

Sites Inventory and Analysis and Zoning for a Variety of Housing Types

State law requires that a Housing Element include an inventory of available land that is appropriately zoned and suitable for housing development to accommodate the City's regional housing needs allocation.

Regional Housing Needs Allocation

The Department of Housing and Community Development (HCD) identifies the supply of housing necessary to meet the existing and projected growth in population and households in California. Each of the 39 regional jurisdictions in the State, including the Councils of Governments (CoGs), receives a RHNA from HCD that specifies the number of units, by affordability level, that the regional jurisdiction must plan to accommodate during their Housing Element planning period. Each regional jurisdiction then distributes the allocations throughout the cities and counties pursuant to article 65584 of the California Government Code. The allocation must be consistent with the following objectives:

- 65584(d)(1) "Increasing the housing supply and the mix of housing types, tenure, and affordability in all cities and counties within the region in an equitable manner, which shall result in each jurisdiction receiving an allocation of units for low and very low-income households"
- 65584(d)(2) "Promoting infill development and socioeconomic equity, the protection of environmental and agricultural resources, and the encouragement of efficient development patterns."
- 65584(d)(3) "Promoting an improved intraregional relationship between jobs and housing."
- 65584(d)(4) "Allocating a lower proportion of housing need to an income category when a jurisdiction already has a disproportionately high share of households in that income category, as compared to the countywide distribution of households in that category from the most recent decennial United States census."¹

HCD determined the RHNA for the ABAG region, consistent with the objectives above.

Regional Housing Needs Allocation, 2007-2014

Table 36 shows that the City received a Regional Housing Needs Allocation of 121 units for the compliance period of January 1, 2007 through June 30, 2014. From January 1, 2007 through December 31, 2008 developers built or the City issued building permits for 21 units. The City also approved 45 additional units for development. This equates to 7 very low-income, 5 low-income, 15 moderate-income (including 6 second units), and 39 above moderate-income units in St. Helena that have at least received City approvals and have been either completed or are

¹⁶ California Government Code Section 65584.

expected to be completed by June 30, 2014. The 7 very low-income units, 5 low-income units, and 9 of the 15 moderate-income units are regulated affordable units associated with the Magnolia Oaks, Vineland Station, and Vintner's Court developments.

Furthermore, the pending Mercy Housing application for 112 housing units on a ten-acre site will address a considerable portion of the City's RHNA. Mercy Housing's current plans call for 30 rental units affordable primarily to very low- and low-income households, six for-sale units targeted for low-income households, 25 for-sale units affordable to households with moderate incomes, and 51 for-sale units affordable to various above moderate-income categories, including 34 market rate units. Consequently, once the Mercy Housing project is taken into account, to accommodate its remaining unmet RHNA, the City must provide land suitably zoned, which could be feasibly developed with an additional 10 low-income units by June 30, 2014. The pending Mercy Housing project would result in no remaining unmet need for units serving the very low, moderate, and above moderate income categories.

In addition, in order to promote the production of higher density affordable housing, the City is exploring two separate Housing Element implementation programs, included in the Housing Element Policy Document. These two implementation actions build off of Mercy Housing's experience and are intended to advance affordable housing production in a way that addresses the unique housing market conditions in St. Helena.

Mixed Density Residential Overlay District

This implementation action establishes a medium-high density range of between 11 and 21 units per acre for use with larger housing opportunity sites in St. Helena. It is the intention of this program to allow for lower-density "transitional" housing development that is sensitive to neighboring residential and agricultural areas while maintaining a higher overall density than what might be achieved if the sites remained zoned for medium density residential development. A mix of housing types at varying levels of affordability would be encouraged on a given parcel within this district. The goal is to achieve a density of at least 20 units per acre over 30 percent of the developed area.

In addition, by creating a zone that allows for greater flexibility in densities, this will allow for cross subsidization between the higher-density units with lower development costs and lower-density units that have higher development costs but also bring a price-premium relative to the higher-density units. The pending Mercy Housing project, for example, is currently proposed at an overall average density of 11 units per acre, though the densities are both higher and lower for various portions of the project and will accommodate units at a mix of affordability levels, including very low- and low-income units. This strategy is intended as a means to further increase the City's "buffer" between its RHNA and its capacity to accommodate affordable housing development, and also to promote integration of housing for households at a range of income levels.

Exemption from Growth Management System for Projects with a High Proportion of Affordable Units

This implementation action explores the potential to exempt from the Growth Management System (GMS) the market rate units in projects where at least 50 percent of the total units are regulated affordable for households with incomes of up to 180 percent of Area Median Income (AMI). This implementation action also calls for a potential overall cap of 20 market rate units that can be exempt from the Growth Management System annually. The City anticipates that this program would both incentivize the production of affordable units, as well as making such development more feasible, while providing increased flexibility to develop market rate units under the GMS.

