



APPENDIX F

OPEN SPACE PROGRAM

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OPEN SPACE ACTION PROGRAM

Open space is any land or water area, public or private, which is unimproved and open to the sky. Open space is not just unused space, but has important functions that include:

- The preservation of natural resources, habitat, rivers, streams, wetlands and watershed lands
- Areas that are used for production of agricultural products, and for environmental functions such as groundwater recharge, stormwater runoff filtration and flood capacity
- Areas for outdoor recreation including passive park facilities and trails, scenic highway corridors and areas of outstanding scenic, historic and cultural value
- Land that requires special standards to protect public health and safety due to seismic, flood, fire and other risks

The General Plan establishes land use designations to further the open space characteristics of certain lands. The PS-Public Serving designation applies to all public owned land, including all parks. The G-Greenbelt designation is applied to lands outside of the RUL that are intended to remain in agricultural or very low intensity uses. The RA-Resource Area designation is intended for sensitive lands inside the RUL that require special standards due to viewshed, resource, habitat, geotechnical or other considerations.

The General Plan is organized so that open space considerations are addressed under several elements, both in descriptive text and in policies and programs. This appendix is a compilation of the policies and programs for ease of reference and to provide clarity regarding their implications for open space. This appendix includes policies and programs from the Land Use, Parks and Recreation, Natural Resources and Health and Safety Elements of the General Plan. By carrying out these policies and programs, the City seeks to preserve and manage Napa's natural resources and open space lands,

not only for the benefit of Napa residents, workers and visitors, but also for broader, long term economic, social and environmental purposes.

Pursuant to California Government Code Section 65564, "Every local open-space plan shall contain an action program consisting of specific programs which the legislative body intends to pursue in implementing its open-space plan". This appendix of consolidated policies and programs constitutes the City's Open Space Action Program.

Chapter 1: Land Use

The **Public-Serving (PS)** designation provides for public and quasi-public sites dedicated to community-serving purposes, such as government offices and related community service facilities, city-wide and community parkland, public schools of all levels and private schools with a significant enrollment, and public health facilities. Up to 0.40 FAR allowed.

The **Resource Area (RA)** designation is applied to sensitive lands inside the RUL that require special standards due to viewshed, resource, habitat, geotechnical or other considerations that further the conservation and resource protection goals of the General Plan. Limited, very low-density residential use (up to 1 home per existing parcel) is permitted, with discretionary review of the site development details. Other low intensity uses, such as rural residential (to a maximum of 1 dwelling unit per 20 acres) or agriculture, may be considered at the discretion of the City on a case by case basis. All uses will be assessed to determine if they will impact or change the underlying character or feature that is intended for preservation by the RA designation.

The **Greenbelt (G)** designation is applied to lands outside of the RUL that bear a relationship to the City's planning policies. Greenbelt lands that surround the RUL are to remain in agricultural or very low density rural residential, public or institutional use. The plan seeks to maintain these areas by

providing adequate land and development potential within the RUL to accommodate anticipated growth to the year 2020.

These designations, and other open space uses, are implemented through City zoning regulations.

LU-10.2 The City shall continue to apply special development standards to proposed development within or adjacent to the following areas:

1. Riparian corridors and wetlands (including the Napa River);
2. Hillsides;
3. Critical wildlife habitat; and
4. Agricultural land outside the RUL

LU-10.3 The City may require the maintenance of wildlife corridors (as described in Chapter 7, *Natural Resources*) and discourage the fragmentation of large natural plant communities when environmentally-sensitive sites are developed.

LU-10.4 The City shall encourage planned unit and cluster forms of developments in environmentally-sensitive areas

LU-10.5 When proposed development within the density ranges prescribed by the underlying land use designation is inconsistent with conservation of critical environmental resources, the City Council may reduce the project size, scale, or density (to less than the minimum density) provided the City Council makes one or more of the following findings:

- a. The site has specific physical constraints which may include but not be limited to geologic, flood, fire, or erosion hazards, that substantially limit design and development alternatives; or
- b. The site has specific environmental or cultural resources which may include but not be limited to riparian or marshland/wetland areas, archaeological or other historical resources that would be adversely affected by a projected developed at the minimum densities prescribed by the General Plan; or
- c. The site is adjacent to or close to (within ¼ mile) of important agricultural resources or other areas devoted to permanent agricultural activities which in the City Council's judgment are significant and would be

adversely affected by a project developed at the minimum densities prescribed by the General Plan.

