- ED 8-4 Consider providing financial and regulatory incentives for certain types of development that help create and sustain a vibrant mixed-use district, including offices, retail, entertainment, or housing (including live-work, mixed-use, and workforce housing, in particular), provided they meet a minimum threshold size and fulfill community needs.
- These might include subsidies to cover the costs of impact fee reductions or business license exemptions and more flexibility in zoning standards (including parking).*
- ED 8-5 Continue to improve the visibility and attractiveness of Downtown Napa through creative placemaking; enjoyable, interactive, and walkable streets; outdoor dining corridors; community-based and culturally-affirming events and art; wayfinding signage; and other improvements to the public realm and public spaces.

- ED 8-6 Support the preservation and rehabilitation of existing historic structures for adaptive reuse purposes.
- ED 8-7 Expand Downtown’s family-friendly feel through placemaking and activities (e.g., plazas, play fountains, water features, and seasonal amenities such as an ice-skating rink) and promote services and amenities (such as a proximate full-service supermarket) to make Downtown an attractive place to live.
- ED 8-8 Improve pedestrian and transit connectivity, safety, and access to businesses Downtown by strengthening connections to the Oxbow Market, the Cinedome redevelopment site, the Napa Valley Exposition site, the Soscol Gateway Transit Center, and the Napa River waterfront. Consider installing new wayfinding signage, temporary street closures to vehicular traffic (e.g., for special events) and other traffic calming/complete streets strategies to promote a safe and welcoming environment for pedestrians.

Additional strategies for pedestrian and transit connectivity are included in Chapter 3: Transportation.