Zoning to Accommodate the Development of Affordable Housing to Lower Income Households

Government Code Section 65583(2) sets default minimum allowable densities for zoning presumed to accommodate housing affordable for lower-income households. The Government Code classifies jurisdictions in four different categories. All cities in Napa County are categorized as suburban jurisdictions, where the default minimum density necessary to provide affordable housing is at least 20 dwelling units per acre.² The City of St. Helena Municipal Code already allows for residential development of 20 dwelling units per acre in the High Density residential zone. Additional density can be achieved by projects that include sufficient affordable units to qualify for density bonuses. Thus, the City's High Density Residential zoning category is presumed to be able to accommodate development that can meet very low- and low-income housing needs.

Housing Sites Inventory

Tables 37 and 38 provide a list of housing opportunity sites and identify any potential constraints to development on the site as well as a realistic unit capacity. Table 37 details the inventory of key housing opportunity sites that was developed with significant public input, as described below. In addition, Table 38 lists other sites in St. Helena that could potentially support additional residential development, but due to other factors such as lack of property owner interest or small size, were not identified as key housing opportunity sites.

Overall, there are 7 medium density key housing opportunity sites totaling 51 acres that are estimated to have a realistic development capacity of 259 units. In addition, there are three high density key housing opportunity sites totaling 2.93 acres that have a development capacity of 47 units. As discussed above, the High Density Residential zone can support affordable housing for lower income households. The 47-unit high density development capacity represents a 20 percent buffer above the 39 lower income units remaining in the City's RHNA, without consideration of the potential affordable units that are proposed as part of the Mercy Housing project. These estimates of development capacity are based on a conservative assumption that the sites will develop at the lowest permissible density for each category. Furthermore, a 1.75- acre site that

² Department of Housing and Community Development, Division of Housing Policy Development, "Amendment of State Housing Element Law – AB 2348" June 9, 2005.

currently houses 15 rental and 4 single-family units has been identified as underutilized and is recommended for rezoning to High Density Residential. If rezoned to high density and redeveloped, this site could potentially support additional lower income units, with a conservative redevelopment capacity of 28 total units, providing a further buffer to support the City's lower income RHNA. A description of each key housing opportunity site and any development constraints is also included below.

Public Participation

Preliminary Sites Inventory Process

The initial step in developing a housing sites inventory for the Housing Element Update was to start with the housing sites inventory in the 2002 Housing Element. The 2002 Housing Element identified approximately 45 housing development sites. BAE and City staff reviewed that list of sites and then, based on a review of zoning maps, aerial maps, and staff's general knowledge of sites within the City, developed an updated and expanded list of sites for consideration as possible housing development sites for the updated Housing Element. In total, this inventory included approximately 27 residential sites scattered throughout the City, and distributed among the various residential zones. In addition, the inventory included approximately 11 sites that do not currently have residential zoning, but which might be considered for re-zoning in order to accommodate residential development during the 2007 to 2014 Housing Element planning period.

Housing Element Subcommittee Review of Sites

BAE and City staff reviewed the preliminary list of housing sites with Housing Element Subcommittee (HESC) members at their second meeting, on November 20, 2008. Discussions involved the practicability of developing the various sites for different types of housing. Sites that were deemed to have a low likelihood of being developed for housing were removed, and other sites with potential for housing development were added to the list. Based on input from the HESC, BAE and City staff refined the list of potential sites. The HESC met again on January 8, 2009 to further discuss appropriate densities for key housing sites, providing further guidance for refining the Housing Sites Inventory.

Housing Sites Exercise at Housing Element Public Workshop #1

The first housing element public workshop on December 1, 2008 provided an opportunity to obtain broad-based community input on potential housing sites. Housing sites were the topic of one work station at the workshop, at which participants were provided with a large blow-up map of the various housing sites, as well as a survey form that allowed them to provide input on the list of preliminary sites. Participants were asked to provide comments on the suitability of sites on the list for housing development and/or to provide suggestions for additional sites that should be considered for housing development.

Review of Housing Sites at Joint GPUSC/HESC Meeting

On December 17, 2008, the General Plan Update Steering Committee (GPUSC) and the HESC held a joint public meeting. One topic of the meeting was housing sites. This public discussion provided further input from the full GPUSC as well as the HESC on the confirmation of the

inventory of housing development sites to include in the Draft Housing Element Update, as well as confirmation of the specific types of housing development to target for the various sites.

The GPUSC and HESC held an additional meeting on January 12, 2009 to further discuss and confirm the Housing Site Inventory for the Housing Element. BAE and City staff reviewed the outcomes of these two meeting discussions on housing sites and prepared a final housing sites inventory for inclusion in the Draft Housing Element Update.

BAE then conducted an analysis of the constraints to housing development, infrastructure availability, likely housing unit carrying capacity, and suitability of the various sites to accommodate housing that could be affordable to the different income categories. This analysis also identified recommended Housing Element policies and/or programs that would ensure that the City can fully accommodate its RHNA, either through existing sites that are zoned and available for housing development, or through Housing Element implementation actions that can make additional sites available for housing development to accommodate the RHNA needs by June 30, 2014.