LU-10.6 The City shall develop programs which mitigate potential flooding impacts along the Napa River to allow for efficient use and rehabilitation/development of lands near the river. (See "Flooding" section of Chapter 8, *Health and Safety*.)

LU-10.A The City shall conduct a study of lands which may require special standards due to viewshed, resource, habitat, geotechnical or other considerations and apply the RA – Resource Area designation where appropriate.

LU-10.B The City shall review the Zoning Designation of "AR – Agricultural Residential District" (NMC§17.10) by renaming it "AR-Agricultural – Resource District" to more closely reflect the RA General Plan designation; and, by requiring a Conditional Use Permit for all uses (except one single family residence on a parcel), with a list of considerations that reflect the Resource, Conservation and Health and Safety purposes of the General Plan.

LU-10.C The City shall develop a program to mitigate tree removal impacts in viewshed areas to apply prior to, during, and after project development.

Chapter 5: Parks and Recreation

PR-1.1. The City shall provide 12 acres of active and passive parkland per 1,000 residents. This total figure includes citywide, community, neighborhood, and other special park sites and recreational amenities incorporated into the public parks and recreational open space system.

PR-1.2. Citywide parks, open space areas and trails shall include both active and passive recreational amenities of significance to the whole city. The target standard for provision of citywide parkland shall be 6 to 10 acres per 1,000 residents. The service area of citywide sites includes the entire city and citywide facilities may be located in any part of the city. Sites in this category will typically be in excess of 50 acres, although some are less than 50 acres. . . .

- PR-1.4. The City shall provide at least one community park in each identified quadrant of the city. The target standard for provision of community parkland shall be between 1.2 and 1.5 acres per 1,000 residents. The service area for community parks is a 1 ½- to 2-mile radius catchment, although community park facilities will attract and serve residents throughout the city. Community parks shall generally be in excess of 15 acres but may range from 5 to 50 acres in extent.
- The primary function of community parks is as a place where the residents of a number of contiguous neighborhoods can gather for recreational and social activities. Community parks should include community centers, provision for group activities, and provision for indoor and/or outdoor recreational and athletic activities including scheduled sports practices, games and events. Community parks may also include natural areas for passive recreation. Community parks shall include on-site parking areas (with the possible exception of Fuller Park) and restrooms.
- PR-1.5. The City shall improve community park service in the area currently under-served east of the Napa River (Quadrant 4) by acquiring a new site, by expanding an existing park, or through a joint use agreement with the NVUSD.
- PR-1.6. Because Fuller Community Park may not accommodate active use facilities, the City shall improve the provision of active recreation facilities in Quadrant 4 by acquiring a new park site, by expanding an existing park, or through a joint use agreement with the NVUSD.
- PR-1.9. The City shall provide neighborhood parks throughout the residential areas of Napa. Neighborhood parks should function as informal general use play areas intended primarily to serve the immediate neighborhood. The service area of neighborhood parks shall include an area of a ½-mile radius, where there are no significant barriers to access. The target standard for provision of neighborhood parkland shall be between 1.2 and 1.5 acres per 1,000 residents. Neighborhood parks shall meet the following guidelines:
- a. Neighborhood parks should be in excess of 5 acres but may range from 2 to 10 acres. (Some existing neighborhood park sites cover a smaller acreage). Neighborhood park service may also be provided by citywide or community parks, or located on schools or other property where appropriate joint-use agreements exist.
 - b. Whenever feasible, neighborhood parks should include a children's playground incorporating play structures for preschool age children, as well as play structures for school age children, unless such school age play structures are provided on school property in close proximity to the park area. Neighborhood parks should also include seating near to the play areas, a picnic area, and a small level grass play area for sports and games. Natural areas designated for passive recreation uses can be included.
 - c. Neighborhood parks may include active recreation facilities available for organized youth recreation activities. Sites should facilitate youth sports and limit impacts on any adjacent residential area; positive factors include: location adjacent to schools, off-street or ample on-street parking and/or large level acreage with minimal obstructions. Portable restrooms should be provided during the sports season. Appropriate neighborhood parks to facilitate youth sports will be designated on an annual basis only.
- PR-1.10 The City shall improve neighborhood park service in areas currently under-served by acquiring a new site, or by expanding an existing park, or through a joint use agreement with the NVUSD. Primary areas which need improved service include:
- a. Pueblo Planning Area (near Highway 29)
 - b. Central Napa Planning Area
 - c. Beard Planning Area
 - d. Westwood Planning Area
- PR-1.15 The City shall respect and plan for the protection of distinctive natural and historical resources and sensitive habitats within the parks and open space system through the use of appropriate site planning, design, and management strategies.
- PR-1.17. The City shall address parkland needs when areas are annexed to the city or converted from other land uses to primarily residential use.
- PR-1.A The City shall prepare a new site master plan for Alston Park which addresses active recreation facilities needs and open space concerns, including development of a trail system and potential connections to regional trail networks.