Housing Opportunity Sites

Site #1 – Hunter Property (Medium Density Residential /17.1 Ac) Unit range: 87-274

This site is currently planted to vineyards and is located between the Adams Street Property and the city owned flood control parcel adjacent to the Napa River. The site is within the Napa River flood boundaries and development opportunities will increase as a result of the Flood Protection Project. Development of the site will require improvements to traffic circulation with the extension of Adams Street and Starr Avenue as shown on the General Plan. Water, sewer, and storm drain services will be constructed within the new streets. The parcel will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends a Mixed Density zoning overlay

Site #2 – Romero Property (Medium Density Residential /10 Ac) Unit range: 51-160

This site is located on Pope Street at the terminus of Starr Avenue. Future development will need to plan for the extension of Starr Avenue. Water, sewer, and storm drain lines are available from Pope Street. The site is currently occupied by a single residence, a stand of oaks, and a remnant walnut orchard. In the 2002 Housing Element this site was identified as one that the city would “encourage the property owner and a nonprofit housing developer to promote the development of affordable housing with particular attention being given to meet workforce housing needs.”

Mercy Housing has submitted a pre-application plan for 112 units that may meet these criteria.

The property will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends a Mixed Density zoning overlay

Site #3 – Particelli Property (Medium Density Residential /8 Ac) Unit range: 40-127

This parcel is directly south of the Romero Property and contains a residence and vineyards.

Development of the site will require improvements to traffic circulation with the extension of

McCorkle Avenue and Starr Avenue as shown on the General Plan. Water, sewer, and storm drain are available from McCorkle Avenue. The future extension of Starr Avenue will provide additional services to the site. The property will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends retaining the existing medium density designation

Site #4 – Dickson Property (Medium Density Residential /1.5 Ac) Unit range: 8-24

This site is located on North Crane and is currently occupied by a barn and an oak grove. Water, sewer, and storm drain are available to the site. The parcel will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends retaining the existing medium density designation

Site #5 – Paladini Property (Medium Density Residential /5.3 Ac) Unit range: 27-85

This site is directly west of the Magnolia Oaks project and is currently planted to vineyards. It is a split zoned lot with 5.3 acres zoned as Medium Density Residential and 10 acres zoned as Agriculture. The agricultural portion of the site is not completely within the Urban Limit Line. Development of the site will require improvements to traffic circulation with the extension of La Quinta Way and a secondary connection to Sulphur Springs Avenue and/or South Crane Avenue. Sewer lines need to be extended to the site. The property, zoned as Medium Density Residential, will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends retaining the existing medium density designation

Site #6 – Quaglia Property (Medium Density Residential /4.4 Ac) Unit range: 22-70

This site is located on Spring Street and is planted to vineyards. In 2007 the owners had expressed interest in designating the property as a historic resource and establishing a small winery but a formal application has not yet been filed. Water, sewer, and storm drain are available to this site. The property will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends a Mixed Density zoning overlay

Site #7 – Aves Property (Medium Density Residential /4.6 Ac) Unit range: 24-74

This site is located on the northeast corner of Starr Avenue and Pope Street and is currently occupied by a barn and a vineyard. Water, sewer, and storm drain are available to this site. The owner obtained a certificate of compliance in 2008 which verifies that the site actually contains 2 legal parcels. The owner may apply for a lot line adjustment to create one small parcel and one large parcel from the current parcel configuration. The parcels will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends retaining the existing medium density designation

Site #8 – Jatsek Property (High Density Residential /.54 Ac) Unit range: 9-15

This site is located on McCorkle Avenue and contains a single uninhabited residence. Water, sewer, and storm drain are available to this site. The owner and his architect have met with Planning Department staff and will be proposing a 9 unit project in the near future. The property

will require a Planned Development overlay but will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends retaining the existing high density designation

Sites # 9 & 10 – Aslanian Property (High Density /2.4 total Ac) Unit range: 38-67

These sites are adjacent to each other with each site containing one single-family residence. They are located between the Wallis/Voorhees development and homes located on Spring Street with access from Spring Street. Water, sewer, and storm drain are available to these sites. The properties will not need either a General Plan Amendment or a rezoning to facilitate residential development.

HEUSC recommends retaining the existing high density designation

Site # 11 – Peregoy Property (Medium Density Residential /1.75 total Ac) Unit range: 9-28

This site is located on the northeast corner of Main Street and Fulton Lane and contains 4 single family residences and 15 rental units. The site is underutilized and its size and proximity to the center of town make it a prime site for increased density. The site is served by existing water, sewer and storm drains. The property will not need either a General Plan Amendment or a rezoning to facilitate residential development.