- PR-1.B The City shall continue to implement the site master plan for Kennedy Park (adopted 12/97) which addresses major active recreation facilities needs and river access.
- PR-1.C The City shall prepare a master plan/resource management plan for Westwood Hills Park which addresses trail development and vegetation management.
- PR-1.D The City shall prepare a master plan for Timberhill Park which addresses development of a trail system and possible connections to regional trail networks.
- PR-1.E The City shall conduct a review of existing mini-parks to determine if any are surplus.
- PR-1.F The City shall annually designate parks for organized youth recreation activities. To limit impacts on adjacent residential areas, the City shall consider the following criteria in its selection of parks:
- a. Location (e.g., adjacent to schools);
 - b. Availability of off-street or ample on-street parking; and
 - c. The availability of large level acreage with minimal obstructions.
- Portable restrooms shall be provided during the sports season at these parks.
- PR-1.G The City shall review its park facilities to determine whether a separate "open space" designation is appropriate for certain parks in order to ensure that they will continue to provide opportunities for passive activities with little or no facility development.
- PR-2.1 The City shall identify and utilize equitable and realistic methods of financing and/or implementing acquisition, improvement, operation and maintenance of public parks and recreation facilities, and related open spaces.
- PR-2.2 The City shall acquire vacant school sites through the terms of the Naylor Act (or otherwise if appropriate) to provide park facilities in areas identified as deficient or areas where future parks may be required.
- PR-2.3 The City shall maintain a capital improvements program for parks and recreation facilities and shall periodically revise the program to reflect improvements, funding availability and changing recreational needs.
- PR-2.4 The City shall continue to collect development impact fees under the City's Park Dedication (Quimby) Ordinance. The City shall consider increasing the requirements for dedication or in-lieu fees under the Quimby Ordinance from three acres to five acres per 1,000 population.
- PR-2.5 The City shall continue to divide the city into quadrants for purposes of fee collection. Fees shall be collected in the respective quadrants and are applied to neighborhood parks within the quadrant or to citywide and community parks.
- PR-2.6 The City shall investigate the potential for establishing an impact fee for industrial and/or commercial development.
- PR-2.7 The City shall investigate the use of Mello-Roos community facilities districts in new areas of the city to fund acquisition, development, operation, and maintenance of park facilities.
- PR-2.8 The City shall solicit donations from private individuals, nonprofit organizations, and business interests to assist in the financing of parks and recreation facilities. Among the means to maintain or consider are the following:
- a. The Foundation for Napa Recreation as a vehicle for the collection and administration of donations.
 - b. Direct citizen investment in park facilities through sponsorship programs such as "adopt-a-park" or "plant-a-tree."
 - c. A program for volunteer help in developing/maintaining park facilities.
- PR-2.9 The City shall, where appropriate, operate recreation opportunities on a concession or land lease basis, with revenues to be used primarily for facility maintenance. The City shall periodically review any lease contracts and concessionaire agreements to ensure arrangements are performing at rates similar to current practice elsewhere.
- PR-2.10 The City shall monitor federal, state, local, and nonprofit parks and recreation funding sources. The City shall continue to pursue appropriate grant funding.