Recommend a rezone to a high density residential designation pending HEUSC review

Site #12 – Adams St Property (CBD & AG /5.6 Ac) Unit range: 30+/-

The total site is 5.6 acres in size. 3.6 acres are designated Central Business. Two acres are outside of the Urban Limit Line and designated Agriculture/Urban Reserve. Development of the site will require improvements to traffic circulation with the extension of Adams Street to connect with Starr Avenue as shown on the General Plan. Water, sewer, and storm drain are available from Adams Street and Library Lane. The parcel is owned by the City of St. Helena. In the 2002 Housing Element it was the consensus of the City Council to amend the General Plan to move the Urban Limit Line to encompass the entire site. This however, may not be the consensus of the current City Council. The site will most likely be rezoned with a Planned Development overlay zone to facilitate the mix of uses on the property.

HEUSC recommends retaining the existing 30+/- unit range utilizing a PD overlay

Sites #13, 14, & 15 – Toogood Property (SC & Industrial /12.3 Total Ac) Unit range: Unknown

These sites are located immediately south of the Sulphur Creek Bridge on Main Street. The sites contain the Taylors Refresher restaurant, the Creekside B&B, an office, a residence, and a carwash. The owner is interested in mixed use development but the sites have significant issues related to traffic/circulation and flooding. Sewer and storm drain are currently not available to the sites. A buffer around the creek will be required of any future development. In addition, to facilitate residential development, the sites would need both a General Plan Amendment and either a rezoning to High Density Residential or changes to the Municipal Code to permit residential uses in non-residential zones.

HEUSC recommends a mixed use & high density residential designation

Zoning for a Variety of Housing Types

Multifamily Rental Housing

Zoning for multifamily housing has been updated as recommended by Policy 1C-2 of the 2002 Housing Element. Now the St. Helena Municipal Code permits multifamily dwellings, apartments, and dwelling groups with fewer than five units, by right in the High Density Residential (HR) zoning district. Projects permitted by right require only routine approvals and are subject to a design review by the Planning Commission. Multifamily projects with five or more proposed units require a conditional use permit and must undergo a public review process. In addition, the Medium Density Residential (MR) district was also revised to permit the construction of attached duplex or triplex units with a conditional use permit.^{3 4} As discussed previously, the City of St. Helena's recent approval of two apartment complexes as part of the Magnolia Oaks and Vineland Station developments demonstrates the City's commitment to ensure that the conditional use permit requirement does not represent an undue constraint on the development of multifamily rental housing in St. Helena. As a result of the City's careful application of its zoning regulations, St. Helena boasts a number of examples of high-quality, attractive affordable housing developments. These existing high density projects have impressed community members during the Housing Element Update process and have effectively served as positive examples of high density housing in St. Helena. These projects will pave the way for continued support for affordable housing in the community.

Housing for Permanent and Seasonal Agricultural Employees

Sections 17021.5 and 17021.6 of the California Health and Safety Code establish specific requirements for the permitting of agricultural employee housing in a jurisdictions' zoning code. Specifically, Section 17021.5 mandates that "employee housing providing accommodations for six or fewer employees shall be deemed a single-family structure with a residential land use."⁵ Furthermore, designated employee housing, as defined above, cannot be subject to conditional use permit requirements, zoning variance, fees, taxes, or any other requirement other than those pertaining to a traditional single-family structure. Section 17021.6 pertains to larger employee housing facilities featuring a maximum of 36 beds in group quarters, or 12 single-family units. Under this legislation, such units are deemed an agricultural land use and cannot be subject to any restrictions, conditional use requirements, zoning variance, fees, taxes, or other requirements not imposed on other agricultural uses in the same zone.

At present, the City of St. Helena Municipal Code does not directly identify agricultural employee housing as a use permitted by right under Sections 17021.5 or 17021.6 of the California Health and Safety Code. However, the City of St. Helena Municipal Code does permit "farm labor housing for transient labor or agricultural employees in excess of the density limitations of

³ City of St. Helena. Annual Report of Compliance with Housing Element. June 2008.

⁴ City of St. Helena. St. Helena Municipal Code, Title 17. Accessed October 2, 2008. <http://www.codepublishing.com/CA/sthelenal/>.

⁵ California Government Health and Safety Code 17021.5 (b)

the district”⁶ as a conditional use in the Twenty Acre Agriculture (A-20) and Winery (W) zoning districts. Thus, farmworker housing constructed in compliance with the maximum density requirements for the above zones (one unit per five acres) is assumed to be a permitted use. Under the Agricultural Preserve (AP) zone, farmworker housing and seasonal farm labor camps are again considered a conditional use and are not clearly permitted as an agricultural use as required under Section 17021.6 of the Health and Safety Code. Therefore, the City may wish to consider amending the Municipal Code to expressly state that agricultural employee housing for six or fewer employees is permitted by right in all zones that allow single-family residential development by right, and permit by right agricultural employee housing of up to 12 units in zones where agriculture is permitted by right, in order to comply with the California Health and Safety Code.

Zoning for Emergency Shelters, Transitional Housing, and Supportive Housing

Government Code Section 65583(a)(4) requires that St. Helena identify one or more zoning districts that permit the development of at least one, year-round, emergency shelter, without conditional use permit, and with capacity to accommodate the jurisdictions homeless and transitional housing needs.^{7,8} In addition, recent amendments to state housing element law that came into effect January 1, 2008 as part of SB2 require cities to designate zoning where emergency shelters are permitted by right within one year of the adoption of the housing element or enter into a multijurisdictional agreement with neighboring jurisdictions to for development an emergency shelter to address the unmet needs within two years of the adoption of the housing element.