- PR-2.11 The City shall continue to use and consider new cost-effective means of operating and maintaining parks and recreation facilities such as shared financing with other public entities, use of energy efficient technology and water conservation, and by preparing a maintenance impact analysis for new facilities.
- PR-2.12 The City shall use development agreements and/or special recreation fees (such as that used for the Linda Vista Community Center) to help finance facility improvements.
- PR-2.13 The City shall consider the use of bond financing to assist in the implementation of the parks and recreation improvements program.
- PR-2.14 The City shall consider the use of tax increment financing for park or civic space improvements within the redevelopment area. Where possible, the City shall tie civic space improvements to adjacent redevelopment projects.
- PR-2.15 Where civic spaces are located so as to provide benefit to adjacent commercial properties, the City shall consider use of benefit assessments for their improvement and long-term maintenance.
- PR-2.A The City shall review and revise the Capital Improvements Program to reflect park improvements, funding availability, and changing recreational needs.
- PR-2.B The City shall investigate increasing the requirements for dedication or in-lieu fees under the Quimby Ordinance from three acres to five acres per 1,000 population. The City shall annually update the fee to reflect acquisition and improvement costs.
- PR-2.C The City shall update Park Development Fees to reflect changes in costs of acquiring and improving parkland.
- PR-2.D The City shall investigate, and if determined feasible, the City shall consider establishing a park and/or a recreation impact fee for industrial and commercial development.
- PR-3.1 The City shall consider the Napa River and tributaries as a primary natural corridor that forms an organizing spine for the open space system within and extending beyond the City.
- PR-3.2 The City shall evaluate the future recreation potential for Lake Hennessey and Milliken Reservoir and associated watershed lands, recognizing that protection of water supply is a primary concern.
- PR-3.3 Where appropriate, the City shall locate new parks, trails, and overlooks adjacent to areas that are protected from development for reasons of resource protection, safety provision, or historic preservation, including areas along the Napa River and Salvador Channel, its tributaries, and on the hillsides, to provide contiguous open space areas, extend resource protection, and increase perceived or actual extent of publicly accessible area.
- PR-3.4 The City shall establish with the County, State, or regional authorities, a collaborative long-term planning strategy regarding open space preservation and associated recreation opportunities.
- PR-3.5 The City shall promote access to publicly-owned natural areas beyond the city, such as the Napa River marshlands, Skyline Park, and watershed areas where possible, via existing and proposed trail segments, to extend the passive open space recreational opportunities for Napa residents.
- PR-3.6 Recognizing that the Napa Valley is internationally renowned for its picturesque vineyards, the City shall promote public access (such as trail access) to areas outside the city with views of vineyards and other farmlands, where such access will not impact agricultural production.
- PR-3.A The City shall work cooperatively with the County to investigate the potential for the establishment of a County Parks and Open Space District.
- PR-5.1 The City shall provide for a trail system that provides connections with open space areas in and outside of the city. In the city, trails should connect Kennedy Park, Westwood Hills Park, Timberhill Park, and Alston Park with the Napa River Trail. Outside the city, trail destinations should include the Napa Marshes, Skyline Park, watershed areas, and views of vineyards and other agricultural lands.
- PR-5.2 Trails shall be located off road, following creeks wherever possible. As trail opportunities are limited, on-road connections should also be included to link the off-road sections of the system. These connections should be included in the

Bicycle Facilities System. The trail system should consist of the following components. Alignment possibilities are included in Appendix D.

- a. Napa River Trail south: east bank
- b. River Trail south: west bank
- c. River Trail north on Salvador Channel to Alston Park with connection to Las Flores Community Center
- d. Napa River Trail east to Skyline Park
- e. Napa River Trail to Westwood Hills and Timberhill city parks
- f. Other creek connections to the Napa River trail
- g. Connections to surrounding county areas

The Trails Plan is shown in Figure 5-4.