Currently, the Low Density Residential (LR), Low Density Residential One Acre Minimum (LR-1A), Medium Density Residential (MR) and High Density Residential (HR) zoning districts permit by right any residential facility serving six or fewer persons. Residential facilities serving more than six persons are permitted with a conditional use permit. Under the City’s zoning code, a residential facility is defined as “any family home, group-care facility, or similar facility determined pursuant to state law, for 24-hour nonmedical care of persons in need of personal service, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual.”⁹ Thus, the City allows for supportive or transitional housing in the form of residential facilities, but does not directly identify transitional housing as a permitted use in any zoning district.

Policy 1E-1 of the 2002 Housing Element required the City to define “emergency shelters” and “transitional housing facilities” as part of the zoning code in addition to permitting these uses

⁶ City of St. Helena. St. Helena Municipal Code, Title 17. Accessed October 2, 2008. <http://www.codepublishing.com/CA/sthelenal/>.

⁷ Building Block for Effective Housing Elements, “Adequate Sites Inventory and Analysis: Zoning for Emergency Shelters and Transitional Housing”. http://www.hcd.ca.gov/hpd/housing_element/index.html. Accessed on June 13, 2008.

⁸ Senate Bill 2, Chapter 633. Amendment to Acts 655582, 65583 and 65589.5. Approved by the Governor on October 13, 2007. Effective January 1, 2008.

⁹ City of St. Helena. St. Helena Municipal Code, Title 17. Accessed October 2, 2008. <http://www.codepublishing.com/CA/sthelenal/>.

with conditional permit in the Central Business (CB), Service Commercial (SC), Business and Professional Office (BPO), and Public/Quasi-Public (PQP) zoning districts. However, as of June 2008, no steps had been taken to implement this 2002 Housing Element policy, and the City has not yet taken steps to comply with SB 2 regulations.¹⁰ Since these four zones were identified in the 2002 Housing Element to permit emergency shelters as a conditional use, one or more of these zoning districts would likely receive the greatest community support to allow emergency shelters by right, should St. Helena chose to address the requirements of SB2 in this manner.

Single Room Occupancy (SRO)

Single-room occupancy residential units are a traditional form of affordable housing for low-income individuals consisting of a single room, often between 80 and 250 square feet in size, with or without cooking and sanitary facilities, that is rented out, often on a daily, weekly, or monthly basis. The St. Helena Municipal Code currently permits single-room occupancy type units in the form of Lodging Houses serving up to two paying occupants in an owner occupied dwelling, as an accessory use in the Low Density Residential (LR), Medium Density Residential (MR) and High Density Residential (HR) zoning districts. As defined under Chapter 17.04 of the Municipal Code, lodging houses are buildings other than hotels, motels or bed and breakfast inns, where individuals can pay a rent in exchange for accommodations, including room and board, or board alone. Lodging houses serving more than two and up to five occupants require a use permit. Accessory structures featuring cooking and sanitation facilities are required to meet design and building standards similar to those of standard single-family and second units. Units without such facilities are subject to significantly fewer requirements and are more likely to address low-income housing needs.¹¹

Factory Built Housing and Mobile Homes

Government Code Section 65852.3(a) requires that manufactured and mobile homes, including the lots on which they are installed, meeting certain standards of construction and be subject to the same development standards that apply to conventional, stick built, single-family homes.¹² In accordance with this legislation, the St. Helena Municipal Code, Title 17, defines a single-family dwelling to include a “mobilehome constructed to meet 1976 HUD standards, when placed on a permanent foundation, which is designed or used exclusively as a residence, including only one dwelling unit.”¹³ Thus, mobile units meeting the above definition are permitted under single-family site development standards in all zones that allow single-family housing units by right.

In addition, the Low Density Residential (LR), Low Density Residential One Acre Minimum (LR-1A), Medium Density Residential (MR) and High Density Residential (HR) districts

¹⁰ City of St. Helena. Annual Report of Compliance with Housing Element. June 2008.

¹¹ City of St. Helena. St. Helena Municipal Code, Title 17. Accessed October 2, 2008. <http://www.codepublishing.com/CA/sthelenal/>.

¹² GCS 65852.3(a) standards include the constructed or purchased after October 1976, certified under the National Manufactured Housing Construction and Safety Standards Act of 1974, and installed on a foundation system pursuant to Section 18551 of the Health and Safety Code.

¹³ City of St. Helena. St. Helena Municipal Code, Title 17. Accessed October 2, 2008. <http://www.codepublishing.com/CA/sthelenal/>.

specifically permit as an allowed use, permanent mobile homes constructed in accordance with the 1974 safety standards and installed on a permanent foundation. Chapter 17.100 of the Municipal Code sets forth requirements for the Mobilehome Park Overlay (MHP) zoning district that applies the State Mobilehome Parks Act to the establishment and operation of mobilehome parks within the boundaries of the City of St. Helena.^{14 15} Under these provisions of the Municipal Code, St. Helena fully adheres to the State standards regarding manufactured and mobile homes, and mobile home parks. The City is considering updating this Chapter of the Municipal Code to cover all manufactured housing and not just mobilehomes. This change should not affect adherence to State standards regarding manufactured housing and mobilehome parks.

Second Units

The St. Helena Municipal Code defines a second unit as “an attached or detached residential dwelling unit which provides complete independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as a single-family dwelling is situated.”¹⁶ A second unit may also be an efficiency unit or manufactured home, as defined by the California Health and Safety Code. In compliance with State law, the St. Helena Municipal Code permits the construction of second units in all residential zoning districts. Units within the Woodlands and Watershed (WW) district are held to a higher standard due to potential environmental issues that would require mitigation. Second units meeting specified standards are permitted and others require a conditional use permit. Second units are exempt from the Growth Management System Municipal Code Section 17.152.040.

Since the previous housing element, the maximum size limit for second units increased from 600 square feet to 850 square feet. This amendment was intended to encourage full-time occupancy of units while maintaining affordability to moderate-income households. Additional incentives have been added, including increasing the potential floor area up to 400 square feet for primary dwelling units that include a second unit.

Summary

St. Helena has already built, issued building permits for, or approved 66 housing units since January 1, 2007. In order to address its remaining RHNA, the City must demonstrate that it has sufficient sites to accommodate an additional 23 very low-income, 16 low-income, 10 moderate-income, and 6 above moderate-income housing units. The pending Mercy Housing project would further address a significant portion of the City’s RHNA. Approval of the pending Mercy Housing project would result in the City fully addressing the very low-, moderate-, and above moderate-income RHNA, and only 10 units remaining in the low-income category.

¹⁴ Building Blocks for Effective Housing Elements. Adequate Sites Inventory and Analysis: Zoning for a Variety of Housing Types. Accessed October 2, 2008. http://www.hcd.ca.gov/hpd/housing_element/index.html.

¹⁵ City of St. Helena. St. Helena Municipal Code, Title 17. <http://www.codepublishing.com/CA/sthelenal/>. Accessed October 2, 2008.

¹⁶ *Ibid.*

With significant public input, the City has identified 11 medium and high density sites as well as four non-residentially zoned sites as key housing opportunity sites, as detailed in Table 37. Using a conservative approach of estimating housing development capacity with the minimum density requirements for each residential zone, the medium density sites could support a total of 259 units and the high density sites could support 47 units. The high density development capacity represents a 20 percent buffer above the 39 lower income units remaining in the City's RHNA. Again, this analysis conservatively excludes the potential affordable units that are proposed as part of the pending Mercy Housing project as well as the 9 net additional units that could be supported on the Perego Property (Site #11) if it is rezoned to High Density Residential and redeveloped. Moreover, Table 38 details additional sites in the City that could potentially support new housing development. Due to other factors, including a lack of property owner interest or small size, these additional sites were not identified as key housing opportunity sites.

The City is also exploring two Implementation Programs in the Housing Element that would promote production of higher density affordable housing. The Mixed Density Residential Overlay District would allow the City to identify sites to be developed for housing at densities between 11 and 21 units per acre. As part of an overall examination of the Growth Management System, the City is also exploring potentially excluding the market rate units of projects where at least 50 percent of the total units are regulated affordable housing for households with incomes of up to 180 percent of AMI.

St. Helena's Zoning Ordinance allows for a variety of housing types in the City, including multifamily units, transitional and supportive housing, single-room occupancy units, manufactured and mobile homes, and second units. However, in order to comply with Section 17021.6 of the California Health and Safety Code, St. Helena should amend the Municipal Code to allow agricultural employee housing for six or fewer employees as a permitted use in all zones that allow single-family residential development by right. In addition, St. Helena must address the requirements established by SB2 pertaining to emergency shelters by either designating zoning where emergency shelters are permitted by right within one year of the adoption of the housing element, or entering into a multijurisdictional agreement with neighboring jurisdictions to for development an emergency shelter to address the unmet needs within two years of the adoption of the housing element. Moreover, based on community input during the Housing Element Update process, the City is exploring increasing the number of multifamily units permitted by right in the High Density Residential zone and expanding the Mobilehome Park Overlay district to include all manufactured housing.

Table 36: St. Helena Regional Housing Needs Allocation, 2007 - 2014

	<u>Very Low- Income</u>	<u>Low- Income</u>	<u>Moderate</u>	<u>Above Moderate</u>	<u>TOTAL</u>
Original ABAG Allocation	30	21	25	45	121
<i>Less Built or Building Permits Issued to Date (a)</i>	<i>1</i>	<i>1</i>	<i>7</i>	<i>12</i>	<i>21</i>
<i>Less Units Approved to Date (a)</i>	<i>6</i>	<i>4</i>	<i>8</i>	<i>27</i>	<i>45</i>
Remaining Balance	23	16	10	6	55

Notes:

(a) January 1, 2007 through December 2008.