- PR-5.15 The City shall identify and utilize equitable and realistic methods of financing and/or implementing acquisition, improvement and maintenance of trails.
- PR-5.16 The City shall require new development to dedicate trail alignments and associated improvements as a condition of development approval.
- PR-5.17 The City shall seek federal, state, and private funding for development of trails as part of mitigation efforts associated with roadway improvements.
- PR-6.1 The City shall develop a major public multi-use trail and amenities along the Napa River from Stanly Ranch to Trancas Street and along the Salvador Channel, while protecting and enhancing the natural resources along the trail corridor.
- PR-6.2 The Napa River Trail shall be developed according to design guidelines adopted by the City.
- PR-6.3 Trail development shall be consistent with protection and enhancement of wildlife habitats along the River. The City shall identify potential areas for habitat preservation and enhancement along the river during the preparation of trail design and development plans. The City shall design and locate the multi-use trail to minimize impacts to sensitive habitats and resources wherever possible.
- PR-6.4 The City shall link the Napa River Trail to other trails, parklands and community resources including downtown and river-oriented businesses.
- PR-6.5 The City shall provide trail access points, staging

and rest areas, and other amenities, such as boat launches and enhanced fishing areas. Facilities should be designed to meet accessibility standards whenever possible. Facilities should accommodate boat traffic, including some oriented toward commercial/tourist river boating, as well as recreational boating.

- PR-6.6 The City shall establish a continuous trail corridor and sites for trail-related amenities. The City shall pursue various methods for acquiring a trail corridor, including coordinating with other public agencies and utility companies and negotiating with property owners for an easement or fee title for a trail corridor.
- PR-6.10 The City shall establish financial strategies for acquiring and developing the Napa River Trail and facilities. These financial strategies may include the following:
 - a. Allocate funds for Napa River Trail when appropriate and necessary to use as leverage for additional funding.
 - b. Pursue various grant and funding programs from public and private sources.
 - c. Establish donation program through the Foundation for Napa Recreation.
 - d. Organize special fund
- PR-6.11 The City shall prioritize and phase trail development, taking into account funding and acquisition opportunities.
- PR-6.12 The City shall identify and pursue feasible demonstration projects.

Chapter 7: Natural Resources

- NR-1.4 The City shall review all future waterway improvement projects (e.g., flood control, dredging, private development), as well as all projects that are within 100 feet of the waterway, to ensure that they protect and minimize effects on the riparian and aquatic habitats. The City shall also encourage native plantings along the river and creek banks to stabilize the banks, reduce sedimentation, reduce stormwater runoff volumes, and enhance aquatic habitats.

- NR-1.6 The City shall require as a condition of approval that development provide protection for significant on-site natural habitat whenever possible.
- NR-1.7 During development review, the City shall endeavor to identify and protect significant species and groves or clusters of trees on project sites.
- NR-1.8 The City shall provide controlled access points in designated areas to prevent unrestricted public access to riparian habitat on public lands.
- NR-1.A The City shall review and modify as necessary existing regulations for the conservation and management of marsh, wetland, riparian, wildlife and plant habitats to ensure consistency with the General Plan.
- NR-1.B The City shall continue to rezone properties in marsh, wetland, oak woodland and riparian habitats to be subject to the provisions of the Conservation and Safety Regulations of the City's Zoning Ordinance.
- NR-1.C The City shall develop guidelines and regulations to encourage new development to protect and enhance on site habitat and incorporate it into the project. The City will allow the creation of off-site habitat on public or private land as an alternative if it is demonstrated to be infeasible to incorporate significant habitat protection into plans.
- NR-2.2 The City shall encourage the County to preserve unique and fragile biological environments on unincorporated lands outside the Rural Urban Limit.

Chapter 8: Health and Safety

- HS-2.A The City shall prepare and adopt regulations for development on lands with the category ratings shown as "general" and "greatest" on Figure 8-4, Generalized Relative Landslide Susceptibility Map.