Sources: ABAG, 2008; Carol Poole, City of St. Helena Planning Director, 2009; BAE, 2009.

Table 37: Available Land Inventory Summary, Key Housing Sites (Page 1 of 2) (DRAFT)

Site Number	APN	Address	Current Zoning (a)	Current Gen. Plan (b)	Acreage	Allowable Density (du/ac)		Potential Unit Capacity		Existing Use	Infrastructure Capacity	Environmental Constraints	Realistic Unit Capacity (c)
						Min.	Max.	Min.	Max.				
Medium Density													
1	009-030-020	No Address	MR	MDR	17.1	5.1	16	87	274	Vineyard	Extend water, sewer, and storm drains from the proposed public street.	Requires Completion of Flood Prot. Proj.	87
2	009-070-002	567 Pope	MR	MDR	10.0	5.1	16	51	160	Vacant	Part of the parcel needed for Starr Ave. extension. Water, sewer, and storm drain available.	None Currently identified	51
3	009-070-003	591 McCorkle	MR	MDR	7.9	5.1	16	40	127	Ranch and Vineyard	Water, sewer, and storm drain available.	None Currently identified	40
4	009-322-009	1817 Spring Street	MR	MDR	1.5	5.1	16	8	24	Vacant	Water, sewer, and storm drain available.	None Currently identified	8
5	009-362-015	Sulphur Springs	MR/AG	MDR/AG	5.3/10.0	5.1	16	27	85	Vineyard	Extend sewer lines to site. Increase access with new road to Sulphur Springs Ave. Not completely within Urban Limit Line.	None Currently identified	27
6	009-441-023	Spring Street	MR	MDR	4.4	5.1	16	22	70	Vineyard	Water, sewer, and storm drain available.	None Currently identified	22
7	009-552-001	Pope Street	MR	MDR	4.6	5.1	16	24	74	Vineyard	Water, sewer and storm drain available.	None Currently identified	24
High Density													
8	009-502-007	684 McCorkle Place	HR	HDR	0.5	16.1	28	9	15	Pre-application for nine units	Water, sewer and storm drain available.	None Currently identified	9
9	009-590-010	1515 Spring Street	HR	HDR	0.9	16.1	28	14	25	Single-family residence	Water, sewer and storm drain available.	None Currently identified	14
10	009-590-003	1447 Spring Street	HR	HDR	1.5	16.1	28	24	42	Single-family residence	Water, sewer and storm drain available.	None Currently identified	24
11	009-191-006	1600 Main Street	MR	MDR	1.8	5.1	16	n.a.	n.a.	15 apts and 4 single-family units	Water, sewer and storm drain available. Rezone to high density.	None Currently identified	9 (d)

Notes:

- (a) AG = Agriculture, CB = Central Business, HR = High Density Residential, MR = Medium Density Residential, SC = Service Commercial, and WW = Woodlands and Watershed.
- (b) AG = Agriculture, CB = Central Business, HDR = Higher Density Residential, I = Industrial, MDR = Medium Density Residential, SC = Service Commercial, and WW = Woodland and Watershed.
- (c) Based on minimum density requirements where appropriate.
- (c) Allowable density of one dwelling unit per five acres.
- (d) Estimate of new units based on 16.1 minimum allowable density, less the existing 19 units.

Sources: City of St. Helena staff, January 2009; BAE, 2009.

Table 37: Available Land Inventory Summary, Key Housing Sites (Page 2 of 2) (DRAFT)

Site Number	APN	Address	Current Zoning (a)	Current Gen. Plan (b)	Acreage	Allowable Density (du/ac)		Potential Unit Capacity		Existing Use	Infrastructure Capacity	Environmental Constraints	Realistic Unit Capacity (c)	
						Min.	Max.	Min.	Max.					
Other														
12	009-150-006	Library Ave./Adams	CB/AG	CB/AG	3.6/2.0	n.a.	20	n.a.	30	Vacant	Water, sewer, and storm drain available. Not completely within Urban Limit Line.	None Currently identified	30	
13	009-180-036	931 Main/Toogood	SC/IND	SC/I	9.4	n.a.	n.a.	Unknown	Unknown	Underutilized	Sewer, storm drain not avail.	Within Flood Zone.	Unknown	
14	009-180-037	931 Main/Toogood	SC/IND	SC/I	2.2	n.a.	n.a.	Unknown	Unknown	Underutilized	Sewer, storm drain not avail.	100 foot setback required from the creek.	Unknown	
15	009-263-007	931 Main/Toogood	SC	SC	0.6	n.a.	n.a.	Unknown	Unknown	Underutilized	Sewer, storm drain not avail.		Unknown	
Total								307	926					

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- (c) Based on minimum density requirements where appropriate.
- (d) Estimate of new units based on 16.1 minimum allowable density, less the existing 19 units.

Sources: City of St. Helena staff, January 2009; BAE, 2009.

Table 38: Available Land Inventory Summary, Other Housing Sites (DRAFT)

Site Number	APN	Address	Current Zoning (a)	Current Gen. Plan (b)	Acreage	Allowable Density (du/ac)		Potential Unit Capacity		Existing Use	Infrastructure Capacity	Environmental Constraints	Realistic Unit Capacity (c)
						Min.	Max.	Min.	Max.				
Medium Density													
16	009-030-005	No Address	MR	MDR	15.5	5.1	16	79	248	Vineyard	Extend water, sewer, and storm drains from the proposed public street.	Flood Protection Project - terracing	0
17	009-173-011	Stockton	MR	MDR	0.4	5.1	16	2	6	Vacant	All utilities available.	None identified	2
18	009-222-003	1521 Oak Avenue	MR	MDR	0.2	5.1	16	1	3	Vacant	All utilities available.	None identified	1
19	009-270-004	Kearney	MR	MDR	0.2	5.1	16	1	4	Underutilized	All utilities available.	None identified	1
20	009-304-013	1405 Adams	MR	MDR	0.2	5.1	16	1	4	Vacant	All utilities available.	None identified	1
21	009-305-046	Madrona	MR	MDR	0.2	5.1	16	1	3	Underutilized	All utilities available.	None identified	1
22	009-305-047	Madrona	MR	MDR	0.2	5.1	16	1	2	Underutilized	All utilities available.	None identified	1
23	009-311-005	Allyn	MR	MDR	0.1	5.1	16	1	2	Underutilized	All utilities available.	None identified	1
24	009-312-005	1623 Adams	MR	MDR	0.2	5.1	16	1	4	Underutilized	All utilities available.	None identified	1
25	009-312-050	Stockton	MR	MDR	0.1	5.1	16	1	2	Underutilized	All utilities available.	None identified	1
26	009-313-041	Spring	MR	MDR	0.4	5.1	16	2	7	Vacant	All utilities available.	None identified	2
27	009-362-016	Sulphur Springs	MR	MDR	0.4	5.1	16	2	6	Vineyard	No public water, sewer, or storm drain currently available.	None identified	2
28	009-401-042	Crinella	MR	MDR	0.1	5.1	16	1	2	Underutilized	All utilities available.	None identified	1
29	009-403-013	Park	MR	MDR	0.1	5.1	16	1	2	Underutilized	All utilities available.	None identified	1
30	009-431-019	Sulphur Springs	MR	MDR	0.2	5.1	16	1	2	Vacant	All utilities available.	None identified	1
31	009-441-021	Olive	MR	MDR	0.2	5.1	16	1	3	Vacant	All utilities available.	None identified	1
32	009-710-006	Quail Court	MR	MDR	0.4	5.1	16	2	6	Vacant	All utilities available.	None identified	2
High Density													
33	009-180-034	Vidovich	HR	HDR	13.4	16.1	28	216	376	Vineyard	No public water, sewer, or storm drains. Improvements needed to surrounding streets.	Recommend rezone to agriculture	0
34	009-503-001	Pope	HR	HDR	1.0	16.1	28	16	28	Underutilized	All utilities available.	None identified	0
Woodlands Watershed													
35	009-131-002	Spring Mountain	WW	WW	32.2	n.a.	0.2 (d)	n.a.	6	Vacant	No public water or sewer.	Biological, slope	0
36	009-131-043	Spring Mountain	WW	WW	29.3	n.a.	0.2 (d)	n.a.	6	Vacant	No public water or sewer.	Biological, slope	0
37	009-131-039	Spring Mountain	WW	WW	5.0	n.a.	0.2 (d)	n.a.	1	Vacant	No public water or sewer.	Biological, slope	0
Other													
38	009-070-033	1000 Mills	SC/AG	SC/AG	6.1/4.2	n.a.	10	n.a.	20	Vacant	No public water, sewer, or storm drains. Improvements needed to surrounding streets. Not completely within Urban Limit Line.	None identified	20
39	009-180-008	905 Main	SC	SC	0.3	n.a.	n.a.	Unknown	Unknown	Vacant			Unknown
40	009-580-009	Dowdell	IND	I	0.8	n.a.	n.a.	Unknown	Unknown	Underutilized			Unknown
41	009-580-026	Main/Vintage	SC	SC	0.9	n.a.	n.a.	Unknown	Unknown	Underutilized			Unknown
Total								329	742				38

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- (b) AG = Agriculture, CB = Central Business, HDR = Higher Density Residential, I = Industrial, MDR = Medium Density Residential, SC = Service Commercial, and WW = Woodland and Watershed.
- (c) Based on minimum density requirements where appropriate.
- (d) Allowable density of one dwelling unit per five acres.

Sources: City of St. Helena staff, January 2009; BAE, 2009.

Figure 2: Key Housing Opportunity Sites

Figure 3: Other Housing Opportunity Sites